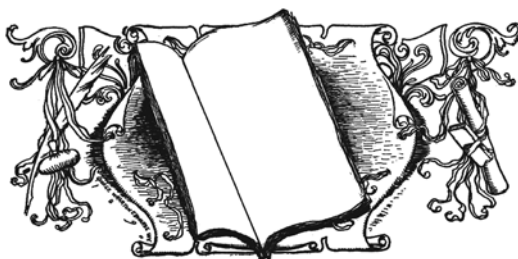


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Section 1.
PUBLIC ADMINISTRATION

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LEGISLATIVE FRAMEWORK FOR THE FIRST ELECTION OF DEPUTIES OF VILLAGE, TOWN AND CITY COUNCILS OF UNITED TERRITORIAL COMMUNITIES AND VILLAGE, TOWN AND CITY MAYORS IN UKRAINE

~~~~~  
*The authors of the article identify and analyze legal framework of the first elections of deputies of village, town and city councils of united territorial communities and village, town and city mayors in Ukraine, by examining the relevant legal acts in this area. Particular attention is paid to the legislative procedures of the first election of local authorities in the newly unified territorial community.*

*The role and importance of local elections are specified at the beginning of this article as a priority democratic form of formation of bodies of local self-government, as means of attraction of public to self-governance, as formation of civil society and so on. Later the article describes the advantages and disadvantages of the current electoral system for local authorities.*

*Stages of conducting the first elections in united local communities are characterized. The first stage is the election of deputies to the local council and its chairperson. The election of headman is the next stage of the first elections of deputies of village, town and city councils of united territorial communities and village, town and city mayors in Ukraine, which before unification had their own local governments (village council) and the head, except the administrative center of the newly united community. In addition, the article analyses the availability of adequate budget allocations for the preparation and organization of the first local elections in the newly united territorial communities.*

*At the end of the article the importance of creating a truly capable communities and the need for holding local elections in them are emphasized. It is concluded that the process of unification of territorial communities is not pos-*

sible to stop, in particular, holding elections in the territories of newly united communities.

**Keywords:** electoral process; election of local authorities; procedure for holding local elections; united territorial communities.

**Jemeljanow W., Ibragimowa A., Podstawy prawne realizacji pierwszych wyborów radnych wiejskich, wiejsko-miejskich, miejskich rad zjednoczonych wspólnot terytorialnych oraz odpowiednich wójtów, burmistrzów i prezydentów miast na Ukrainie**

W artykule poddano analizie akty prawne regulujące proces realizacji pierwszych wyborów radnych wiejskich, wiejsko-miejskich, miejskich rad zjednoczonych wspólnot terytorialnych oraz odpowiednich wójtów, burmistrzów i prezydentów miast na Ukrainie. Szczególną uwagę skoncentrowano na ustawodawstwie oraz określonej procedurze realizacji pierwszych wyborów organów władz lokalnych w nowej zjednoczonej społeczności lokalnej. Scharakteryzowano etapy realizacji wyborów w zjednoczonych wspólnotach.

**Słowa kluczowe:** proces wyborczy, wybory organów władz lokalnych, procedura realizacji wyborów lokalnych, zjednoczone wspólnoty lokalne

**Ємельянов В.М., Ібрагімова А.А. Законодавчі основи проведення перших виборів депутатів сільських, селищних, міських рад об'єднаних територіальних громад та відповідних сільських, селищних, міських голів в Україні**

У статті аналізуються нормативно-правові акти, що регулюють питання проведення перших виборів депутатів сільських, селищних, міських рад об'єднаних територіальних громад та відповідних сільських, селищних, міських голів в Україні. Особлива увага приділяється саме законодавчо визначеній процедурі проведення перших виборів органів місцевої влади у новій об'єднаній територіальній громаді. Характеризуються етапи проведення таких виборів в об'єднаних громадах.

**Ключові слова:** виборчий процес; вибори місцевих органів влади; процедура проведення місцевих виборів; об'єднані територіальні громади.

**Емельянов В.М., Ибрагимова А.А. Законодательные основы проведения первых выборов депутатов сельских, поселковых, городских советов объединенных территориальных громад и соответствующих сельских, поселковых, городских председателей в Украине**

В статье анализируются нормативно-правовые акты, регулирующие вопросы проведения первых выборов депутатов сельских, поселковых, городских советов объединенных территориальных громад и соответствующих сельских, поселковых, городских председателей в Украине. Особое внимание уделяется законодательно определенной



**Ключевые слова:** избирательный процесс; выборы местных органов власти; процедура проведения местных выборов; объединенные территориальные громады.

The process of decentralization of public power in Ukraine lasts more than two years. Currently the unification of territorial communities occurs actively in order to form them as capable communities. Today, among many related issues in the context of local government reform and territorial organization of power, the issues of the first elections of deputies of village, town and city councils of united territorial communities and village, town and city mayors are perhaps the most critical and controversial at the same time.

Over the past more than ten years, enough actions have been done to improve national electoral legislation. A number of traditional democratic principles of universal, equal and direct electoral right and secret ballot are reflected in a number of existing regulatory legal acts of electoral law.

However, the procedure for the preparation and the conduct of elections, which is one of the characteristic features of the national electoral legislation, is quite complicated today. This, in turn, does not affect the electoral process itself in the best way.

Increasing the number of restrictions and prohibitions on conduct of election campaigns, increasing violations of electoral legislation and legal responsibility for them should be noted among the negative moments. There are electoral technologies that allow avoiding this or that legal rule for every legislator's attempt to prevent violations in the election process by making appropriate changes to the already existing normative and legal acts or by adopting new acts. Despite the efforts of legislators, it only leads to the identification of new gaps and conflicts in the electoral laws and the negative public attitude to the elections. At the same, such attitude is not only caused by political instability in the country, but also by legal uncertainty, since every new elections are held in Ukraine under the new legislation [1, p. 76]. Moreover, even if we assume that Ukrainian lawmakers really try to democratize and improve the existing electoral system by adopting new electoral laws and making changes to existing ones, this situation is unacceptable. As M. Ryabets notes, such practice that has developed in our country is unacceptable, according to which each election campaign is conducted under the new electoral law, which is adopted a month

or two before the election, and sometimes - in the course of its implementation [2, p. 24].

### **Analysis of recent research**

Such scholars as V.S. Kuibida, Y.I. Hanushchak, T.V. Kolomyjec, G.V. Samoilenko, P.V. Vorona, I.I. Nikiforova and others studied the legislative framework and practical aspects of elections to local government bodies. Scientists did not pay enough attention to the issue of the first elections of deputies of village, town and city councils of united territorial communities and village, town and city mayors.

### **Statement of research objectives**

The purpose of this article is to identify and analyze legal framework of the first elections of deputies of village, town and city councils of united territorial communities and village, town and city mayors in Ukraine, by examining the relevant legal acts in this area.

### **Results**

At the present stage of social development elections are the democratic procedure of formation of periodic or unscheduled changes in the personnel of the state bodies (legislative) or bodies of representative power, a way of defining the circle of officials. Most importantly, elections allow recognizing their legitimate powers by the free will of citizens through voting for the candidates nominated in accordance with the rules established by law [3, p. 34]. Elections are precisely the event through which citizens open up opportunities to participate directly in public administration and decide who should carry out social governance in the next specified period by expression of citizens' will, legitimately, without resorting to riots, civil unrest or coups.

Local elections are the priority democratic form of the formation of local governments, which promotes self-involvement of the public to self-governance, formation of civil society and legal state as a whole, which today is one of the urgent tasks of our country. Local elections play an important role in clarifying role and place of communities in the implementation of public administration. They determine not only further development of the regions but also the fate of the whole country in general. After all their results influence the formation of local and regional elites who later claim to the national level of influence, to the directions of local and regional policies that largely determine social and economic development of the state [4].

Elections to local authorities are different from other elections to bodies of state power, having own territorial and legal specifics. The legal basis for the electoral process to local governments are the Constitution of Ukraine, the Law of Ukraine «On Local Governance in Ukraine» (21 May 1997 № 280/97-VR),

the Law of Ukraine «On Local Elections» (14 July 2015 № 595-VIII), the Law of Ukraine «On Status of Deputies of Local Councils» (11 July 2002 № 93-IV), the Law of Ukraine «On Voluntary Association of Local Communities» (5 February 2015 № 157-VIII).

Today the process of implementation of the decentralization of public power continues and a key component of which is a voluntary association of local communities. According to the Law of Ukraine «On Voluntary Association of Local Communities», the final stage of legal registration of new administrative and territorial unit is the first election of local authorities in the new united community. It comes after the local (village, town and city) councils have adopted appropriate decisions to create a unified territorial community (decisions of councils or local referendums). However, since this process is new for our country, then, as a result, there are many problematic and controversial issues of legal regulation of local elections.

These first elections are held in two stages. The first stage is the election of deputies to the local council and its chairperson. To achieve this, according to the Law of Ukraine «On Voluntary Association of Local Communities», the chairperson of the local council, which initiated the issue of a voluntary association of territorial communities, appeals to the regional state administration or the Council of ministers of AR Crimea with a proposal to address the Central election commission (hereinafter – the CEC) a request to make a decision to appoint the first elections of deputies and chairperson. The regional state administration or the Council of ministers of AR Crimea shall submit such appeal to the CEC, in case of their compliance with the law, within ten working days of receipt of decision about making a voluntary association of local communities. The regional state administration or the Council of ministers of AR Crimea at the same time shall inform about this the Regional Council (or the Verkhovna Rada of the Autonomous Republic of Crimea) and the relevant councils that decided on the voluntary association of territorial communities [5].

We would like to point out that if there is the association of communities located in adjacent regions or adjacent towns of regional significance, it is needed that the Parliament of Ukraine adopts a resolution on establishing or changing boundaries of districts or towns of regional (in the Crimea – republican) significance. It is necessary to ensure that newly created united local community is located within the same districts or town of regional (in the Crimea – republican) significance. After all, territory of a united community cannot be located simultaneously in different areas. The relevant Resolution of the Verkhovna Rada of Ukraine is attached to the appeal and other documents submitted to the CEC [5].

In the absence of legal grounds for refusal under the provisions of chapter 6, Article 14 of the Law of Ukraine «On Local Elections» and chapter 8, Article 7 of the Law of Ukraine «On Voluntary Association of Territorial Communities», the CEC appoints the first elections of deputies of village, town and city councils of united territorial communities and the village, town and city mayors [5], [6].

The appointment procedure of the respective elections is regulated by the Appointment procedure of the first elections of deputies of village, town and city councils of united territorial communities and the village, town and city mayors (hereinafter – the Procedure). It was adopted by the Resolution of the CEC on February 12, 2016 number 32 (with amendments of the CEC Resolution of 14 July 2016 № 313) [7].

Thus, according to p. 1 of the Procedure, for the appeals that meet the requirements of the Constitution and laws of Ukraine, the CEC appoints the first local elections not later than seventy days before the day of elections on the last Sunday of the relevant month (except the last Sunday of December and the last Sunday in January), if there are relevant budget allocations for organizing and holding local elections [7]. These exceptions are related to the peculiarities of budget funding according to the Budget Code of Ukraine.

By the way, the necessary costs for the election under Part 1, Article 68 of the Law of Ukraine «On Local Elections» are carried out at the expense of local budgets received as a targeted subvention from the State Budget of Ukraine. Thus, Part 4, Article 69 of the Law of Ukraine «On Local Elections» establishes that the CEC makes the distribution of subsidies from the state budget to local budgets for the preparation and conduct, in particular, the first local elections in coordination with the central executive body. This body implements state financial policy adopted on the basis of the established order decisions on the appointment of the first local elections [6].

Therefore, one of the conditions for the appointment of the first local elections in the united territorial communities is the presence of corresponding budgetary appropriations in the CEC under the budget program 6741020 «Subvention from the state budget to local budgets to conduct elections of deputies of local councils and village, town and city mayors».

The CEC with its Resolution from 29 July 2016 № 349 approved the amount of expenditures for inclusion in the budget request under the budget program 6741020 in the amount of 42 601.3 thousands of UAH., for 2017, in which the first local elections in 70 united municipalities are supposed to be conducted [8].

Instead, according to the information of the Ministry of Regional Development, Construction and Housing and Communal Services of Ukraine (letter

dated 25 August 2016 № 7/13-10588), which was provided after the CEC had sent the budget request to the Ministry of Finance of Ukraine, the number of united local communities that can be formed in 2016 is 224. Moreover, the indicated information outlined in this letter is constantly updated. Accordingly, it is impossible to hold first elections in all communities by the end of 2016, because the CEC does not have the necessary funds. This situation, in its turn, will entail that the newly created communities, in which the elections are not conducted in late 2016, will not get budget funds for 2017 and cannot count on subsidies or subventions from the State budget (this is only possible for the following year, 2018).

In September 23, 2016, the CEC with its Resolution appointed the first elections of deputies and city chairpersons in 41 united local communities for Sunday, December 11, 2016, according to processed applications of regional state administrations in chronological order of their arrival to the CEC [9].

The date of October 22, 2016, the CEC announced as the beginning of the electoral process. Following the adoption of specified Resolution, 150 appeals of regional state administrations for the appointment of the first local elections remained pending at the CEC. However, due to the attention of the President of Ukraine, the Verkhovna Rada of Ukraine and the Cabinet of Ministers of Ukraine to the problem of the first elections in united territorial communities, which occurred in Ukraine, the CEC announced elections in 143 united territorial communities for December 18, 2016. This is despite the fact that elections have already been held in 25 communities during 2016. This means that additional 209 united territorial communities will be able to join new intergovernmental fiscal relations and get additional power and resources from January 1, 2017. Given that 159 united territorial communities were created in 2015, at the end of 2016 we would have 368 united territorial communities, which would form quality of life for their residents.

There is a need to stress that the CEC ignored the right of nearly 350 thousand inhabitants of 136 communities to decide independently how and with whom they had better to unite. Therefore, the CEC did not give opportunities to develop, receive additional powers and resources to 28 united communities. 25 of these 28 united communities are those communities, which included local councils from several areas or the center of which is a city of regional importance. This decision of the CEC is unlawful, because the Committee of the Verkhovna Rada of Ukraine on State Construction, Regional Policy and Local Self-Government gave an explanation on the application of the Law of Ukraine «On Voluntary Association of Territorial Communities» in terms of determining the timing of individual stages of association on September 8, 2016. According

to this explanation, the first local elections in united communities located in adjacent areas and with the center in the city of regional importance can be held without amending the boundaries of the area. In other words, the CEC has no legal reason not to appoint elections:

- in case the community, located on the territory of adjacent district, enters the united local community, whose administrative center is within another district;
- in the case of a voluntary association of local community of regional importance with other territorial communities of villages, towns, cities without amending the boundaries of the respective areas [10].

According to the Law of Ukraine «On Local Elections» the elections to councils are held in city united territorial communities on a proportional electoral system in multi-member constituency according to electoral lists of local organizations of political parties with fixing candidates to territorial electoral districts. Elections of the chairperson in urban communities, where the number of voters equal to or is greater than 90,000, are held by a majority system of absolute majority in one single member constituency (which coincides with territory of the community). If the number of voters in the community is less than 90,000, then the head of the community is elected according to a majoritarian system of relative majority. In turn, elections of council in village, township of united territorial communities are held by the majority system of relative majority in single member constituencies, for which the territory of the community is divided. The chairperson of such communities is elected by the majority system of relative majority (in a single member constituency, coinciding with territory of the community) [6].

Additionally, it should be noted that currently the representative bodies of local government are elected only for a time before the next regular local elections to be held in 2020. In view of this situation, temporarily for the period of elections previous bodies of local governments of old communities will function until the new councils of united communities and their heads will be elected and will receive powers. This in turn causes contradictions in the status of deputies and the legitimacy of their exercise of authority; when during the opening day of the first session of the newly elected council deputies of the same council of the previous convocation retain their powers. However, in the case of non-election for some reason of local council deputies at the end of the term, powers of acting deputies of this council do not stop at all.

According to Article 41 of the Law of Ukraine «On Local Governance in Ukraine» organization of management of areas in cities are within the competence of city councils [11]. Before each local elections in our country the number

of cities with district division, city councils of which do not make decisions on the formation of district councils increases (for example, before the election in 2010 these were cities such as Kyiv, Kharkov and Vinnitsa). Consequently, after carrying out local elections the district councils in such cities cease to exist and, therefore, first sessions in such councils of new convocation councils do not occur. However, because of this powers of deputies of such district councils cannot stop, because the only case of such termination envisaged by legislation Ukraine does not occur. Therefore, there is an ambiguous situation where the local council no longer exists, but its members continue to maintain their authority (but not in the council, which no longer exists, but only in the electoral district). Moreover, according to chapter 3, Article 7 of the Law of Ukraine «On Status of Deputies of Local Councils» local council deputy cannot have another representative mandate [12]. This means that the former deputy of not formed district council in the city cannot be a deputy to any other local council because he still maintains the previous status – status of the deputy of district council. At the same time, the deprivation of deputy of this status can be done according to the legislation of Ukraine only in cases of early termination of his powers [13, p. 90-91].

In our view, it is necessary to amend chapter 2, Art. of the Law of Ukraine «On Status of Deputies of Local Councils» to resolve the above stated problem. The formulation of the rules regarding the start and termination of powers of deputy needs to be coordinated. If powers of the newly elected deputies come at the time of announcement of the results of local elections at the first plenary session of the newly elected council, powers of the deputies of this council of the previous convocation should end at this time, not on this day.

In addition, today also problematic issue is the termination of powers of deputies of district councils in the city, for which the city council decided about their not formation after the next local elections. If the district council is not elected, then the moment of start of powers of its newly elected deputies will also not come. Therefore, this method of termination of powers cannot be applied to the district council in a city. This forces to develop and adopt legally a special procedure for termination of powers of deputies of district councils in the city [13, p. 91].

According to national legislation in the sphere of local governance, city council is a leading element of management system of city with district division. The city council under chapter 3, 4, Article 41 of the Law of Ukraine «On Local Governance in Ukraine» gives powers to district council in the city [11]. Therefore, in case of not formation of such district councils, powers of the last pass (or rather return) to the respective city councils. Because of this the termination

of powers of deputies of district councils in cities if they are not formed, must be dependent on the acquisition of powers of the newly elected city council. Thus, in the case of not formation of district councils in the city, the powers of deputies of these councils must be terminated at the moment of empowering the deputies of the city council (that is, at the moment of announcement the results of local elections by a chairperson of the city election commission) [13, p. 91]. We are inclined to believe that the introduction of this regulation does not require amendments to the legislation of Ukraine, since the activities of councils as representative bodies of local self-government are determined not only by the laws of Ukraine, but by the statutes of local communities. Therefore, we believe that the indicated procedure in the further may well be implemented in the relevant rules of the statute of one or another newly united local community.

The election of a headman is the next stage of the first elections of deputies of village, town and city councils of united territorial communities and village, town and city mayors in Ukraine. According to Article 141 of the Law of Ukraine «On Local Governance in Ukraine», headman is the elected official of local government, elected in villages and towns determined by the decision of the local council of united territorial community with the exception of its administrative center for the entire duration of powers of local council of united territorial community [11].

One of the key ideas of local government reform is obligatory introduction of position of headman at the level of former territorial communities, which before unification had their own local governments (village council) and the head, except the administrative center of the newly united community. In this sense, the headmen are to compensate for the loss of these communities of their own bodies of local governance and their local government officials that existed previously and to prevent abuse of the administrative center of the united territorial community of its power [14].

However, national legislation places the power to determine the number of headmen and human settlements, in which they are elected, on the local councils of united communities. In this regard, they have complete freedom of action and may establish as many positions of headmen as needed. In other words, there is no requirement in the legislation on the mandatory creation of headmen positions in each settlement. As a result, villages that entered into the united communities may even exist without headmen or one joint headman can be elected from several villages [14].

According to the Law of Ukraine «On Local Governance in Ukraine» and «On Local Elections», an opportunity to elect the headman to represent the interests of the villagers (that is of one settlement) is provided. The introduction of



a post of the headman for several villages to prevent cases of not representations of the interests of residents in the executive committee and before the councils' bodies of the united territorial community as a whole was approved by the Committee on State Construction, Regional Policy and Local Self-Government of the Verkhovna Rada of Ukraine. The CEC addressed the possibility of the election of one headman by the voters of several settlements of the united territorial community according to the decision of the local council. In its response to the appeal of the CEC, the Committee noted that headman was included in the system of local government to create conditions for proper representation of the interests of residents in solving local problems, to participate in the implementation of socio-economic and cultural development of the territory, to meet the social, household and other needs by giving them assistance in providing of services. In order to prevent the violation of the principle of equal rights of citizens to participate in solving local problems, there cannot be such residents among territorial human settlements of the united community, residents of which are to be deprived of the possibility to exercise their right to elect the headman for proper representation of their interests in the executive bodies of village or town council of the united local community. Therefore, the local council, according to its own organizational and financial opportunities, determines by its decision the number of headmen who will be elected in the united local community. It also determines respective territories of the united territorial community, where headmen will exercise their rights and fulfill obligations. As the result of discussions at the Committee meeting, it is recommended to make specifications to the provisions of the Law of Ukraine «On Local Governance in Ukraine», «On Local Elections» and «On a Voluntary Association of Territorial Communities» to ensure the uniqueness of their interpretation and practical application in questions of possibility of the election of one headman by voters of several human settlements [15, p. 20-21].

According to Article 2 of the Law of Ukraine «On Local Elections», the election of the headman is held by the majority system of relative majority in one single member constituency, which includes the territory of the settlement (village or town) as part of the united village, town territorial community [6]. That means that such candidate will be elected as the headman, for whom voters will give the majority of votes of those who have the right to vote on the election of the headman and will take part in them.

According to chapter 6, Article 14 of the Law of Ukraine «On Local Elections», the first elections of the headman are appointed by council of the united territorial community, which must determine by its decision settlements from the united territorial community, where headmen will be elected, and to appoint

the first elections of such headmen [6]. At the same time, current legislation does not determine the period during which the local council of the united territorial community should make that decision. Given this, in our view, we can assume that the newly elected local council of the united territorial community in one plenary session shall decide on the definition of settlements, in which headman's position will be introduced to represent interests of their inhabitants, and on the appointment of the first elections of headman.

In accordance with paragraph 3 of the Transitional Provisions of the Law of Ukraine «On Voluntary Association of Territorial Communities» headman's duties until their election on the first elections in those towns and villages, where local governments of territorial communities that united were located, are performed by a person who exercised the powers of village, settlement head of the respective territorial community before the unification [5].

Finally, we would like to mention that we do not talk about Perspective plans of formation of territorial communities in Ukraine, approved previously by the Cabinet of Ministers of Ukraine, in the process of a voluntary association of communities holding first elections in them. Guided by the Constitution of Ukraine and Part 1, Article 8 of the Law of Ukraine «On Voluntary Association of Territorial Communities», communities have the right to unite between themselves at their own will on a voluntary basis without changing the boundaries of oblasts of the country without following the approved Perspective plans. This right undoubtedly confirms the democratic character of reforms in Ukraine today. At the same time, it causes a kind of case-negative situation that erases almost to nothing the most important essence of the unification of territorial communities – building capable communities in our country. So as in the process of unification of those or other communities, questions of their real economically justified self-sufficiency is not in the first place or not considered at all, that, in its turn, will cause their inability to own self-sustenance in the future. This situation is observed throughout Ukraine, including in the Mykolaiv region. For example, on the territory of Novobugsky area, which today is itself an insolvent area and constantly receives subsidies from the state budget, inhabitants have expressed a desire to create three united communities. However, in accordance with the approved Perspective plan, two communities should be in that area. These communities for various socio-economic, infrastructure and other indicators are not capable communities. However, according to the results of conducted comprehensive scientific-economic analysis of their economic capacity six months ago, it was decided to unite on the principle of one district – one community in this area. A similar situation exists in Bashtanka area, communities of which unite according to the same principle. At the same time, problematic in this sense remain Ochakiv, Voznesensky, Berezansky and

other districts of the oblast. In our opinion, they need the same analysis that was done for Novobugsky district, to form indeed perspective capable communities. In addition, creating communities on this principle, one of the objectives of local government reform, namely the decrease of expenditures for the establishment and continued maintenance of local governments, is realized (these are holding elections to local councils, maintenance of buildings in which authorities operate and the payment of wages to employees, etc.).

### **Conclusions**

Analyzing the situation that has developed today, we can conclude that the process of unification of territorial communities is not possible to stop, in particular, holding elections in the territories of newly united communities. However, state approach must be complied in the subsequent unification. There is a need to consider the level of capability of those or other newly created communities to enable further formation of economically strong communities in Ukraine and improvement of socioeconomic development of the country in general. It is also important to improve normative and legal acts in the sphere of electoral law and follow them unquestioningly in the future.

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## **METHODOLOGY OF SCIENTIFIC RESEARCH AND SYSTEMATIC APPROACH: MECHANISMS, LEVELS, METHODS, AND TOOLS**

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*The substantive essence of the concept of methodology of scientific research is revealed in the article. The peculiarities of formation of methodology of scientific research in the field of public administration are shown. The main structural elements of research methodology and systematic approach in their hierarchy and relationship are proposed.*

*The use of scientifically based research methods is the most significant condition for increment and obtaining new knowledge, so their selection is critical to the research results. Modern scientific activity is impossible without application of methods of cognition. They are generally accepted tools. If the researcher plans to carry out scientific exploration and to summarize its outcome in the form of conclusions and proposals only based on the personally received facts, based on own understanding of the problem and a set of own "homegrown" methods, it will likely lead to errors, misstatements or not scientific results.*

*The methodology of scientific research and systematic approach are fundamental concepts that everyone who is engaged in or planning to engage in scientific work should learn. Understanding the peculiarities of formation of scientific research methodology and its components from the definition of the problem and purpose to the reveal of the algorithm of research activities' realization and to get the results of it based on systemic approach is a guarantee of efficiency and effectiveness of research. The strict observance of the basic principles of research: feasibility; objectivity; historicity; justification; the adequacy of the assessment results; sequence is important for the researcher. The compliance with the proposed methodology of research in any field of scientific knowledge can provide completeness of research work, which claims to be scientific.*

**Keywords:** public administration, system of cognition, research methodology, research methods, mechanisms, tools, instruments.

**Iwaszowa L., Bakardziejew R. Metodologia badań naukowych i podejścia systemowego: mechanizmy, techniki, metody, instrumenty**

W artykule rozpatrzono treść istotną pojęcia metodologia badania naukowego. Określono specyfikę kształtowania się metodologii badań naukowych w sferze administracji publicznej. Określono podstawowe elementy strukturalne metodologii badań i podejścia systemowego, ich hierarchię oraz wzajemne powiązanie.

**Słowa kluczowe:** administracja publiczna, system poznania, metodologia badania naukowego, metody badań, mechanizmy, instrumenty, techniki

**Івашова Л.М., Бакарджієв Р.О. Методологія наукових досліджень та системного підходу: механізми, важелі, методи, інструменти**

У статті розглянута змістовна сутність поняття методології наукового дослідження. Окремлено особливості формування методології наукових досліджень у сфері публічного управління. Визначено основні структурні елементи методології досліджень та системного підходу їх ієрархію та взаємозв'язок.

**Ключові слова:** публічне управління, система пізнання, методологія наукового дослідження, методи дослідження, механізми, інструменти, важелі.

**Ивашова Л.М., Бакарджиев Р.О. Методология научных исследований и системного подхода: механизмы, рычаги, методы, инструменты**

В статье рассмотрена содержательная сущность понятия методологии научного исследования. Определены особенности формирования методологии научных исследований в сфере публичного управления. Определены основные структурные элементы методологии исследований и системного подхода их иерархию и взаимосвязь.

**Ключевые слова:** публичное управление, система познания, методология научного исследования, методы исследования, механизмы, инструменты, рычаги.

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## Introduction

At the current stage of state building, a gradual replacement of the old bureaucratic system of public administration is done to the innovative system of public administration through the expansion of subjectivity of the management process: from the state and local governments to active involvement of the representatives of nongovernmental, self-governing organizations and individuals

into the management process. The formation of public administration system in Ukraine requires scientific substantiation of methodological approaches to the study of this process, understanding the sequence of its course and scientific prediction of results and consequences from the implementation or lack of reforms. An important area of scientific research is clarifying the nature and the content of the definition of “methodology” as the basis of scientific knowledge that defines the process and results of research activities in various areas of public life.

### **Analysis of recent research**

The disclosure of the essence of methodology as the foundation of scientific knowledge of the world, on the one hand, is a scientific and cognitive activity, and, on the other hand, is one of the main and most difficult tasks because directions, processes and results of scientific and cognitive activity depend on its understanding. Therefore, from the times of the ancient Greek philosophical thought of ancient Greece (Democritus, Socrates, Aristotle, Plato) to the time of separation of individual sciences from the philosophy (Bacon, Galileo, Descartes, Newton, Leibniz, Husserl, Bertalanffy, Ashby, Parsons et al.) and to the present (Bakumenko, Hryhoryshyn, Ilyin, Kuhn, Kochanowski, Mannheim, Pismachenko, Rich, Saaty, Spitsnedal, Surmin etc.) problems of improvement of methodology of scientific research remain relevant. Many foreign scientific schools do not distinguish between scientific methodology and research methods approach in order to disclose the essence of the very concept of methodology. For instance, some authors like J. Mannheim, R. Rych [7], U.Eshbi [19] consider methodology as a system of methods of knowledge. Others, including W. Kohanovskyy, believe that the methodology is the general theory of methods of cognition [4]. In the works of O. Krushelnytska [5] methodology is seen as a multi-building, where philosophical methodology is housed on the upper floor, then - general scientific methodology, and methodology of different sciences is on the lowest floor. V.Sheyko and N.Kushnarenko [18] see the determination of the purpose, content and research methods in methodology. Contrary to them A.Rakitov [11] reduces the concept of methodology only to the system of the principles of scientific research. Y.Surmin [15] and E.Yudin [20] examine the methodology as some system that brings together the methodology of cognition, assessment and practical activity according to the main types of activities. It is common with the main approaches to the disclosure of the essence of the methodology from the system-activity positions as described in the works of A.Baskakov [2] and M.Sverdan [13]. According to them, the methodology examines interdependence, interrelation and dependence of knowledge system and activity system.

In general, national scientific tradition considers the methodology as the doctrine about a set of scientific methods of cognition or as a system of sci-



entific principles, on which the study is based and the choice of a set of cognitive tools, methods and techniques of research is made. V. Bakumenko, V. Knyazev [1] have examined general methodological approaches to researching problems of public administration [12]. The methodology of research in various areas of public administration is covered in the works of O. Borysenko [3] T. Krushelnyska [6] L. Pismachenko [10] and many other scientists. However, the dynamic development of society, of fundamental and applied science require rethinking and improving the research methodology of new problems and challenges faced by researchers.

### **Statement of research objectives**

The purpose of the article is the elucidation of modern systemic methodological approaches used to study contemporary problems of the development of public management and administration, and the disclosure of mechanisms, methods, tools and advantages of their solution.

### **Results**

The accumulation of knowledge about the world and society and the deepening of scientific knowledge in the disclosure of laws and regularities of functioning of real natural and social world constantly encourages scientists to analyze ways and means by which the knowledge is obtained.

The etymology of the term “methodology”, which comes from the Greek *μεθοδολογία* (*Méthodos* – way, method and *λογία* – word, teaching, science, knowledge) indicates that this is a difficult term, reflecting the ways or methods of cognition. Some explanatory dictionaries reveal the essence of the concept of “methodology” as “... the doctrine of the method of scientific cognition or as a set of methods used in scientific research” [14, p. 308]. Besides, this term is understood as “... the doctrine about scientific method of cognition and transformation of the world, its philosophical, theoretical basis and as a combination of research methods in different scientific fields according to the specific character of the object of cognition” [17, p. 399]. Therefore, scientists understand the term “methodology” as “... the doctrine about the rules of thinking in the process of creation of the theory of science” [4], “... the doctrine of scientific method of cognition” [7], “... the doctrine of structure, logical organization, methods and means of action” [20].

At the beginning of the development of civilization, the studies of problems of cognition generally and scientific cognition in particular belonged to philosophy. On the one hand, methodology is a certain set of philosophical methods of cognition, to which such methods belong as: the inductive method of Francis Bacon, rationalist method of Rene Descartes, dialectical method of Socrates, phenomenological method of Georg Hegel, Karl Marx, Edmund Husserl, sys-

temic method of Ludwig von Bertalanffy, William Ashby, Talcott Parsons and more. Thus, the methodology will be considered as theoretical and philosophical category, from which the vast layer of specific methods and techniques is excluded. It should be noted that even on the brink of XVI-XVII centuries, when experimental methods of cognition of nature were formed, mostly philosophers researched various issues of methodology of cognition. However, the greatest contribution during that period was made by those of them who simultaneously with philosophy were engaged in other special fields of scientific knowledge (Galileo, Descartes, Newton, Leibniz, etc.). [8]. Starting from the second half of the nineteenth century, especially at the end of it, the diversification of directions of scientific research was made, that is the splitting of philosophy into various scientific disciplines, exploring different aspects of the process of scientific cognition. Along with traditional philosophical methods, methods of mathematical logic and later methods of the probabilistic logic appear and begin to develop actively at that time. The interest to history and philosophy of science significantly increases because of the scientific revolution in natural science at that stage. A little later, such independent spheres of scientific cognition as psychology, economics and sociology of science were formed. A completely new area - the science about science appears in our days. All these scientific disciplines explore different aspects and relations of scientific knowledge by using their special techniques and conceptual apparatus.

The problems of method and methodology of scientific research attracted the attention of social thinkers, scientists and philosophers even in ancient times. However, as A.Konversky states [9], the detailed analysis of methods and means of scientific cognition has been actively carried out only in the last half century when the methodology of scientific research is closely linked with systemic approach. This is not about a simple set of methods used, but about the organized system in which the entire process of evolution preordained the place of each method in their totality [2].

In view of that, the methodology is a type of rational-reflexive consciousness, aimed at studying, improving and designing methods [1]. It is difficult to disagree with A. Rakitov that methodology is a system of principles of scientific research; a doctrine about scientific method of cognition of laws of nature by using a set of research methods applied in any science according to the specific character of the object of cognition [11]. It should be added that according to the system-activity approach the methodology examines interdependence, interrelation and dependence of systems of knowledge and systems of activity [20].

E. H. Yudin paid attention to the fact that the term “methodology” necessarily involves the use of the term “activity” and noted “... the methodology, which

is interpreted in a broad sense of the word is the doctrine of structure, logical organization, methods and means of activity. In this sense the methodology constitutes a necessary component of any activity, since the latter is the subject of awareness, education and rationalization “. [20]

The concept of methodology has two basic meanings: 1) the system of defined methods, techniques and operations that are used in a particular field of activity (science, politics, art, etc.); 2) the doctrine about this system, theory of method. On the one hand, the methodology of science examines the structure and the development of scientific knowledge, the means and methods of scientific research, ways to interpret the results, mechanisms and forms of implementation of knowledge in practice. According to these processes, it is possible to form such basic principles of the methodology of scientific research, such as the principle of correspondence of methodology to the object of transformation; the principle of openness of development or constant renewal as the research process and its means; the scientific validity of the principle. [12]

In addition, the methodology is understood as a general theory of methods of cognition. It overlaps with both the theory of cognition and appears to be broader than epistemology because it is interested not only in cognition methods, but also in methods of other forms of human activity [4, p. 171]. This view is shared, for example, by V. Kochanowski, who said: “the methodology as a general theory of the method was formed because of the need of generalization and development of those methods, tools and techniques that were discovered in philosophy, science and other forms of human activity” [4, p. 170].

The essence of the methodology according to V. Sheyko and N. Kushnarenko: “... the methodology is a conceptual presentation of objectives, content and research methods that provide achievement of the most objective, accurate, systematic information about the processes and phenomena” [18, p. 56]. If the abovementioned approach is added by a vision of the essence of methodology by V. Sheyko N. Kushnarenko, it will make its definition a more holistic and complete.

The works of E. Yudin are about diversity and a complex character of methodology as the phenomenon and the process of cognition. He recognizes that each of the variety of activities cannot exist without its methodology. In science, there is often a narrowing of significance of methodology only to the methodology of cognitive activity. The author notes that “... in modern literature the methodology is usually understood, above all, as the methodology of scientific cognition that is the doctrine of principles, forms and methods of scientific cognitive activity. The methodology of science gives the characteristics of components of scientific research - the object, the subject of analysis, research tasks

(or problems), the aggregate of research tools needed to meet the challenges of a particular type, and also forms an idea of the sequence of researcher's work in the process of solving problems" [33, p. 31]. Then the scientist notes: "... if before the methodology concepts covered, above all, a set of ideas about the philosophical foundations of scientific and cognitive activity, now it corresponds to internally differentiated, highly developed and specialized area of knowledge" [33, p. 34-35]. Finally, E. Yudin concludes: "thus, by introducing the concept of methodology, we actually distinguish two types of knowledge – knowledge about the world and knowledge about the knowledge (or, more precisely, of cognition). The first indicates what is learned, the second - how the knowledge about the world is achieved" [33, p. 31]. The difference between them is largely functional.

It should be noted that many foreign schools do not distinguish between scientific methodology and research methods [7, 19]. In most works of Ukrainian scientists [3, 10, 16] the methodology is regarded as the doctrine of scientific method of cognition, which shall be subject to a specific sequence of research beginning with setting goals and finishing with the assessment of the effectiveness of the study. Let us note that the term "method" in Greek means "the way of research or cognition," as a means of organization of practical and theoretical exploration of reality, caused by the laws of the development of the object. Y. Surmin determines the method as a set of specific rules, techniques, and standards of knowledge, assessment or action. [16] Scientists define the method of scientific cognition as a means of cognition, method of reproduction of reality in our minds, a system of principles and rules of practical and theoretical activities. Y. Surmin believes that the method can be defined differently. The method serves as activities aimed at object to obtain knowledge about it from the perspective of functionalism.

The scientific research in various fields of science is effective only if the researchers follow a certain order and rules of conduct, which are determined by the methodology of the study. As rightly pointed out by M. M. Sverdjan and M. P. Sverdjan, the methodology of scientific researches is a certain plan of action aimed at "... the definition of the problem, the construction of the subject of research and scientific theory, checking the validity of results". [13] Scientific schools in post-Soviet countries define two levels of research methodology: general and specific [12, 13, 15]. General methodology of cognition is based on the principles of materialist dialectics. It investigates the laws of development of scientific knowledge in general. It allows exploring all without exception events and lies at the basis of cognition of each of the branches of science. General methodology is based on the use of general scientific methods of cognition: ob-

servation and systematization, analysis and synthesis, induction and deduction, abstraction and logic, analogy and simulation and so on. It is explained by close organic link of any object of cognition with the solution of general, philosophical concepts. However, the specific methodology is aimed at research in certain fields of science. It is based on the laws of these sciences and it is manifested through the application of special empirical methods of research: economic-statistical, information-analytical, financial-budget, public-administrative, legislative and others.

Based on that methodology is synthesized concept and based on the theory of causal relations let us note that the process of cognition makes sense when performing two mandatory conditions: if there is someone to learn, and if there is something to learn that is, the subject and object of study. At the same time, we note that the object of cognition is an objectively existing substance, process or phenomenon that gives a rise to the problem and can be unlimited in its quantitative and qualitative characteristics. Therefore, the object of knowledge that has defined parameters by the researcher is defined in its limits.

The subject of scientific research can also be viewed in two ways. Firstly, it is researcher himself, and from the standpoint of methodology, he is not of interest to us. Secondly, it is someone who influences the state and development of cognition of the object (person or group of people who have some levers of influence on investigated phenomenon). After determination of the specific object and subject of research, the goal and objectives of the study are specified and the list of methods and mechanisms that allow the researcher to achieve set goal is determined. L. Pismachenko notes that theoretical approaches to interpreting the essence of the term “the methodology” as a process of cognition can be summarized by structuring this concept in the following elements: object, subject, object, goals, objectives, mechanisms and results that are expressed through other constant components of scientific knowledge. All components are closely interrelated and interdependent [10, p. 30].

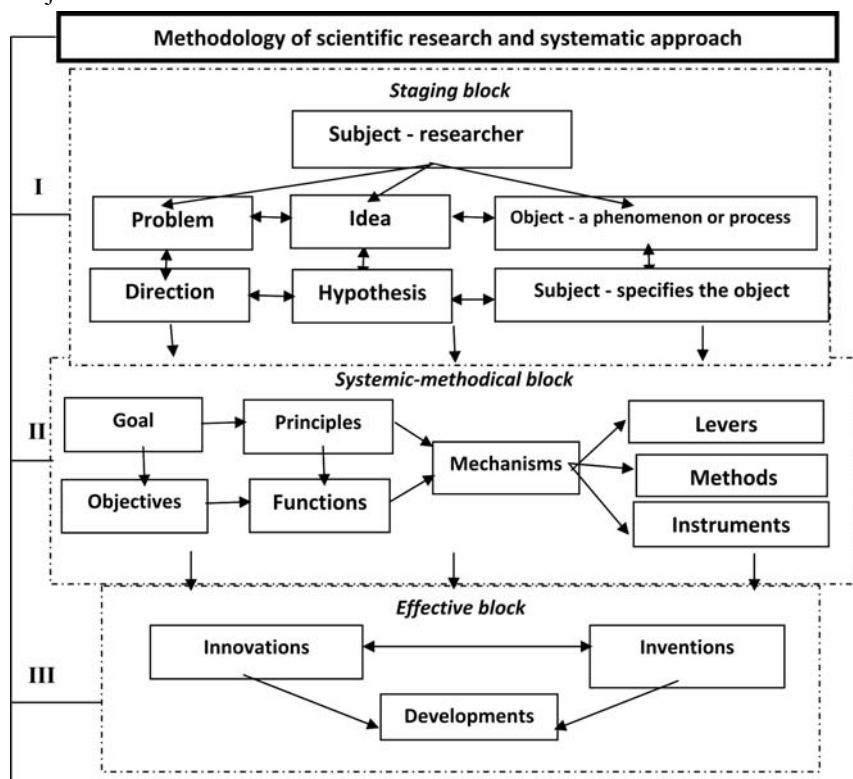
We suggest the author’s vision of methodology of scientific research and systemic approach in theory and practice of cognition by developing and complementing this approach and taking into account diversity and complexity of the methodology of scientific cognition. It is displayed in the following structural and logical scheme and holds three main blocks: the staging, systemic-methodical and effective (Figure 1).

We note that the subject of the research formulates the problem and the main idea of the study, determining directions and allow formulating a working hypothesis of the study. It should be noted that formulation of the problem is a fundamental element of staging block (Figure 1), which allows the researcher

to identify the object and the subject of study. Nevertheless, often there is an inverse relationship, when the researcher, plunging into the information environment characterizing the specified subject of study, outlines a range of problems to be solved.

Filling systemic-methodical block allows building a clear algorithm of the research process according to its crucial structural elements: the purpose and objectives, principles and functions, mechanisms and levers, methods and tools for its implementation.

The last effective unit that includes innovations, inventions and scientific developments is formed considering that the main purpose of scientific research is the increment of new knowledge and ideas concerning the object and the subject of research.



**Fig. 1.6.** The structural and logical scheme of methodology of scientific research and systematic approach in the theory and practice of knowledge.

This approach requires a special attention to the systemic-methodological block, from the correctness of filling of which the outcome of the study depends on. Each scientific work requires clearly defined goals, objectives, and common principles and features that in aggregate are called the research approach. Thus, the approach should be defined before the collection of factual material. For example, systematic approach, integrated (holistic) and other approaches can be used as research approaches.

The principles of dialectical logic can serve as the criteria for selecting research approach, namely:

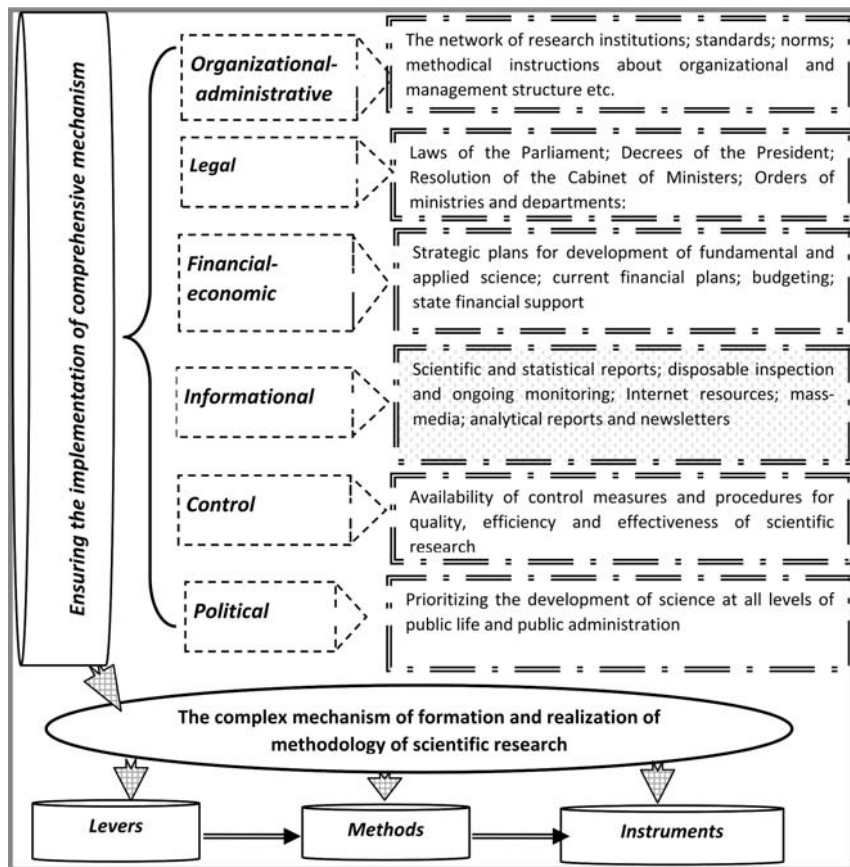
- Objectivity of consideration (one should proceed from it itself, not from our thinking about it during the study of the object);
- Concreteness (one should take into account its features, specific conditions of existence, but principles and methods of research of the object should be used only as reference points);
- Comprehensiveness of consideration (the object should be considered in all its connections and relationships);
- Historicism (learning object, you cannot ignore its development, self-nomination, and change). The implementation of determined scientific approaches is done through the mechanisms of research, which, depending on their content allow taking into consideration both quantitative and qualitative indicators and their impact on the studied phenomena and processes. Overall, it is advisable to combine mechanisms into a single complex mechanism, the structure of which can be represented as follows (Figure 2).

As can be seen from the figure a necessary condition for the effectiveness of scientific researches is their full support in different areas ranging from organizational and management to the political support of scientific institutions.

The adequacy of implementation of the mechanism of the methodology of scientific research provides the use of a variety of instruments, methods and tools. Considering that one of the definitions of the essence of the lever is "... a means of influencing something that normally stimulates one's activities or development" [17, p.80], it is logical to interpret levers as certain "aftershocks", "shifts" or "points of growth". In our opinion, their list is the following: historical and philosophical, moral and ethical, financial and economic, material and technical, monetary, technical and technological, administrative and managerial, regulatory, motivational and behavioral, spiritual and mental, customary and demographic and others.

It is the use of those or other instruments encourages the researcher to find innovative scientifically based solutions, the direct implementation of which depends on the proper selection of methods and techniques of research. Ac-

cording to the definition of V. Dubichynskiy "... method is a way of knowing the phenomena of nature and social life, or method or system of techniques used in a particular industry» [17, p. 399]. Summarizing the achievements of O.Borysenko [3], V.Racha [12], M.Sverdana [13], Y.Surmina [16], we group methods of scientific research in two classification criteria: general (philosophical) methods and special (specific) methods. In general, a system of levers, methods and tools is presented in Table 1.



**Fig. 2.** The structure of the complex mechanism of formation and realization of methodology of scientific research



Table 1.

**Levers, methods and tools of scientific research and systemic approach**

| <b>Levers</b>                 |                    | <b>Methods</b>            | <b>Instruments</b>                                                               | <b>Sphere of application</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|-------------------------------|--------------------|---------------------------|----------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Historical and philosophical  | General scientific | Dialectical logic         | Formal and informal logic                                                        | <ul style="list-style-type: none"> <li>- To study the provisions of scientific theories, scientific publications and the results of the research works on the topic of study;</li> <li>- For a critical analysis of the effectiveness and coherence of legislative and regulatory acts on the object and subject of study;</li> <li>- The justification and development of paradigmatic, epistemological, conceptual models and systems;</li> <li>- Separation of significant and insignificant factors that affect subject of study;</li> <li>- To formulate scientific assumptions and to determine hypotheses, the main directions of research work for its justification;</li> </ul> |
| Moral and ethical             |                    | Logical                   | Induction, deduction, analysis and synthesis                                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Financial and economic        |                    | Formalization             | structural, comparative, factorial, systems analysis, synthesis                  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Technical and technological   |                    | Abstract logical analysis | Abstraction                                                                      |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Material and technical        |                    | Analogy and modeling      | parallelism, simulation, descriptive, mathematical modeling,                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Monetary                      |                    | Hypothetical              | assumption                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Administrative and managerial | Special            | Observation               | measurement, description, weighing                                               | - To receive primary information as a set of empirical claims                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| Regulatory                    |                    | Economic analysis         | analysis of the dynamics and structure of prices, production volumes, cost, etc. | - In the assessment of foreign trade and fixed revenues from customs' tax and payments, improving basic directions of growth                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| Motivational and behavioral   |                    | Mathematical statistics   | indices, average values, correlation, dynamics ranks, etc.                       | - To assess the economic indicators of foreign trade in regions of Ukraine                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Spiritual and mental          |                    | Creation of theory        | Economic theory, theory of public administration                                 | - To summarize the research results, identify common patterns and trends                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| customary and demographic     |                    | Estimation and project    | layout, design, programming                                                      | - To develop layouts, projects, research programs, technical tasks etc.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |

The use of scientifically based research methods is the most significant condition for increment and obtaining new knowledge, so their selection is critical to the research results. Modern scientific activity is impossible without application of methods of cognition. They are generally accepted tools. If the researcher plans to carry out scientific exploration and to summarize its outcome in the form of conclusions and proposals only based on the personally received facts, based on own understanding of the problem and a set of own “homegrown” methods, it will likely lead to errors, misstatements or not scientific results.

### **Conclusions**

The methodology of scientific research and systematic approach are fundamental concepts that everyone who is engaged in or planning to engage in scientific work should learn. Understanding the peculiarities of formation of scientific research methodology and its components from the definition of the problem and purpose to the reveal of the algorithm of research activities’ realization and to get the results of it based on systematic approach is a guarantee of efficiency and effectiveness of research. The strict observance of the basic principles of research: feasibility; objectivity; historicity; justification; the adequacy of the assessment results; sequence is important for the researcher. The compliance with the proposed methodology of research in any field of scientific knowledge can provide completeness of research work, which claims to be scientific.

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## **PROFESSIONALIZATION IN THE SPHERE OF PUBLIC ADMINISTRATION IN THE CONDITIONS OF GLOBALIZATION**

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The article discusses current trends and components of public administration in the conditions of globalization processes taking place in global politics, economics, demography, culture and management. The attention is paid to the global challenges that accompany not only management, but also life in general in modern world. The professionalization is proposed as a scientific basis for public administration, necessary and undeniable condition for training specialists-managers of different levels taking into account modern factors, including global impacts and risks, development of the system. Important is the involvement of professionally trained specialists (in quantitative and qualitative composition) in the structure of human resources management system of public service. These professionally trained specialists shall be able to motivate each employee regarding development and accumulation of intellectual capital and best use of professional skills, abilities and practical skills to achieve the objectives of the public sector in the context of building a democratic social legal state and civil society. It is concluded that civil society organizations and business representatives should be involved in this process in order to improve the efficiency of the civil service, local governance, generalization of the state of compliance with legislation and the development of proposals to improve it, the use of intellectual and administrative potential of the state, the system of training, retraining, training and professionalization of staff in Ukraine.

Keywords: *public administration, challenges of globalization, professionalization, state administration, public management, local government, business administration, work of civil society organizations.*

Karpenko S. Profesjonalizacja w sferze administracji publicznej w warunkach globalizacji

W artykule przedstawiono aktualne kierunki rozwoju i elementy administracji publicznej w warunkach procesów globalizacji, zachodzących w światowej polityce, ekonomice, demografii, kulturze, zarządzaniu. Poświęcono

uwagę wyzwaniom globalnym, które obecne są nie tylko w sferze administracji, lecz w ogóle w życiu współczesnego świata. Profesjonalizację przedstawia się jako naukową podstawę zarządzania publicznego, niezbędny i bezsporny warunek przygotowania specjalistów-administratorów różnych szczebli, z uwzględnieniem współczesnych czynników, w tym także globalnych oddziaływań i ryzyk dotyczących rozwoju systemu.

Słowa kluczowe: administracja publiczna, wyzwania globalizacji, profesjonalizacja, zarządzanie państwem, menedżment państwowy, samorząd terytorialny, zarządzanie w biznesie, działalność związków społecznych

Карпенко С. Професіоналізація у сфері публічного управління в умовах глобалізації

У статті розглянуто актуальні напрями та складові публічного управління в умовах процесів глобалізації, що відбуваються у світовій політиці, економіці, демографії, культурі, управлінні. Приділяється увага глобальним викликам, що супроводжують не тільки сферу управління, але й загалом життя сучасного світу. Професіоналізація пропонується як наукова основа публічного управління та необхідна і незаперечна умова підготовки фахівців-управлінців різних рівнів з урахуванням сучасних факторів, у тому числі й глобальних впливів та ризиків, розвитку системи.

Ключові слова: публічне управління, виклики глобалізації, професіоналізація, державне управління, державний менеджмент, місцеве самоврядування, управління бізнесом, діяльність громадських об'єднань.

Карпенко С. Профессионализация в сфере публичного управления в условиях глобализации

В статье рассмотрены актуальные направления и составляющие публичного управления в условиях процессов глобализации, происходящие в мировой политике, экономике, демографии, культуре, управлении. Уделяется внимание глобальным вызовам, которые сопровождают не только сферу управления, но и жизни в целом современного мира. Профессионализация предлагается как научная основа публичного управления и необходима и неоспоримое условие подготовки специалистов-управленцев разных уровней с учетом современных факторов, в том числе и глобальных влияний и рисков, развития системы.

Ключевые слова: публичное управление, вызовы глобализации, профессионализация, государственное управление, государственный менеджмент, местное самоуправление, управление бизнесом, деятельность общественных объединений.

Introduction

The current system of public administration covers a wide range of objects and can be generally described and divided into sections (areas) using a number of criteria and analytical features. The most important analytical features are exogeneity and endogeneity components. Taking into account this approach, the entire system is divided into governance of national level and multi vector regulation of public governance and administration.

These components create the environment in which independent areas are public administration, local government, business management and work of civil society organizations. Under such conditions of management activity's exercise in public administration sphere requires new approaches in training and professionalization of specialists. Growing importance of international activity and globalization processes necessitates the consideration in this a particular direction, which is risk management at all management levels.

Analysis of recent research

The indicated problem took one of the primary places in the world political and managerial discourse in the end of the last century. Such foreign authors as R.Behn, T.Hebler, K.Hud, D.Kettl, Y.Kooiman, L.Linn, L.Morhunov, D.Osborn, H.Piters, K.Pollitt, R.Rodes, L.A. Salamon and others have made a significant contribution to the development of theoretical and practical aspects of change and adaptation of public administration system in the context of globalization. However, this topic has not been the subject of a special analysis in the works of Ukrainian scientists for a long time. Still, some of its aspects and components were considered in the works of O.Bilorus, R.Voytovych, V.Martynenko, Y.Obolenskiy, M.Shepelyev, V.Yurchyshyn and others. In particular, this applies to professional level of implementation of public administration in all directions, and the importance of global changes in the modern environment.

Research goals

Goals of this article are:

- to determine the nature and main components of public administration in the context of globalization;

- to define influence, significance and direction of professionalization of administrative activity;

- to reveal the contents of new approaches and practical models of the public as the mainstream direction of administration in the context of strengthening the operating capacity of the Ukrainian state;

- to pay attention to the features of the functioning of public administration system in Ukraine under conditions of globalization and to ensure its quality implementation through the professionalization of administrative activity.

Results

Globalization changes have led to structural transformation of power systems and mechanisms, have highlighted problems of traditional administrative and bureaucratic concepts of both public administration and local government. The pressure of factors of globalization forces governments to look for alternative directions of administrative activity that should be adapted to a qualitatively new state of the world system. The emergence of new theoretical and practical models of public administration, including the “new public management”, the theory “of social and political networks” and the concept of a new way of management “governance” became the response to modern challenges. The success of implementation of reforms in Ukraine will largely depend on the experience of global transformation movement, particularly in the public sector.

The risk is a measure of danger to the life of citizens, the functioning of the economy in a commonly accepted practice worldwide. The application of risk rate will allow comparing the effects of harmful and dangerous factors of different nature and different species, to identify the integral degree of danger of any object of systems, technologies, project, activity, process and so on considering the contribution of each individual factor.

It is likely that the process of safety management may include identification of risk factors, risk assessment, and risk management. Therefore, it is necessary to disclose these figures as the process of their rationing. The risk is recognized as a negative inalienable feature of any human activity. The identification of risk factors involves identifying all sources of danger (threats), events initiating accidents, emergencies or even war, describing the object and existing remedies, possible scenarios of the course of events and their ranking. A risk assessment is a key element of determining the level of danger, because this is a process of determining the level of the probability of adverse events (accidents) during certain period and magnitude of impacts on human health, property and natural environment. Risk management is a necessary condition for effective management of modern complex systems such as “man - technical system - environment”. The main system of this activity is the determination of adequacy of preventive measures to ensure the stability of the dangerous object to external influences and the optimal allocation of scarce material and financial resources, especially human resources. All of this is the inherent in the exercise of public administration. Therefore, problem of the influence of globalization processes on the system of public administration require further fundamental research.

Ukraine builds civil society and it is democratic, constitutional state. The tasks are complex, the effects both external (military aggression) and inter-

nal (resistance of system, corruption) are significant, time resource is limited. Therefore, the path is difficult and thorny.

The main goals and objectives of state institutions that appear and operate in the country, are the following:

- to ensure the immutability of the constitutional system,
- to create conditions for the development of open civil society,
- to protect rights and freedoms of human and citizen, as well as the sustainability of state authorities and local governments according to the tasks, authorities and jurisdiction on constitutional grounds.

At the same time public administration should be aimed at ensuring sustainable progressive development of the country, the needs of society, gradual integration of the country into the European community and taking its rightful place in the global community.

The globalization is a modern and general global trend, in which every state is involved in even without wanting it. The question is not whether a country enters a single international system of states, but rather what place it will take in this system. One option is that the country will take its place closer to the center, with high quality of life and being the subject of these processes and being able to influence them. Another option is that the country will remain near a Single World Civilization that will influence the development rather by enhancing exchanges and deepening problems than mitigating and / or contributing to their solution.

A place that will take Ukraine in today's global system of states depends entirely on the quality of public administration, its directions, ideological content and professionalism of implementation. The main areas of public administration should become state governance, local governance, activity of public organizations and business component as the foundation of economic development of Ukraine. At the same time, the implementation of ideas and principles of NGOs in the practice of public administration and the creation of a system of socialization of Ukrainian citizens becomes important. This includes both political and global direction that in conditions nowadays-existing uncertainties, challenges and risks becomes extremely important, because the basis of highly developed and powerful state is primarily its politically conscious, globally and positively thinking citizens.

There are directions of implementation of public administration that are most relevant in terms of modern management approaches. In particular, these are systematic and globalization approaches, in which government agencies and local governments should focus for proper and acceptable integration of Ukraine into a new world community.

In this case, the reforms carried out in recent years should become systematic and comprehensive. Reforming the entire civil service and local governance, systems of their governance as part of public administration should be an inalienable part of them, namely the improvement of human resources, the creation of the renewed, powerful and capable state apparatus, the formation of a professional, politically neutral and reputable public service.

The facts suggest that the process of service in the state bodies and local government bodies consists of a number of key points, which together constitute the process of public servant's stay in office. Typically, social institution of passing the civil service comprises of recruitment and selection of personnel, their training, and relocation of employees in the service, assigning them categories, ranks and promotion of their work, grounds for termination of public service.

As stated in the regulation on the public service, the appointment to public office is a legal act of the competent public authority or official, who determines the time of official permission for the servant to carry out certain official functions, responsibilities and rights assigned to the post. Governmental authorities and public officials within their competence in compliance with the established procedure for filling posts of a category make the appointment.

The world experience of personnel management in recent times is introduced increasingly in the practical activity of international organizations. Therefore, we will consider the direction of improving human resources management based on the experience of foreign companies.

The research of issues related to the management of personnel in countries of market economy allows identifying several areas of socio-economic incentives and regulatory measures at the level of the state and public organizations or companies:

- economic support of education and research from public and private funds;
- comprehensive support to staff development, the introduction of the system of continuous training;
- subordination of curriculum to the objectives of implementation of innovative policies, enhance the innovation culture of personnel;
- improve incentive systems that promote effective work and commitment of personnel to continuous staff training and the development of innovation.

Thus, the principles and methods of management emerge as important factors improving the efficiency of senior staff of public service, based on which highly talented and experienced senior staff will be able to achieve success in the process of management.

The classification of principles of civil service on basic and specific, management methods on administrative, organizational - administrative, legal, economic, social - psychological and moral - ethic is based on certain grounds. The effectiveness of their application in the civil service is objectively determined by the compliance with general laws of development of state and its institutions.

The research results of leading international and Ukrainian scientists and modern management experience confirms irrefutable growing role of the human factor in the implementation of administrative activity at all levels.

The investment in human resources, personnel work and professionalism become a long-term factor for competitiveness and development of any organization.

Enhancing the role of staff and changes in attitudes of heads and managers to him/her are due primarily to global and profound changes in industrial, economic, political, cultural and other spheres of life.

With this in mind, in today's conditions, namely, the increase of the risks, the actualization of uncertainties factors, the growth of competition, the struggle for resources at all levels etc. the questions of restructuring the management system, personnel management, and redefining the role of staff, increasing its professional training and professionalization of activity become particularly important in the system of public administration.

Personnel management becomes more important as a factor of increasing the competitiveness and long-term development. Most experts formulate the modern concept of human resource management rather widely. Stressing differences on the measurement of efficiency (a more comprehensive use of the potential of employees, rather than cost minimization); based on control (self-control, external control, including the public); the predominant form of organization (organic, flexible form of organization, not a centralized bureaucratic); publicity of the activity, availability of services and so on.

Today, personnel departments should implement many functions with the aim of real increasing the impact on human resource in practice in the operation and development of bodies of public service. Such construction of personnel departments allows administration to actually manage this important resource and solve complex problems of improving the efficiency of both separate organs and execution of tasks by public administration system.

Currently, most efforts (by time spent) of personnel departments should be directed to the analysis of the labor market, the improvement of labor relations, the selection of candidates for vacant positions, the development and implementation of curricula and continuing education programs, methods of assessment, certification and motivation of personnel. However, the professional level of

specialists of personnel services must be increased in accordance with the modern concept of human resources management in the public service bodies by including in their composition positions of psychologists, specialists in personnel management, training methods and so on.

An important element is to concentrate attention on intellectual specialization of employees of public authorities, not just the specialization of tasks. Intellectual specialization contributes to the enrichment of labor of civil servants and local government officials, reducing the time spent on execution of tasks that are routine.

Important management tasks are to develop human resources capable to provide under conditions of globalization and the knowledge economy: a stable development of civil society and the state; a full execution of tasks and functions of the state and local communities at the appropriate professional level; the formation, implementation and termination of a public service relations between employees of public sector and its agencies; professionalization and regular advanced training of personnel of public service under the terms of the operation and development of the state in view of global threats and challenges. Besides important is the involvement of professionally trained specialists (in quantitative and qualitative composition) in the structure of human resources management system of public service. These professionally trained specialists shall be able to motivate each employee regarding development and accumulation of intellectual capital and best use of professional skills, abilities and practical skills to achieve the objectives of the public sector in the context of building a democratic social legal state and civil society.

Results

Problems of the impact of globalization processes, accompanied by a large number of uncertainties and risks in the system of public administration require further fundamental research.

Civil society organizations and business representatives should be involved in this process the most widely in order to determine ways, means and forms of realization of the main directions of state policy in sphere of public service, joint efforts of the public authorities to improve the efficiency of the civil service, local governance, generalization of the state of compliance with legislation and the development of proposals to improve it, the use of intellectual and administrative potential of the state, the system of training, retraining, training and professionalization of staff in Ukraine.

A proper place should take the following among the priority areas of rationalizing governance of public service:

the issue of civil service and service in the bodies of local governance, personnel selection with the application of the mechanism of rotation, trans-

parency in career development based on deployment of personnel reserve, the implementation the testing procedure during the examination in the process of competition for the positions of civil servants;

the implementation of preliminary selection mechanism for inclusion of civil service positions into the reserve with the involvement of staff assessment centers formed in the management of the civil service;

the involvement of young people into the public service and securing people, who have an experience and a positive assessment of their activities; adaptation of young civil servants, planning their careers, solving social problems.

Strengthening the institutional capacity of executive agencies required for the adaptation of national legislation with the European Union is possible only through:

the use of institution building instruments;

the provision of adaptation of public service to the EU standards;

the improvement of the system and structure of executive authorities by introducing a transparent mechanism for continuous updating of the register of public functions and the register of provision of public and municipal administrative services.

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LEGAL PRINCIPLES FOR PUBLIC ACCESS TO THE ENVIRONMENTAL INFORMATION AND PUBLIC PARTICIPATION IN MAKING MANAGEMENT DECISIONS

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*The article defines the legal principles concerning public access to public information, including environmental information, and outlines the existing problems. The level of effectiveness of informational mechanism in the implementation of public policy in the environmental field is characterized. The problematic issues concerning public participation in making managerial decisions are identified and the relationship between access to information and participation in making managerial decisions is shown. The author proposes the definition of the concept "public environmental information" based on the analysis and taking into account the basic provisions of the Law of Ukraine "On Public Information". The author concludes that despite the relatively sufficient level of legislative and regulatory framework of issues related to public participation in management decision-making on nature protection, lacking is a systematic approach to the formation of a comprehensive public policy on this issue and the lack of clear effective mechanisms for its implementation. Hence, the author considers an important priority to create an integrated perfect system with clear indication of legal guarantees and freedoms of providing access to public environmental information, direct and real participation of citizens and NGOs in making managerial decisions to ensure ecologically safe environment.*

**Keywords:** *public, access to public information, environmental information, managerial decisions, public participation in decision-making.*

**Kozachenko T. Zabezpieczenie prawne dostępu do publicznej informacji ekologicznej oraz uczestnictwo społeczności w podejmowaniu decyzji administracyjnych**

*W artykule określono prawne podstawy dostępu społeczności do informacji publicznej, w szczególności w zakresie ekologii, jak również wskazano istniejące problemy w tej materii. Pokazano podstawowe wzajemnie powiązane*

elementy określone przez Konwencję z Aarhus. Przeanalizowano określenia istoty pojęcia „informacja ekologiczna” i zaproponowano określenie pojęcia „publiczna informacja ekologiczna”. Scharakteryzowano poziom efektywności mechanizmu informacyjnego w zakresie realizacji polityki państwowej w sferze ekologicznej. Określono sporne kwestie związane z uczestnictwem społeczności w podejmowaniu decyzji administracyjnych i (wstępnie) pokazano wzajemny związek między dostępem do informacji oraz uczestnictwem w podejmowaniu decyzji administracyjnych.

**Słowa kluczowe:** społeczność, dostęp do informacji publicznej, informacja ekologiczna, decyzje administracyjne, uczestnictwo społeczności w podejmowaniu decyzji administracyjnych

**Козаченко Т.П. Правове забезпечення доступу до публічної екологічної інформації та участь громадськості у прийнятті управлінських рішень**

В статті визначено правові засади щодо доступу громадськості до публічної інформації, екологічної інформації зокрема, та окреслено існуючі проблеми. Показано основні взаємопов'язані елементи згідно Орхуської Конвенції. Проаналізовано визначення сутності поняття «екологічна інформація» та запропоновано сутність поняття «публічна екологічна інформація». Охарактеризовано рівень результативності інформаційного механізму щодо реалізації державної політики в екологічній сфері. Визначено проблемні питання щодо участі громадськості у прийнятті управлінських рішень та (встановлено) показано взаємозв'язок між доступом до інформації та участю у прийнятті управлінських рішень.

**Ключові слова:** громадськість, доступ до публічної інформації, екологічна інформація, управлінські рішення, участь громадськості у прийнятті управлінських рішень.

**Козаченко Т.П. Правовое обеспечение доступа к публичной экологической информации и участие общественности в принятии управленческих решений**

В статье определены правовые основы по доступу общественности к публичной информации, экологической информации в частности, и обозначены существующие проблемы. Показаны основные взаимосвязанные элементы согласно Орхусской Конвенции. Проанализированы определения сущности понятия «экологическая информация» и предложено определение понятия «публичная экологическая информация». Охарактеризован уровень результативности информационного механизма по реализации государственной политики в экологической сфере. Определены проблемные вопросы участия общественности в принятии управленческих решений

**Ключевые слова:** общественность, доступ к публичной информации, экологическая информация, управленческие решения, участие общественности в принятии управленческих решений.

The rights of every person to a safe life and access to information on the state of environment are enshrined in the Article 50 of the Constitution of Ukraine. It in particular states, “Everyone has the right to a safe and healthy environment and to compensation for a damage because of a violation of this right. Everyone has the right to free access to information on state of the environment, quality of food and consumer goods, as well as the right to disseminate it. Such information no one shall make secret “[4]. This provision is developed in a number of laws and regulations that recognize that the implementation of environmental human needs is an important and fundamental task of the state, because creating the necessary conditions of human habitation, their state of health depends on it. In addition, the public should be informed about the state of the environment, be able to influence decision making concerning their improvement. In particular, such Laws of Ukraine were adopted as “On Protection of Natural Environment”, “On Ecological Expertise”, “On Appeals of Citizens”, “On Information”, “On Access to Public Information”, “On Ratification of the Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters”. Besides that, Verkhovna Rada of Ukraine adopted the Resolution “On Informing the Public on Matters Relating to the Environment”; the Regulation on public inspectors of environmental protection was approved and so on. However, despite a number of adopted laws and regulations the human right concerning access to environmental information is beforehand ignored. In addition, the level of reliability of the information is of great doubt. Public participation in environmental decision-making in most cases remains a formality.

The question of public participation in decision-making on environmental protection is formulated and reflected in scientific and theoretical works by V. Kryshchenko and M. Khylo. V. Studnitsky paid attention to public opinion research. Citizen participation in society transformation is an object of scientific interest of scholars such as V. Bebiuk, V. Martynenko, and A. Jakubowski. The problems of participation of citizens in decision-making at the local level are investigated by V. Alexeev, E. Hrukhova and others. The conceptual framework



for the adoption of state management decisions is reflected in scientific works of A. Degtyar.

### **Statement of research objectives**

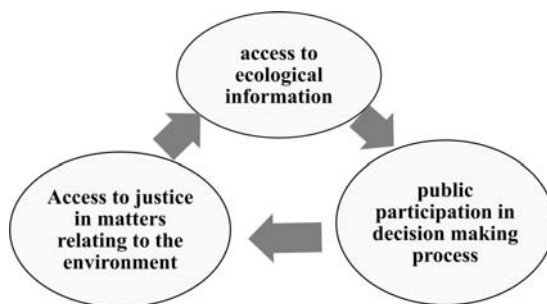
The issues of access to information and public participation in decision-making are almost always researched by scientists one without another. Therefore, the aim of this study is to determine the legal principles that ensure public access to environmental information, to note the important role of the public in decision-making on ensuring ecological safety and to show the relationship between these components.

### **Results**

An important milestone in consolidation of the rights of access to environmental information was the adoption of the Convention "On Access to Information, Public Participation in Decision-making and Access to Justice on Matters relating to the Environment" (The Aarhus Convention)) by unanimous vote during the Fourth Conference of Ministers of Ecology "The Environment for Europe" in June 25, 1998 in the city of Aarhus (Denmark) [13; 3]. This international document gives opportunities to the representatives of the public of a more open access to environmental information held by the authorities, envisages participation of citizens in making environmentally important decisions and provides access to justice for violations of their environmental rights. That means it combines two main components - access to information and participation in decision-making. The mechanism of international control over its implementation is envisaged in that Convention. Thus, the Aarhus Convention was seen as a potentially effective tool for greening public policy. The aim of this Convention is to ensure rights to access to environmental information, public participation in decision-making, access to justice. In other words, the Convention consists of three interrelated elements (see Figure 1).

The right to know means the possibility for every person to receive information about the environment. Openness and accessibility of information for citizens is the foundation of a democratic society. Under the Aarhus Convention, people have a special right to obtain environmental information [5, p.324].

The Aarhus Convention defined public participation in decision-making in the form of public hearings, public meetings, participation in the environmental assessment and environmental impact assessments, development of environmental programs, plans, policies, legislative and other regulatory acts and so on. Formally, a citizen, based on the provisions of the Aarhus Convention may apply to the courts to challenge a specific decision or restoration of the violated right.



**Figure 1.** *Main interrelated elements of the Aarhus Convention*

In addition, countries that have signed the Convention, promise: to make government documents available on the environmental situation today; to allow the public to participate in decision making processes and to make the process transparent; to give the public the right to bring public or private enterprises to responsibility in the court.

It is also worth noting that the Aarhus Convention is by far the most democratic international document that establishes the right of citizens to defend their rights in court. Ukraine ratified the Aarhus Convention among the first in Europe.

It was necessary to adopt or to amend many laws of Ukraine in order to harmonize Ukrainian legislation with the International Convention, in particular, to include such basic provisions as improving access to environmental information; providing of information at an early stage; ensuring public participation in drafting regulations; promoting the mechanisms of consideration of proposals, recommendations and public comments expressed during the public hearings.

One of the basic laws, which establishes the right of citizens to receive information, is the Law of Ukraine "On Information" [9]. In particular, it states that everyone has the right to freely receive, use, distribute, store and protect information necessary to exercise his or her rights, freedoms and legal interests. The information is understood as any information and / or data that may be stored on material carriers or displayed electronically. The law establishes the basic principles of information relations, namely guaranteed right to information; openness, access to information, freedom of information exchange; the accuracy and completeness of information; freedom of expression; legitimacy of receipt, use, distribution, storage and protection of information; protection of individual from interfering in his or her personal and family life.

Since, according to the Law, the right to information is protected by the law and the state guarantees all the subjects of information relationships equal

rights and access to information, no one can restrict the rights of the individual in choosing forms and sources of information, except as required by law.

The Law of Ukraine “On Access to Public Information” defines the order of executing and ensuring that everyone has the right to access to information in the possession of government agencies and other subjects of public information, provided by this Law, and the information of public interest [6]. The public information means reflected and documented by any means and in any carriers information that was obtained or created during the execution of subjects of power authorities of their duties under the applicable law or which is owned by subjects of power, other subjects of public information provided by this Law.

Furthermore, the 7 of Part 1 of Article 3 of the Code of Administrative Justice of Ukraine gives the definition of the subject of authority – it is a state body, local authority, their official or officer, another entity in the exercise of their administrative duties on the basis of legislation, including the exercise of delegated powers [2].

Let us note that the aforementioned Laws and the Law of Ukraine “On Citizens’ Appeals” guarantee every person the transparency, availability of information in the possession of subjects of authority through its free reception (through appeal or through a request for information) to ensure their needs and legitimate interests. In addition, the exercise of the right of access to information is regarded as one of the fundamental means of participating in the management of the state and public affairs for their improvement.

In 2004, the Ministry of Justice of Ukraine accepted and registered the “Regulations on Public Participation in Decision-making in the Field of Environmental Protection” [12] due to orders of the Ministry of Environment of Ukraine. The Ministry of Environment of Ukraine believes that they are the mechanisms of application of the Aarhus Convention, but, as the detailed analysis show, the Regulations do not fully meet the letter and spirit of the Aarhus Convention.

The Resolution of the Verkhovna Rada of Ukraine “On Informing the Public on Matters Relating to the Environment” [10] was adopted to implement the provisions of the Aarhus Convention. This Resolution recommends the Cabinet of Ministers of Ukraine and regional administrations to ensure: annual informing the public about 100 objects that are major polluters of the environment through the media; quarterly informing the public about ten objects that are the biggest polluters of the environment at the national level for the previous quarter; the development and approval of provisions on the network of nationwide computerized information and analytical system for ensuring access to environmental information and local environmental automated information and analytical systems until January 1, 2005.

Table 1.

**The legal definition of the essence  
of the concept of “ecological information”**

| <b>the Aarhus Convention [3]</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | <b>The Law of Ukraine “On Environmental Protection” [11]</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | <b>The Law of Ukraine “On Information” [9]</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Ecological information - is information on:</p> <p>a) the state of elements of the environment such as air and atmosphere, water, soil, land, landscape and natural sites, biological diversity and its components, including genetically modified organisms, and the interaction among these elements; b) factors, such as substances, energy, noise and radiation, and activities or measures, including administrative measures, agreements on environmental policies, legislation, plans and programs, affecting or likely to affect elements of the environment mentioned above in point a) and the analysis of cost-benefit and other economic analyzes and assumptions used in decision making processes on matters concerning environment; c) conditions of health and security of people, conditions of human life, the state of cultural objects and buildings to the extent that they are affected or may be affected by the state of elements of the environment or, through these elements, factors, activities or measures referred to above in point b).</p> | <p>Information about the state of the natural environment (environmental information) is information about:</p> <p>the state of natural environment or its objects - land, water, minerals, air, flora and fauna and their levels of pollution;</p> <p>biological diversity and its components, including genetically modified organisms and their interaction with the objects of the natural environment;</p> <p>sources, factors, materials, substances, products, energy, physical factors (noise, vibration, electromagnetic radiation, radiation), which affect or may affect the state of natural environment and human health;</p> <p>the menace of appearing and the reason for emergency ecological situations, the results of elimination of these effects, recommendations for measures to reduce their negative impact on natural objects and human health;</p> <p>environmental forecasts, plans and programs, measures, including administrative, state environmental policy, legislation on environmental protection;</p> <p>costs associated with the implementation of environmental activities with funds of environmental protection and other sources of financing, economic analysis conducted in decision making process on matters relating to the environment.</p> | <p>Information on the state of the environment (environmental information) - is information about:</p> <p>the state of elements of the environment and its components, including genetically modified organisms, and the interaction among these elements;</p> <p>factors that affect or may affect the elements of the environment (substances, energy, noise and radiation), and activities or measures, including administrative ones, agreements on the environment, policies, legislation, plans and programs);</p> <p>the state of health and security of people, conditions of human life, the state of cultural objects and buildings to the extent that they are affected or may be affected by the state of environmental components;</p> <p>other information and / or data.</p> |

Despite the fact that it has been a long time from the date fixed for the implementation of the Resolution's recommendations, it can be argued that they in no way are satisfied. We can also state about the widespread disregard by local administrations of the Order of the Ministry of Environmental Protection from 01.11.2005 № 397 "On Approval of Regulations on Quarterly Informing of Population through the Media about the Objects that are Major Polluters of the Environment" [8]. It states that the State Committee for Television and Radio Broadcasting, regional and city administrations should contribute in the disclosure of environmental information.

Current legislation of Ukraine determines the information about the state of the environment, the information about the state of the natural environment and the ecological information by several identical terms. However, legislative definitions of these terms are somewhat different: in some cases, definitions do not cover certain types of environmental information; certain definitions are more detailed than others (Table 1). In the conditions of differences of definitions contained in the two laws and the Aarhus Convention, the most accepted definition would apply. That would be the one provided in the Convention, as the provisions of the international treaties ratified by Ukraine, have higher legal force compared with the laws of Ukraine in case of discrepancies between their regulations

Thus, based on the analysis and taking into account the basic provisions of the Law of Ukraine "On Public Information", we believe that public environmental information must be understood as reflected and documented by any means and in any carriers information that was obtained or created during the execution of subjects of power authorities of their duties under current legislation or that is in the possession of subjects of authority and other managers public information on:

a) the state of elements of the environment such as air and atmosphere, water, soil, land, landscape and natural sites, biological diversity and its components, including genetically modified organisms, and the interaction among these elements;

b) factors, such as substances, energy, noise and radiation, and activities or measures, including administrative measures, agreements on environmental policies, legislation, plans and programs, affecting or likely to affect elements of the environment mentioned above in point a) and the analysis of cost-benefit and other economic analyzes and assumptions used in decision making processes on matters concerning environment;

c) the state of health and security of people, conditions of human life, the state of cultural objects and buildings to the extent that they are affected or may be affected by the state of elements of the environment or, through these elements, factors, activities or measures referred to above in point b).

The issue of public access to environmental information is one of the reasons for acquisition of numerous conflicts between NGOs and representatives of the authorities not only at national but also at local level. Moreover, the public, as it is known, is an indicator of the reliability of any information to which the access is opened. Significant institutional barriers exist in the implementation of community initiatives at the local level also because today the majority of local communities do not have adopted statutes, where forms of interaction with public authorities are regulated. Lack of statutes adversely affects the practical application of the local mechanism of initiatives that, in turn, even hypothetically limits the ability of citizens to influence the decisions of local councils in a legal way. It is worth mentioning that the statutes of local communities do not contain detailed procedures for the use of participatory mechanisms of the members of local community in solving local problems.

Public participation in making managerial decisions in the public sphere plays an important role, particularly in addressing environmental issues as they are important to each citizen and require active inclusion of them in decision-making process by relevant public authorities. Public discussion involves organizing and conducting conferences, round tables, forums, public hearings, meetings, public meetings; TV and radio debates, Internet conferences, electronic consultations.

Modern science defines public participation as one of the principles of functioning of civil democratic society. The most effective public participation is at the level of open partnership between public authorities and citizens if there is a productive public control over public authorities' activity.

The public concerned is informed in adequate, timely and effective manner, depending on circumstances, either by public notice or individually at the initial stage of the decision making process on matters relating to the environment (about a project or process, or opportunities for public participation, public hearing). Public hearing is a meeting of the public, the project developer and those who take decisions. At the public hearing, citizens can ask questions and express opinions.

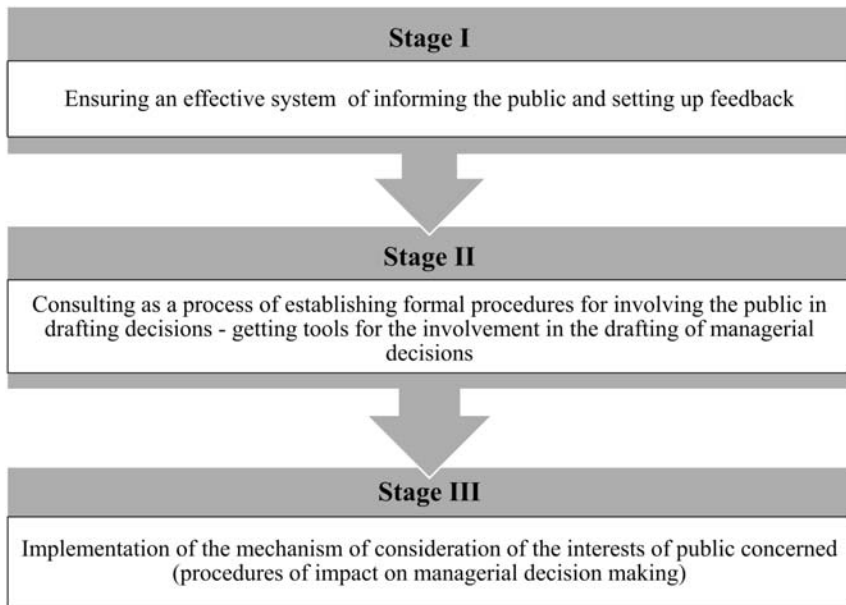
The study of public opinion is carried out by: sociological studies and observations (surveys, questionnaires, content analysis of information materials, focus groups, etc.); the establishment of telephone "hot lines", monitoring comments, reviews, interviews and other materials in print and electronic media to determine the positions of various social groups and stakeholders; processing and summarizing citizens' suggestions raised in the appeals and comments on issues that require study of public opinion.

In Ukraine, there are the arrangements to implement the consultation by the body of executive power, which include tentative plan for consultations; choice of forms and methods of counseling; action plan; informing the interested public;

analysis and summary based on the results of consultation; publication of results of consultation, etc. The abovementioned is determined in the Resolution of the Cabinet of Ministers of Ukraine “On Ensuring Public Participation in the Formulation and Implementation of Public Policy” [7].

Based on the analysis and the interpretation of the experts such as P.Kravts, S.Rozvod, A. Stankiewicz and others [1], we can determine the three phases of the relationship between public access to environmental information, public participation in making decisions about nature protection and the impact on managerial decision making (see Figure 2). That is, the first step is to ensure an effective system of informing the public and to establish feedback during the transformation of comments and proposals on environmental protection after their analysis and generalization into the projects in managerial decisions.

The second phase provides for setting up of such procedures for involving the public in drafting managerial decisions as counseling, namely, obtaining tools of the involvement of the public in the drafting of administrative decisions. The third stage requires the introduction of a mechanism to incorporate the interests and needs of the public. That is such procedures that can affect the management decision are added.



**Figure 2.** *Stages of public participation in making managerial on nature protection*

The current level of development of communication systems and technologies allows effectively forming an appropriate public opinion in the environmental field. In this system, “public relations” should take an important place. Public relations, according to scientists, serves as the science of managing public opinion. In addition, public relations is seen as a management function that establishes and maintains mutually beneficial relationships between the organization and the public, which determines success or failure. Therefore, it is important to build PR-politics in a way to receive the consent of the public to do something without being subject to the attack in the implementation of practical measures. After all, the dialogue between the government, including environmental agencies, on the one hand, and the public, on the other hand, is the key to effective cooperation in the implementation of practical actions in the field of environmental protection and ensuring ecologically safe existence of society.

It should be noted that the problem of the adopting of high quality, balanced and effective state-management decisions in the field of environmental protection and ensuring environmental safety remains relevant because the procedure itself, the effectiveness of managerial decision-making and their implementation are controversial. Hence, there is the need to strengthen the mechanism of influence of non-governmental environmental organizations in decision-making, realization and implementation of public environmental policy. The key issues that need to be addressed relate to decision-making procedures, their effectiveness and efficiency, as well as the responsibility of subjects for decisions and actions. The success of public environmental policy and optimal decisions balance between maximum achievement of stated tasks and support from citizens. After all the interaction between civil society and government (in the form of creating public hearings on draft laws and decisions, conducting public information campaigns (events) to support government decisions) contributes to the credibility of the government and provides opportunities for citizens’ mobilization for the general public affairs.

However, despite the relatively sufficient level of legislative and regulatory framework of issues related to public participation in management decision-making on nature protection, lacking is a systematic approach to the formation of a comprehensive public policy on this issue and the lack of clear effective mechanisms for its implementation: legal - taking into account the legitimate interests of citizens; informational - providing accurate information, which is guaranteed by the state, determination of procedure access to information of restricted access of the public council members; motivational - increasing public interest to existing environmental problems; moral and ethical - raising environmental awareness and ecological culture of society and so on.



Moreover, given the significant changes in the legislative and institutional field, an important issue today is the training of highly qualified specialists able to implement and execute all the tasks that arise today in the state.

Structural and personnel reform (changes) are needed to achieve this goal and to develop efficient and effective mechanisms for implementation of the new laws. An open transparent public access to information on legislative and institutional changes, discussion, and identification of gaps, problem issues and consideration of promising ideas will make it possible to adjust and to make informed managerial decisions. Such decisions are ultimately aimed at improving the lives and welfare of citizens, ensuring ecologically safe environment, which is guaranteed for them by the Constitution (the state).

### **Conclusions**

Hence we consider an important priority to create an integrated perfect system with clear indication of legal guarantees and freedoms of providing access to public environmental information, direct and real participation of citizens and NGOs in making managerial decisions to ensure ecologically safe environment based on the results of this research and given the numerous gaps concerning effective mechanisms to ensure citizens' rights and freedoms defined by the Aarhus Convention.

We consider it necessary to involve the public in all decision-making processes in public administration, in the environmental field, in particular, to enhance the level of efficiency and effectiveness of nature conservation management decisions: to ensure full and qualitative feedback; to determine criteria and to develop possible scenarios - offers of own ideas about draft decisions; to evaluate scenarios according to defined criteria; to increase the level of public control over the transparency and openness of discussions about solutions; monitoring and evaluating results during the implementation of decisions.

Subsequently it is planned to conduct the study on the justification of the need to involve the public in discussing the results of the strategic environmental assessment and in managerial decision making during the design stage of plans and programs.

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## **MECHANISMS OF PUBLIC ADMINISTRATION OF INFORMATION AND COMMUNICATION ACTIVITIES OF PUBLIC AUTHORITIES**

*In many countries, one of the priority areas of information and communication activities of public authorities was the use of information and communication technologies which significantly changes the meaning of the various activities of public authorities, and also greatly improves the efficiency of state administration and maintenance of socio-economic development. The mechanisms effectiveness of (organizational, legal, financial and economic, social and psychological) government information and communication activities of public authorities was carried out by using the method of expert evaluation. Three stages were identified for evaluating of mechanisms effectiveness of government information and communication activities of the state authorities: organizational, conceptual, technological and instrumental and analytical. According to the procedure of evaluating the effectiveness of mechanisms of state control of information and communication activities of the government, experts evaluated following steps. First, the experts estimated the levels of performance efficiency of the three mechanisms (organizational, legal, financial and economic, social and psychological) appropriate quantitative and qualitative characteristics. Secondly, based on mentioned data they evaluated the levels of performance of each of the above mechanisms of state management. Third, using the median as criterion for statistical method data confirmed the reliability of the results. The results of the expert evaluation found that the effectiveness of the organizational and legal mechanism of government information and communication activities of public authorities are following: high - 16%, a satisfactory level - 37%, low - 28%, unsatisfactory - 19%; financial and economic mechanism: high level - 3%, a satisfactory level - 18%, low - 43%, unsatisfactory - 36%; socio-psychological mechanism: high - 9%, the satisfactory level - 17%, low - 39%, unsatisfactory - 36%. 37% experts consider that the most effective mechanism of government information and communication activities of the government are the organizational and legal mechanism, while 43% state that is the least effective are financial and economic mechanism. The lack of statistically significant difference in*

*Woloszyn W., Mechanizmy zarządzania publicznego działaniami informacyjnymi i komunikacyjnymi władzy publicznej*

**Słowa kluczowe:** mechanizmy zarządzania publicznego, działalność informacyjna i komunikacyjna, organy władzy publicznej, efektywność

*Волошин В.Г. Механізми державного управління інформаційно-комунікаційною діяльністю органів державної влади*

У даній статті автором на основі експертної оцінки проведено аналіз ефективності механізмів (організаційно-правового, фінансово-економічного та соціально-психологічного) державного управління інформаційно-комунікаційної діяльністю органів державної влади. Згідно оцінки рівня ефективності показників кожного з механізмів визначено рівні ефективності вищезазначених механізмів державного управління.

**Ключові слова:** механізми державного управління, інформаційно-комунікаційна діяльність, органи державної влади, ефективність.

Волошин В.Г. Механизмы государственного управления  
информационно-коммуникационной деятельностью органов  
государственной власти

*В статье автором на основе экспертной оценки проведен анализ эффективности механизмов (организационно-правового, финансово-экономического и социально-психологического) государственного управления информационно-коммуникационной деятельностью органов государственной власти. Согласно оценке уровня эффективности показателей каждого из механизмов определен уровень вышеуказанных механизмов государственного управления.*

**Ключевые слова:** механизмы государственного управления, информационно-коммуникационная деятельность, органы государственной власти, эффективность.

## **Introduction**

Information and communication technologies are widely used in modern public administration and promote the formation of new effective controls and interaction among government agencies, local governments, commercial entities and citizens.

Investigation of governance information and communication process of the Ukrainian government leads to the conclusion that these issues are considered in the following ways: defined conceptual approaches to foundation of “electronic government”; set out developmental principles of electronic administrative regulations; government information systems are formed in different areas of management. Analysis of studies and publications shows that information and communication activities interests a wide range of researchers (D. Bella, J. Helbreyt, J. Martina, I. Masuda, F. Polak, O. Toffler, G. Furast and others. A significant contribution to the development of this area are contributed by V. Glushkov, N. Moiseev, A. Rakitova, Sokolov, A. Ursuland others.

Ukrainian researchers are also considered in their works the improvement of information and communication activities of government (S. Bakumenko, A. Dehtyar V. Dzyundzyuk O. Krutiy, V. Martynenko, Yu. Surmin, S. Teleshun).

But there are significant problems with the formation and implementation of effective governance information and communication activities of public authorities.

Participants of parliamentary session noted that, despite the presence significant potential for introduction of modern information and communication technologies in all spheres of the country, significant public demand for a implementation, as evidenced by numerous regional and local initiatives Representatives civil society and the state of development of information society and spheres ICT in Ukraine compared with global trends are inadequate and does not meet the strategic objectives of Ukraine [1].

At the same time, modern state of mechanisms of governance information and communication activities of public authorities are insufficiently analyzed, thereby it causes further research of these scientific issues.

### **Statement of research objectives**

Based on peer review one should analyze the effectiveness of the mechanisms of government information and communication activities of public authorities.

## **Results**

The effectiveness of the mechanisms of government information and communication activities of public authorities is carried out using the method of expert evaluation.

For evaluating the effectiveness of the mechanisms of government information and communication activities of the state authorities one had identified three stages:

The first is organizational and conceptual stage provided for goal-examination, posing the problem; the timing of; implementation of the selection of experts from determining their competence and the formation of expert groups. The selection of experts was based on a questionnaire developed in logic “phased deployment issues” (by G. Gallup). To participate in the peer review of mechanisms of government information and communication activities of the state authorities were invited by 15 experts.

The second is technological and instrumental. This phase involved the development of technology for examination, determination methods and criteria for evaluating the effectiveness of the mechanisms of government information and communication activities of public authorities.

The third is analysis. Stage involved the survey of experts (individual and group, in full-time and part-time, writing), documents (application form, certificate, review, report, etc.) and preparation of expert opinion.

According to the procedure of evaluating the effectiveness of mechanisms of state control of information and communication activities of the government: first, experts have estimated figures for the levels of efficiency of three mechanisms (organizational, legal, financial and economic, social and psychological) of government information and communication activities of public authorities under quantitative and qualitative characteristics; secondly, based on these data the levels of performance of each of the above mechanisms of government; third, using the median as criterion for statistical method data to confirm the reliability of the results.

The results of quantitative and qualitative data on the effectiveness of government information and communication activities of the state authorities consider separately each of the criteria mechanisms.

Organizational and legal, financial and economic, social and psychological mechanisms of government information and communication activities of the state authorities were evaluated due to scale of semantic differentiation according to set parameters. Quantitative data level of efficiency indicators of each of the mechanisms of government information and communication activities of public authorities is granted and summarized in the table (table. 1).

Table 1

**Assessment results of efficiency levels and indicators of mechanisms of state management of information and communication activities carried out by public authorities (%)**

| Indicators of mechanisms efficiency                                                                                                                                                                                                             | Assessment results<br>(calculations are made according to the scale of semantic differentiation) |                     |              |                              |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------|---------------------|--------------|------------------------------|
|                                                                                                                                                                                                                                                 | High<br>(8–10)                                                                                   | Sufficient<br>(5–7) | Low<br>(2–4) | Insufficient<br>(1 and less) |
| <b>Organizational and legal mechanism</b>                                                                                                                                                                                                       |                                                                                                  |                     |              |                              |
| sufficiency of legal framework for effective state management of information and communication activities carried out by public authorities                                                                                                     | 22                                                                                               | 58                  | 20           | -                            |
| conformity of the current legislation of Ukraine in the sphere of public management of information and communication activities carried out by public authorities to the requirements of EU legislation in this sphere and to European practice | -                                                                                                | 6                   | 50           | 44                           |
| ergonomics of the structural organization of information and communication activities of public authorities in accordance with its statutory objectives, tasks and functions                                                                    | 27                                                                                               | 52                  | 15           | 6                            |
| <b>Financial and economic mechanisms</b>                                                                                                                                                                                                        |                                                                                                  |                     |              |                              |
| sufficiency of funding of information and communication activities carried out by public authorities                                                                                                                                            | 4                                                                                                | 18                  | 37           | 41                           |
| social and economic impact of information and communication activities carried out by public authorities                                                                                                                                        | 5                                                                                                | 16                  | 40           | 39                           |
| investment attractiveness of programs, projects, research, activities, communication events and etc., that are implemented at the national, regional and local levels                                                                           | -                                                                                                | 20                  | 52           | 28                           |



| <b>Social and psychological mechanisms</b>                                                                                                                                                                                         |    |    |    |    |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----|----|----|----|
| planning of information and communication activities carried out by public authorities considering the degree of development of information sphere in the society, segmentation and developmental trends at the information market | 9  | 15 | 52 | 24 |
| degree of application of media-communication technologies in the information and communication activities carried out by public authorities                                                                                        | 11 | 23 | 32 | 34 |
| conformity and competence of actions of state authorities under the conditions of information and psychological operations and wars                                                                                                | 2  | 13 | 49 | 36 |
| motivation of civil servants to comply with ethical standards in information and communication activities carried out by public authorities                                                                                        | 15 | 16 | 21 | 48 |

Now let us interpret the data. Ukraine has a sufficient legal framework for effective governance of information and communication activities that are carried out by public authorities. According to the data in Table 1, 22% of the experts claim that the figure for this indicator is high and 58% of the experts find it sufficient. Indeed, Ukraine created legal principles for building of the information society and formed a large amount of regulations that directly or indirectly regulate the information and communication activities carried out by public authorities, whose legal basis includes the Constitution of Ukraine and relevant laws.

When comparing the national practice to foreign experience in terms of conformity of current legislation of Ukraine in the field of management of public information and communication activities carried out by public authorities to the requirements of EU legislation and European practices, it appears that Ukraine yields to many countries. Thus, in the international ratings for the development of e-government in 2014 Ukraine takes 87th place among 193 UN member countries. [1] According to the conducted research - 50% of experts rated this figure to be low, 44% - found it insufficient and no expert defined this indicator as high.

Experts unanimously claim that one of the major problems of information and communication activities carried out by public authorities is insufficient funding (according to the research, the majority of experts (41% and 37%) identify funding of information and communication activities carried out by public authorities as insufficient and low, respectively). They noted that in Ukraine funding of the information and communications technologies is based on a residual principle. The State Budget allocates little money on the development of these technologies. This is also confirmed by the Ministry of Economic Development and Trade of Ukraine – only 140 out of 208 tasks and activities of state programs on informatization of Ukrainian society approved by the relevant legal documents were financed. [2, p. 10].

At present, experts say, Ukraine has not established adequate foundations for automation of the state management system: unified infrastructure and mechanism for interdepartmental informational interaction between the state bodies. As a result, the information environment of public authorities is not stabilized, uncontrollably duplicated, developed according to departmental needs and abilities without any specific requirements for interaction, which leads to low economic effect of government activities (the majority of experts (40% and 39%) identify social and economic effect of information and communication activities carried out by public authorities as low and insufficient, whereas only 5% identified it as high).

As to the investment appeal of programs, projects, scientific research, communication activities etc., that are implemented at the national, regional and local levels, none of the experts consider it as being at a high level and 52% of the experts identify it as low. In most countries the government supports the information and communication sector, in order to provide an additional boost to the development of the field and make it attractive to potential customers and investors, and companies are given social tax benefits. Hence, one of the problems that the IT market in Ukraine faces is lack of the state support.

According to the data in Table 1, other experts believe that planning of information and communication activities that are carried out by public authorities considering the degree of development of information sphere in the society, segmentation and developmental trends at the information market is low (52% of the experts) or insufficient (24% of the experts). The main reasons for the inefficient planning of information and communication activities carried out by public authorities considering the degree of development of information sphere in the society, segmentation and developmental trends at the information market are:

- The imbalance of economic, social and ecological indicators of activities carried out by public authorities in the context of sustainable development;

- The lack of technical, organizational, scientific and methodological support for analysis of social, economic and ecological developmental indicators in each region and managerial decision-making on the basis of this analysis;
- The need to operate on a scale of each region an integrated information system of forecasting and evaluation of administrative decisions made by public authorities;
- Lack of managerial experience in governmental workers that is necessary for making sustainable decisions in strategic planning of their information and communication activities.

According to the results of an expert survey, one can state that the degree of application of information and media-communication technologies in information and communication activities carried out by public authorities is either at the low or insufficient level - 32% and 34% respectively. Experts believe that one of the difficulties faced by the Ukrainian authorities during implementation of information and communication technologies, is a situation where officials are often unfamiliar with new technologies that they use in their work. Today there exists a real contradiction between the urgent need for specialists with a high level of information culture and an insufficient number of specialists ready for different activities in the field of processing professionally significant information by the latest standards.

The efficiency levels of each mechanism of state information and communication activities of public authorities were calculated by determining the arithmetic mean value of each of the identified indicators, where  $B_c$  is an average indicator for the high level of efficiency of organizational and legal mechanism of state management of information and communication activities carried out by public authorities;  $B_1$  – high result according to the first indicator – sufficiency of legal framework for effective state management of information and communication activities carried out by public authorities;  $B_2$  – high level according to another indicator – conformity of the current legislation of Ukraine in the sphere of public management of information and communication activities carried out by public authorities to the requirements of EU legislation in this sphere and to European practice;  $B_3$  – high result according to the third indicator – ergonomics of the structural organization of information and communication activities of public authorities in accordance with its statutory objectives, tasks and functions. The mean values for sufficient, low and insufficient levels of efficiency and financial and economic and social and psychological mechanisms were defined in a similar way.

Mean value assessment results of the levels efficiency of each of the mechanisms of state management of information and communication activities carried out by public authorities is provided in Table 2.

Table 2

**Assessment results of efficiency levels of mechanisms of state management of information and communication activities carried out by public authorities (%)**

| <b>Mechanisms of state management of information and communication activities carried out by public authorities</b> | <b>Results of levels assessment</b> |                             |                      |                                      |
|---------------------------------------------------------------------------------------------------------------------|-------------------------------------|-----------------------------|----------------------|--------------------------------------|
|                                                                                                                     | <b>High<br/>(8–10)</b>              | <b>Sufficient<br/>(5–7)</b> | <b>Low<br/>(2–4)</b> | <b>Insufficient<br/>(1 and less)</b> |
| Organizational and legal mechanism                                                                                  | 16                                  | 39                          | 28                   | 17                                   |
| Financial and economic mechanism                                                                                    | 3                                   | 18                          | 43                   | 36                                   |
| Social and psychological mechanism                                                                                  | 9                                   | 17                          | 39                   | 35                                   |

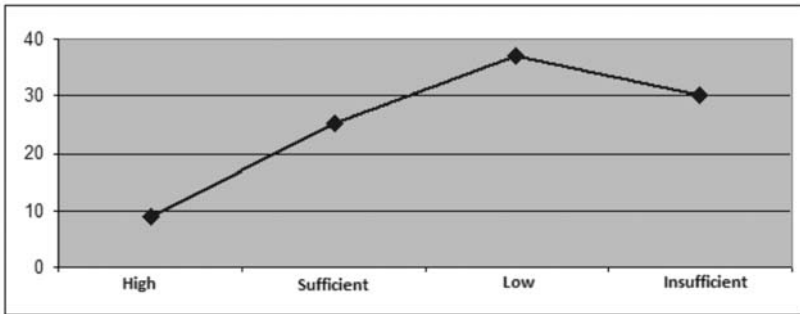
The study allows us to establish the following consequences of the efficiency of the mechanisms of state management of information and communication activities that are carried out public authorities:

- High level of efficiency of the mechanisms of state management of information and communication activities carried out by state authorities was observed in: organizational and legal mechanism (16%); financial and economic mechanism (3%); social and psychological mechanism (9%);
- Sufficient level of efficiency of the mechanisms of state management of information and communication activities carried out by state authorities was observed in: organizational and legal mechanism (37%); financial and economic mechanism (18%); social and psychological mechanism (17%);
- Low level of efficiency of the mechanisms of state management of information and communication activities carried out by state authorities was observed in: organizational and legal mechanism (28%); financial and economic mechanism (43%); social and psychological mechanism (39%);
- Insufficient level of efficiency of the mechanisms of state management of information and communication activities carried out by state authorities was observed in: organizational and legal mechanism (19%); financial and economic mechanism (36%); social and psychological mechanism (36%).

According to the experts' conclusions (see. Table 2.), the most effective mechanism of state management of information and communication activities carried out by public authorities is the organizational and legal mechanism – this is confirmed by 37% of experts. At the same time 43% of experts state that financial and economic mechanism is the least effective.

If we calculate the average indicators of efficiency levels of state management mechanism of information and communication activities carried out by

public authorities, we will see that 30% of experts believe that the efficiency of the mechanism of state management of information and communication activities carried out by public authorities is insufficient, 37% of experts find it to be low, 25% rated it as sufficient and only 9% identify it as high (Fig. 1).



**Figure 1.** Assessment of efficiency levels of state management mechanisms of information and communication activities carried out by public authorities

Proving the absence of no statistically significant difference in mechanisms efficiency of state management of information and communication activities carried out by public authorities was performed according to the median test for several samples of different sizes [3]. The selection of the indicated non-parametric statistical criterion was predetermined by the fact that the law of distribution of the selected data was not normal. In addition, the selection had data that differed dramatically from the sample mean; therefore, the sample median was more like a fixed estimate of the central tendency than the sample average. The critical values of statistical criteria were found with the help of statistical tables. [4]

Thus, received data allowed to form three unified selections (according to three criteria). A median was calculated for each selection

The median test was calculated according to the formula: 
$$\chi^2 = \sum_{i=1}^k \frac{(L_i - K_i)^2}{K_i}$$

Where  $L_i$  stands for the amount of values that are larger than the median values of observed set of data in the power of  $I$ ;  $K_i$  is the amount of values that are larger than the median values of expected set of data in the power of  $I$ .

The calculated value of the median test was compared with the critical distribution value  $\chi^2_{\text{табл}}$ , which was taken with the significance level 0.05 and the degree of freedom  $(\kappa - 1)$ .

The calculations have shown that for the results of diagnostics of efficiency levels of according to the first indicator (organizational and legal mechanism)

the value of the median test was  $x^2 = 0,48$ ; according to the second indicator (financial and economic mechanism) it was  $x^2 = 0,28$ ; according to the third indicator (social and psychological mechanism) it was  $x^2 = 0,98$ . Since  $x^2_{\text{мабл}} = 3,84$ , then the difference between the diagnostic data of the efficiency of state management of information and communication activities carried out by public authorities at the significance level  $\alpha = 0,05$  is not statistically significant, hence the acquired data can be regarded as valid.

### Conclusions

According to the results of expert assessment it was established that the efficiency of the organizational and legal mechanism of state management of information and communication activities carried out by public authorities is characterized by the following indicators: high level – 16%, sufficient level – 37%, low level – 28%, insufficient level – 19%; financial and economic mechanism: high level – 3%, sufficient level – 18%, low level – 43%, insufficient level – 36%; social and psychological mechanism: high level – 9%, sufficient level – 17%, low level – 39%, insufficient level – 36%.

According to the experts' conclusions, the most effective mechanism of state management of information and communication activities carried out by public authorities is the organizational and legal mechanism. This is confirmed by 37% of experts, whereas 43% claim that the financial and economical mechanism is the least effective.

The average indicators of expert assessment demonstrate the low and insufficient levels (37% and 30% respectively) of the efficiency of mechanism of state management of information and communication activities carried out by public authorities.

Absence of statistically significant difference between the efficiency levels of mechanisms of state management of information and communication activities of public authorities has been proved with the help of the median test.

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## **THE DEVELOPMENT OF STATE SUPPORT OF CLUSTER PROCESSES IN UKRAINE'S MARITIME INDUSTRY**

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The article addresses issues of state support of cluster processes in the maritime economy of Ukraine. Theoretical foundations of cluster processes in the maritime economy sector are shown. It is proposed that the maritime economy cluster should be considered as a spatially organized systemic form of organization and management of subjects of different ownership forms and governmental institutions in the field of marine economy. Moreover, it is stressed that its purpose is to achieve and to maintain the competitiveness of the supporting areas by focusing on the formation of agglomeration economics and on obtaining synergistic effects from processes of getting efficiency from the use of strategic potentials of participants. The relevant areas of specialization of maritime economy clusters of the Southern region of Ukraine, which are of paramount importance for the state and are of major interest to domestic and foreign businesses are presented in the article. The main directions of state cluster policy are outlined.

The main obstacles in the implementation of the cluster approach are determined. Elements of the methodological implementation of the state cluster policy in Ukraine on the example of sea industrial complex of the region are systematized.

It is proved that the effective functioning of maritime economy clusters will ensure maximum synergy effect and will coordinate work towards the satisfaction of social needs, the coordination of regional and national economic interests to improve the competitiveness of Ukraine's economy. The model of state regulation of the development of maritime economy clusters in Ukraine is proposed. In addition, the institutional framework of management of the maritime economy as a complex, multicomponent managed system is proposed.

Keywords: maritime industry cluster, maritime economy, government regulation, state support, state cluster policy.

Gajdu O., Rozwój procesów wsparcia przez państwo procesów klastrowych w gospodarce morskiej Ukrainy

Artykuł analizuje procesy wspierania przez państwo klastrów w gospodarce morskiej Ukrainy. Przedstawiono w nim aktualne kierunki specjalizacji klastrów w

gospodarce morskiej w południowym regionie Ukrainy. Określono główne przeszkody w realizacji podejścia klastrowego. Usystematyzowano elementy zapewnienia realizacji państwowej polityki klastrowej na Ukrainie na przykładzie gospodarki morskiej regionu. Zaproponowano również model regulacji przez państwo rozwoju klastrów w tej sferze. Przybliżono podstawy instytucjonalne zarządzania gospodarką morską jako skomplikowany, wieloskładnikowy i kierowany system.

Słowa kluczowe: klastery w gospodarce morskiej, kompleks gospodarki morskiej, regulacja państwowa, wsparcie państwowe, państwowa polityka klastrowa

Гайду О.В. Розвиток державної підтримки кластерних процесів у морегосподарському комплексі України

В статті розглядаються питання державної підтримки кластерних процесів у морегосподарському комплексі України. Представлені актуальні напрями спеціалізації морегосподарських кластерів Південного регіону України. Визначено основні перешкоди у впровадженні кластерного підходу. Систематизовано елементи методологічного забезпечення реалізації державної кластерної політики в Україні на прикладі морегосподарського комплексу регіону. Запропонована модель державного регулювання розвитку морегосподарських кластерів в Україні. Представлена інституційна основа управління морегосподарським комплексом як складною, багатокомпонентною керованою системою.

Ключові слова: морегосподарський кластер, морегосподарський комплекс, державне регулювання, державна підтримка, державна кластерна політика.

Гайду А.В. Развитие государственной поддержки кластерных процессов в морехозяйственном комплексе Украины

В статье рассматриваются вопросы государственной поддержки кластерных процессов в морехозяйственном комплексе Украины. Представлены актуальные направления специализации морехозяйственных кластеров Южного региона Украины. Определены основные препятствия в реализации кластерного подхода. Систематизированы элементы методологического обеспечения реализации государственной кластерной политики в Украине на примере морехозяйственного комплекса региона. Предложенная модель государственного регулирования развития морехозяйственных кластеров в Украине. Представлена институциональная основа управления морехозяйственным комплектом как сложной, многокомпонентной управляемой системой.

Ключевые слова: морехозяйственный кластер, морехозяйственный комплекс, государственное регулирование, державна підтримка, державна кластерна політика.

Introduction

Since the last decade of the twentieth century, some scientists and government agencies of different countries have been paying a lot of attention to the issues of the cluster. International organizations such as the OECD, the UNIDO, the UNCTAD, the World Bank, and the European Commission actively use cluster strategy in formulating and implementing state policy of regional economic systems' development. This is done in order to accumulate strategic potential of subjects of different ownership forms and governmental institutions in the "points of growth" by regeneration of territorial – sectoral entities, optimization of their production costs, attraction of investments, and implementation of scientific research developments.

Preconditions for effective activity of any cluster are the presence of existing competitive enterprises in its composition, the establishment of mutually beneficial horizontal and vertical relationships between the participants, the orientation of investment resources in high-tech industries and appropriate government regulation. Such government regulation must be focused on formation of favorable environment for cluster performance, motivation to develop cooperation and, if needed, state support.

Analysis of recent research

Such foreign and Ukrainian scientists and practitioners as M. P. Voynarenko, A. V. Voronin, A. F. Gojko, B. M. Danylyshyn, V. D. Dzhabylo, V. I. Dubnytsky, V. I. Zakharchenko, O. I. Kovtun, P. R. Kruhman, N. V. Malyj, N. A. Mikula, E. S. Moiseenko, M. E. Porter, S. I. Sokolenko, A. M. Tugay, S. G. Fedorenko, V. I. Chuzhykova, A. T. Shyndina and others researched challenges of the origin and the development of clusters. However, additional studies of the definition of "sea industrial cluster" and conditions of its formation and functioning within the relevant policy of a state are needed.

Research goals

The goal of the article is to outline key components of the effective development of state support for clustering processes in maritime economy of Ukraine.

Results

The value of clusters and cluster policy for the Southern region of Ukraine (Zaporozhye, Kherson, and Mykolayiv regions), where marine economy complex is a potential growth factor of economic and social changes lies in their ability to provide knowledge-intensive innovative in nature character to the traditional resource mastering of the Black and the Azov seas and their coastal strip. The cluster policy should be also orientated on the development of multidisciplinary economy of the coastal areas, the modernization of transport, energy, communication, innovation infrastructure, and the implementation of

organizational and institutional innovations, the intensification of processes of increasing competitive advantages of marine economy activities.

From this point of view, maritime economy cluster should be considered as a spatially organized systemic form of organization and management of subjects of different ownership forms and governmental institutions in the field of marine economy. Its purpose is to achieve and to maintain the competitiveness of the supporting areas by focusing on the formation of agglomeration economics and on obtaining synergistic effects from processes of getting efficiency from the use of strategic potentials of participants.

Unfortunately, clustering processes are not yet well developed in Ukraine, as this requires appropriate institutional and regulatory environment as well as appropriate level of government support.

More ambitious and urgent action that will ensure the development of national integrated program of clusters creation should be taken by the state [4, p. 8]. It is important to ensure the conditions that would be based on an analysis of the strategic potential of the regions, on identifying the existing problems of their development and on the promotion of integration processes within certain areas. The development of effective support models of the spread of cluster structures will accelerate their formation [3, p. 325].

Actualization of the establishment of maritime economy clusters is connected with a certain change in economic priorities in the context of globalization changes. Members of the cluster get advantages, based on local institutional specificity (knowledge, motivation, relationships). Only local economic entities, as opposed to distant competitors possess this specific and are able to use it.

As previously indicated, we consider that the stronghold region of maritime economy clusters in Ukraine is the South region with a focus on the Odessa and Mykolayiv oblasts. For example, the Department of Transport and the Maritime Economy Complex started to function in the structure of the Odessa Regional State Administration in 2015. This Department, according to the Regulations on work, provides implementation of state policy in the sphere of transport, communications and sea industrial complex and coordinates the activities of transportation, sea industrial and aviation complexes, enterprises and institutions of communication. In addition, the Permanent Committee on Transport Issues, Communications and the Maritime Economy Complex entrusted with such functionality duty is established at the Odessa Regional Council with such goals as [2]:

- to promote the formation and the development of the market of transport and freight forwarding services, the implementation of total regional measures for the development of communication and information, the development of the sea industrial complex;

- preliminary consideration of programs of oblast and regional development (support) of transport, communications and sea industrial complex and further monitoring their implementation;
- participation in the preparation of proposals concerning accommodation of new enterprises in the region and the reconstruction, the expansion and the elimination of existing enterprises and objects in the transport, communications and sea industrial complex;
- participation in the development and implementation of measures aimed at effective cooperation of all transport modes;
- participation in the development of general plans of transportation development of the oblast, the consideration of important construction projects of transport infrastructure;
- review and submission of proposals for routes and schedules of movement of public transport, carrying passengers;
- preparation of proposals for concerted measures to ensure the smooth operation of transport in the event of natural disasters, accidents and during emergency response to them;
- interaction with the structures that monitor the compliance with safety of navigation, the protection of human life on the water, the regime measures in the border zone and controlled border areas according to the current legislation of Ukraine;
- promotion of the development of a system of basic education, training and retraining in the field of maritime economy in the educational establishments of the region;
- control over the implementation of regional targeted and comprehensive programs in the field of communications and information of the executive authorities and local governments within the regional budget of the Odessa region and other local budgets;
- development and organization of activities aimed at effective cooperation of all types of enterprises and institutions of communication and information;
- participation in the preparation of proposals concerning accommodation of new businesses as well as reconstruction, expansion, elimination of existing enterprises and objects in the field of communication and information in the region;
- participation in the development of general schemes for communications and information with the aim of infrastructure development proceeding from the interests of the state and the region;
- submission of proposals for the introduction of software and methodical functioning of information-analytical systems used for the study of economic and social development of the oblast;

- facilitation of effective operation and the development of objects of mail communication in the oblast, providing proposals and preliminary consideration of issues on implementation of the regional council's powers under Article 12 of the Law of Ukraine "On Postal Communication".

However, unfortunately, the issue of the state policy of cluster development of the maritime economy complex regions is not considered not only at the regional level, but also at the state level, where it does not find adequate support.

Still, the aforementioned governance institutions possessing information on regional characteristics and the structure of industrial production in the region should define the vector of socio-economic breakthrough and lay a momentum for the implementation of mega-projects related to sea business activities.

Figure 1 shows the actual areas of specialization of the maritime economy clusters in the Southern region of Ukraine, which are of paramount importance for the state and of major interest to domestic and foreign businesses.

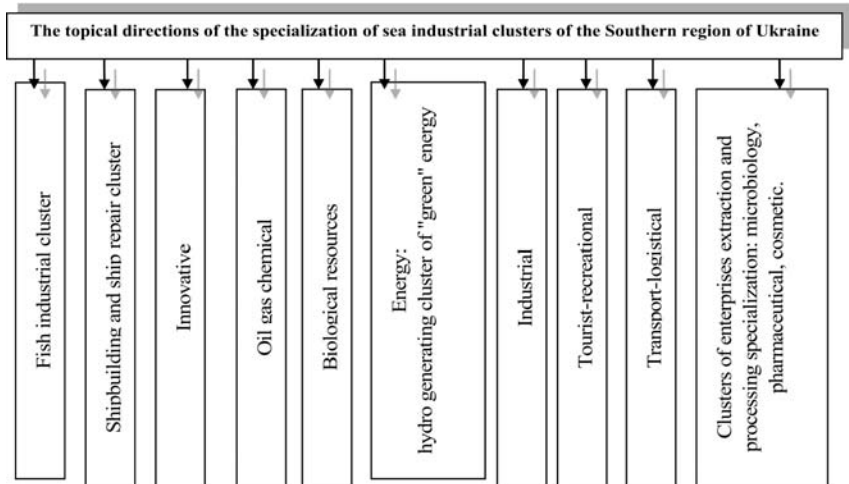


Fig. 1 Actual areas of specialization of marine economy clusters of the Southern region of Ukraine.

The resource potential of these areas is impressive in its scale. Only the lack of processed schemes and the experience of clustering explains that it has not yet engaged economically fully and to the appropriate measure. Each of the areas require targeted approach, concentrating on those kinds of marine economy activities, which are the most competitive and meet long-term national interests of our country. This requires the modernization of existing infrastructure,

the development of appropriate lasting programs and comprehensive schemes of their development, adequate funding, and to ensure the coordination of policy documents with the existing legislative framework.

Certain features that have a manifestation in every oblast of the Southern region of Ukraine and that must be considered when clustering are characteristics of the national marine economy as an integrated economic structure of intersectoral level. Some of the features are:

- catastrophic depreciation of fixed assets at the enterprises of sea industrial complex of Ukraine;
- high transportation costs;
- underdeveloped fuel and energy complex;
- the lack of qualified human resources;
- underdevelopment of service sector and service economy in maritime economy activities;
- deindustrialization and degradation of industrial production (including port infrastructure);
- the lack of purposeful public policy on the development of sea industrial complex;
- the lack of a legal declaration of Ukraine's national interests in the maritime industry;
- strong foreign competition;
- external economic pressure from neighboring and closely spaced maritime powers.

Given that the maritime economy complex as a new form of territorial organization of the productive forces includes many production and non-production areas that are affected by general economic trends, when assessing the potential and prospects of clustering one should definitely consider the opportunities and challenges of internal and external environment of Ukraine (tab. 1.)

High effectiveness of cluster approach for the modernization of the maritime economy complex in order to increase its competitiveness is confirmed by international experience. Forming a professionally developed long-term strategy to strengthen networks of relationships between actors - members of the cluster is main difficulty, but at the same time, also it is the main advantage while implementing cluster policy in basic maritime economy activity. That is, cluster policy is implemented in practice in the development of cluster strategy. This strategy must be flexible, be integrated to follow a logical necessity in order to base the marine economy activity exactly on territorial specificity.

Table 1

**SWOT - analysis of opportunities and obstacles
to internal and external environment Ukraine**

<p>Strong sides of the national economy of Ukraine</p> <ul style="list-style-type: none"> - Skilled workforce; - Favorable geographic location; - Location at the intersection of roads and railways; - Diversified economy; - Availability of unique industrial complexes and businesses of all sectors of production and services; - A growing number of economic agents that increase the level of products and services, and technological and management processes; - Well-developed scientific and educational spheres. 	<p>Weak sides of the national economy of Ukraine</p> <ul style="list-style-type: none"> - Economy relies on a limited number of large companies; - National economy is dependent on political decisions; - The poor state of most of the area of the road surface; - Extremely difficult economic situation in the territory of some regions and cities; - The outflow of skilled labor; - Technological backwardness of most enterprises that produce no competitive products; - Insufficient development of securities market; - Lack of investment; - Not heavy use of favorable geopolitical position. - A high level of energy dependence
<p>Favorable opportunities for the development of national economy</p> <ul style="list-style-type: none"> - Integration into the global system of finance and insurance; - Development of the domestic market and the increase of production and competitiveness of domestic products; - Increasing investment in the economy; - International, inter-regional and cross-border cooperation; - Ensuring the priority of allocation of budget capital investments in profitable and strategic perspective projects. 	<p>Challenges for the development of national economy</p> <ul style="list-style-type: none"> - Slow formation of powerful regional business groups; - Tendency to monopolize certain economy sectors by financial and industrial groups; - The decrease in the volume of extraction of energy resources due to the depletion of large deposits; - Presence in the market a significant number of foreign consumer goods and services; - Lack of funds to support research and innovation; - Negative demographic tendencies are aging and low population growth, negative net migration, outflows of scientific elite and talented young people abroad; - Slow socio-economic change in rural areas.

The strategy of development and distribution of productive forces on the basis of cluster approach, firstly, should take into account peculiarities of the resource base (natural and intellectual, industrial and technological, environmental and recreational, transport and transit globalization). Secondly, it should contain guidance and tools for effective and sustainable development of the regions, which among other things, are aimed to choose the optimum ratio of the market, the state and public institutions. Thirdly, it is necessary to highlight the main areas

of structural industrial, social, cultural, demographic and environmental policy. This necessitates legal provisions securing basic state cluster policy.

The main directions of state cluster policy should include [1, p. 56]:

- co-financing of scientific and analytical research of the cluster;
- identification of strengths and weaknesses of the cluster development, the cluster development programs, taking into account the orientations of socio-economic development of the region;
- creation of clusters' "intelligent platform" for sharing knowledge and establish contacts, attracting interested organizations to joint action within the cluster;
- implementation of programs to promote cluster enterprises output to foreign markets, conduct joint market research and promotional activities;
- improving the efficiency of vocational personnel training according to the needs of the cluster, including through updating curricula of educational institutions, organization of a joint programs for training and retraining of personnel.

In terms of public administration of the maritime economy clusters, state cluster policy in this area opens the possibility to implement a comprehensive, multi governmental approach on the regional level. Public administration of the maritime economy in this case is a five tiered hierarchical structure (national, regional, departmental, local and local (subjective) level), inside of which a strict vertical linear organizational dependence is absent in the traditional sense.

The horizontal coordination of communication between the parties of the marine economy activities is at the forefront, which is directly related to the organizational and industrial, financial and economic activities that are in the integration of complex interdependencies and form an integral subsystem.

At the regional level the integrity of the subsystem is achieved by diverse interactions between enterprises, quasi-organizations, local executive authorities and local government authorities in the study, development and use of the resource base, as well as general information, production and social infrastructure.

Guidelines of national marine policies, their relationship with the state budget, taking into account the basic provisions during the operation of the regional marine space and resources, as well as setting up foreign contacts on the availability of resources to certain waters provide the integrity of the sea industrial complex of the country at the state level.

The main obstacle in the implementation of the cluster approach and cluster initiatives inefficiency is the lack of legal provisions securing state cluster policy in Ukraine and, accordingly, the instruments for its implementation. Figure 2 illustrates elements of methodological support for its implementation on the example of sea industrial complex of the region.

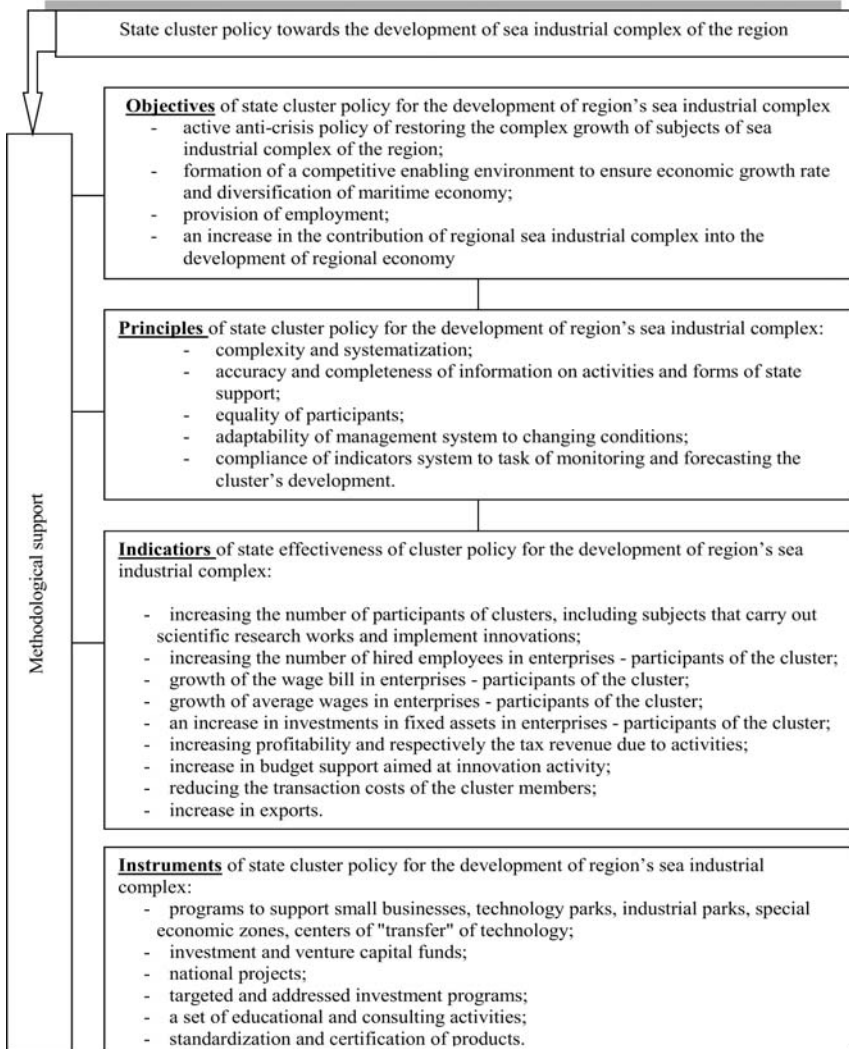


Fig.2. The element content of methodological support for the state of cluster development policy of the sea industrial complex of the region

Positive aspects of state cluster policy should be:

- the competitiveness of the sea industrial complex of the region through targeted technology of unification and cooperation of related entities;

- cluster is not only the most resilient to economic shocks, but it is also capable to entail less profitable areas, to determine competitiveness and development prospects of the region, thanks to the reorientation of production of high-tech products;

- creation of such associations can be an effective factor in solving a number of problems in the interests of Ukraine's economy, such as: protection of domestic market of Ukrainian products; consolidation of the financial resources of enterprises in order to invest in projects to develop its resource base and the revival of the domestic market of many products by supporting consuming industries;

- stabilization of the social situation in the regions of cluster's economic presence by creating new jobs and increasing taxation base by downloading existing and deploying new productions.

The most effective form of maritime economy clusters' development should be a comprehensive approach to determine their place and role during the implementation of the strategic objectives of socio-economic development of the region, taking into account the involvement of potential of business activity at the local level, possibilities of coordinating the efforts of imperious structures and business, the active use of various forms of public-private partnership, the involvement of scientific innovations and so on to develop the region's economy and to improve its competitiveness.

Effective functioning of maritime economy clusters will ensure maximum synergy effect and will coordinate work towards the satisfaction of social needs, coordination of regional and national economic interests to enhance the competitiveness of Ukraine's economy. The model of state regulation of development of maritime economy clusters is shown in Figure 3.

The institutionalized process, which is inappropriate to modern realities, is one of the problems of state cluster policy's development, including regarding the development of maritime economy clusters. At present, there are no institutional structures that would coordinate cluster development processes and organize the interaction of public authorities, research institutions, vertically integrated business groups and networking companies, educational institutions. This is to be done in order to facilitate access to new technologies, to risk sharing in various forms of joint economic activity, including for joint access to foreign markets, the organization of joint researches, the common use of knowledge and fixed assets, to accelerate the education at the expense of physical contact and the concentration of world-class professionals, to reduce transaction costs in various areas, by increasing trust between cluster's participants. Consequently, cluster initiatives are very difficult to prove to the implementation in real life.

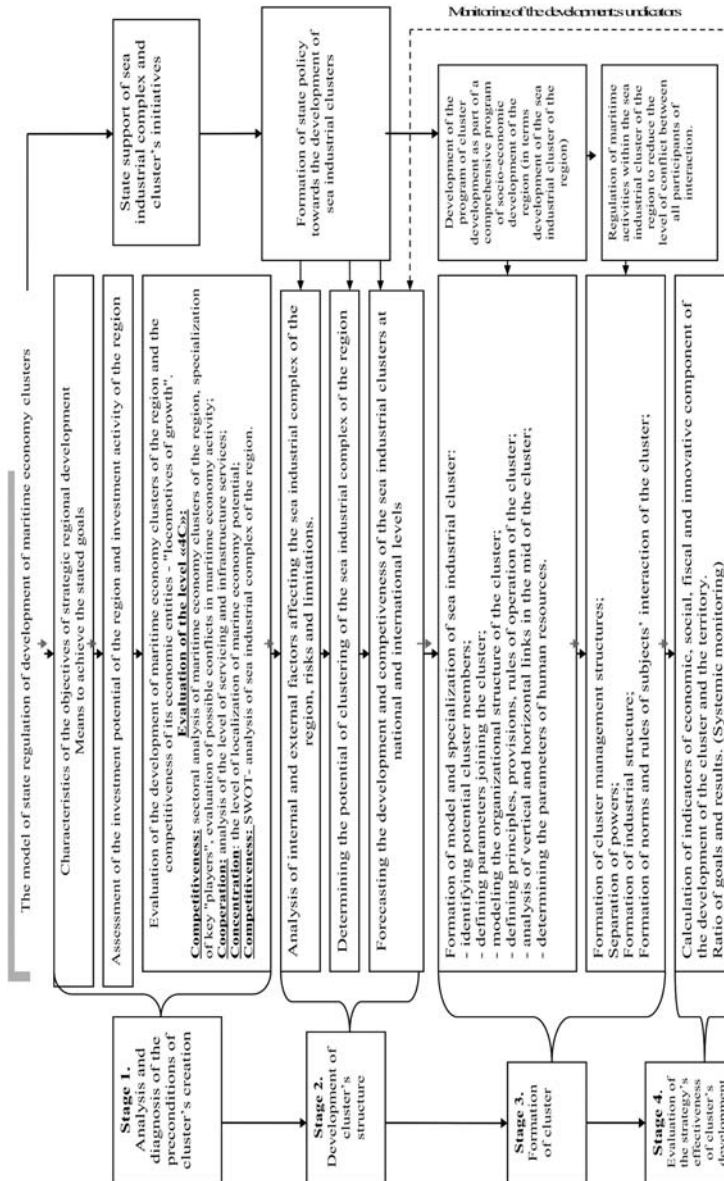


Figure 3. The model of state regulation of development of maritime economy clusters

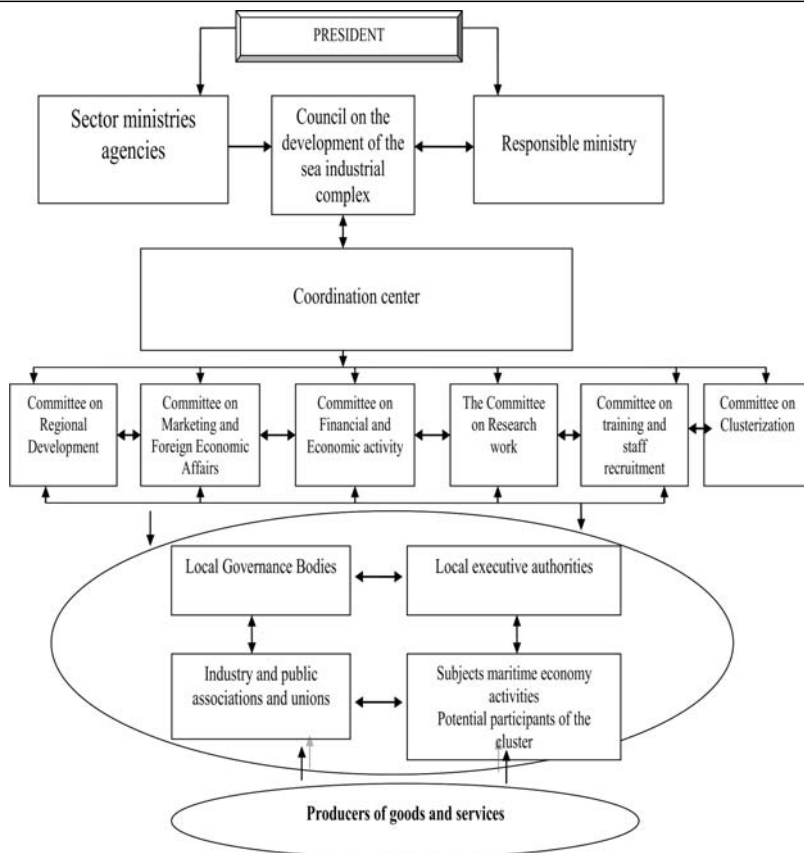


Figure 4. The institutional structure of the development of sea economic complex.

The institutional basis of managing maritime economy as a complex, multicomponent managed system is shown in Figure 4. It is represented by a set of relations of state institutions, organizational structures, institutions of training public-administrative staff etc., the common purpose of which is to ensure the development of marine economy of the country and the expansion of its foreign trade potential.

We propose the establishment of the Coordination Center (the Council for the Development of Sea Economic Complex) for the functional management in this area. Its activity should be devoted to increasing flexibility and effectiveness of regional development management with a focus on maritime

economy activities, smoothing conflictogenic interests of different users of the sea, strengthening integrative properties of “anchor enterprises - locomotives for regional development” and therefore ensuring the multiplier effect for the whole regional economy.

The polyfunctional quality, spatial and economic integrity of the maritime economy clusters have been formed by current economic, technological, social, environmental and other channels. Due to the expansion of maritime economy activities, the creation of new jobs because of a direct growth of employment, the development of industries (shipbuilding, ship repair, and port infrastructure), the sphere of support services and the implementation of social programs are provided.

Conclusions

Thus, globalization processes indirectly lead to an increase in efficiency of the cluster alliances, which in parallel with the principle of individual economic interest are able to realize the benefits of the principle of collective action based on the mutual support and coordination. In modern realities, such combination is possible only due to targeted and consistent support of state authorities of the development of cluster systems.

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Section 2.
ECONOMY AND MARKETING RESEARCH

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GOVERNMENT ECONOMIC REGULATION IN UKRAINE: TRENDS AND PROSPECTS

The article studies the trends of the government influence on the economy of Ukraine in such directions as business administration, management of state-owned companies, fiscal policy in the sphere of expenses. The purpose of this research is to determine the dynamics of government influence on business activity, institutional principles of government regulation and assessment of the prospects of government influence on recovery of economy and providing for economic development.

It's discovered such trends of the government economic regulation. Despite the declared course to simplify administrative regulation of business, Ukraine in recent years insignificantly improved conditions for starting a business compared to other countries of the world. There is a trend to increase of a number of government officials in 2014 compared to each year from the period 2009 – 2012. Over the recent five years the share of public sector enterprises has increased and a share of the biggest state-owned enterprises in total losses of all medium and large enterprises is greater than their share of assets in the total value of assets of large and medium enterprises of Ukraine in 2013 and 2014. State participation in the redistribution of GDP, as measured by share of revenues and expenditures of the state budget in GDP, in 2015 was the largest in the last five years. Expenditures that are connected with development of human resources and economic development the most, decreased by the share and decreased or not changed in absolute value in 2015 compared to 2011.

We consider that over the past few years the existing rules and regulations of state economic regulation prevent the change of the work principles and the number of bureaucrats, more effective management of state property, the reorientation of expenditures to promote economic development.

So, the government needs to focus on creating conditions for the development of market institutions. It needs to facilitate business administration, to reduce the share of state property, the share of GDP, which is redistributed through

the budget by reducing the tax burden and needs to focus on decision the problems of social support, internal and external security through the structure of budget expenditures.

Keywords: government economic regulation, business administration, state-owned companies, budget expenditures

Fertikova T., Państwowa regulacja gospodarcza na Ukrainie. Tendencje i perspektywy

W artykule zbadano tendencje państwowej regulacji gospodarczej na Ukrainie w takich dziedzinach jak zarządzanie w biznesie, zarządzanie przedsiębiorstwami publicznymi, realizacja wydatków z budżetu państwa. Poddano analizie wybrane instytucjonalne zachowania państwa jako organizacji i jego zdolność do realizacji skutecznej regulacji gospodarczej. Zaproponowano priorytety gospodarczej polityki państwowej na Ukrainie.

Słowa kluczowe: państwowa regulacja gospodarcza, zarządzanie w biznesie, kompanie publiczne, wydatki budżetowe

Фертікова Т.М. Державне економічне регулювання в Україні: тенденції та перспективи.

В статті досліджуються тенденції державного економічного регулювання в Україні за такими напрямками як адміністрування бізнесу, управління державними підприємствами, здійснення державних бюджетних видатків. Аналізуються інституційні особливості поведінки держави як організації та її спроможність здійснювати ефективне економічне регулювання. Пропонуються пріоритети державної економічної політики в Україні.

Ключові слова: державне економічне регулювання, адміністрування бізнесу, державні компанії, бюджетні витрати.

Фертикова Т.М. Государственное экономическое регулирование в Украине: тенденции и перспективы.

В статье исследуются тенденции государственного экономического регулирования в Украине по таким направлениям как администрирование бизнеса, управление государственными предприятиями, осуществление государственных бюджетных затрат. Анализируются институциональные особенности поведения государства как организации и его способность осуществлять эффективное экономическое регулирование. Предлагаются приоритеты государственной экономической политики в Украине.

Ключевые слова: государственное экономическое регулирование, администрирование бизнеса, государственные компании, бюджетные затраты.

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## **Introduction**

Definition of scale and instruments of government economic regulation is one of the most debated and controversial issues in economics. Every school of economics somehow expressed its attitude to this problem, and the modern theory of economics has a set of different proposals how to solve it. Similarly, economic history has examples of implementation of the significant number of these points of view in some countries in certain periods of time. Although extreme positions like the full nationalization of the economy or absolute state non-interference are deemed futile, the list of options for the relationship between state and society in the economic sphere of life is quite broad. Priority of the certain variant depends on current economic performance, a certain relationship to the state as an organization, evaluation of previous government regulatory policy.

This problem becomes more important in times of economic crisis. Moreover, if the crisis is systemic and is a combined result of inefficient structure of national economy, defects of market institutions, unfavorable external economic situation and inadequate government economic regulation.

## **Analysis of recent research**

The issue of the role and scale of government participation in the economy is discussed by many Ukrainian scientists and foreign scientists of post-Soviet countries. Among them there are Geyets V., Grytsenko A., Dolishniy M., Entov R., Eshchenko P., Radyhin A. and so on. Among foreign scientists - representatives of leading countries the discussions about extent of government participation in economic relations are also important. But they consider more trends of the global economy development and specific relations between the government and private sector during a long period of formation of a modern market economy model. In post-Soviet countries, this topic is more painful because of the incomplete and contradictory process of market institutions implementation.

Many national scientists say about the need to strengthen the government participation in socio-economic processes. So, P.Yeschenko notes that “market mechanisms do not encourage business entities, employees and researchers to provide for scientific and technical work and its funding”. He evaluates negatively the liberal ideology of reducing the role of the government in a market economy. The scientist believes that not the market but the government should start the modernization of the national economy. [1, p.15,17]

The position of A.Hrytsenko is not so categorical, but he also stresses that “to overcome the basic structural deformation is not possible without the active role of the government, which adjusts market laws with its structural policy and directs economic development in the right way for the public.” The scientist believes that reforms which are aimed only at a full realization of market principles will

contribute to the deepening of the destruction of basic economic structures, consolidate the status of raw appendage for Ukraine, worsening the socio-economic situation of populations that can not provide for the available level of life for themselves in a market economy. The scientist proposes such priority measures to solve structural problems as ensuring proper nutrition of poor people, stimulation of house building, financing a studying. All these measures need public funds. [2, p.8]

The reason for these positions is the fact that the average behavior of domestic economic agents in the status of the owners, investors, entrepreneurs etc. is not favorable for the structural changes for economic development. The process of economic liberalization is considered as a reason of such behavior. But there is another position, according to which the government continues to play an excessive role in the regulation of economic processes. The question about evaluating the effectiveness of its activities in this area, the motivation of the government as the organization and selection of areas and extent of economic regulation in the future remains unresolved.

### **Statement of research objectives**

The subject of the research is such directions of economic regulation in Ukraine in recent years, as business administration, management of the state-owned enterprisers, fiscal policy in sphere of expenses. The purpose is to determine the dynamics of government influence on business activities, institutional principles of government regulation and assessment of the prospects of government influence on recovery of economy and providing for economic development.

### **Results**

In any sphere of economic relations like relations on the labor market, or innovative activity, or small business development the government may initiate reforms of legal aspects of these relationships, to be investor, creditor and others. Government economic policy can help to overcome economic crisis, create incentives for development, but there are numerous examples when government regulation becomes a key cause of economic decline. So the main problem is identification the desired level of government influence in various spheres of life, the balance between the legal and financial aspects of such impact between government regulation and private decisions.

Consider the features of government economic regulation in Ukraine during recent years by the example of three areas:

- business administration;
- management of state-owned companies;
- fiscal policy in the sphere of expenses.

Government economic policy includes not only these directions, but they

help assess the extent and dynamics of bureaucratic impact on business, measure of the government participation in the redistribution of GDP, objectives and priorities of impact on the economy, which are manifested in the structure of state budget expenses, the government 's role in structural economic reforms.

At the end of 2015 the Ministry of Economic Development and Trade reported about implementation of measures to deregulate business. Among them - the abolition of 16 inefficient regulatory restrictions, cancellation of licensing of 26 types of economic activity, and establishment a uniform order of licensing activities that require it, determination the time of business registration not more than two days; the introduction of centers of administrative services [3].

However, according to the World Economic Forum (WEF) report on the Global Competitiveness Index for 2015-2016 it's necessary to provide for six procedures for starting a business and spend for them 21 days on the average. On the first of these indicators the country takes 57th place from 140th states, and on the second indicator - 101th. In 2008 Ukraine ranked 75th and 61th places respectively from 134th countries according to the report. So, against the trends of development in other countries, the positive dynamics of deregulation process of starting a business in Ukraine is not evident [4; 5].

WEF report also pays attention on the factors that prevent most to business. Comparing the rankings of the first six of these factors for the years 2015-2016 and 2008-2009 is presented in Table 1.

Table 1

**Comparing the ranking of the most problematic factors for doing business in 2008-2009 and 2015-2016 years.**

|   | 2008-2009                 | 2015-2016                             |
|---|---------------------------|---------------------------------------|
| 1 | political instability     | corruption                            |
| 2 | Inflation                 | limited access to financing           |
| 3 | tax rates                 | inflation                             |
| 4 | Corruption                | political instability                 |
| 5 | limited access to finance | tax rates                             |
| 6 | government instability    | inefficient work of state bureaucracy |

*Source: 4; 5*

The list of these factors, which occupied the first six places, remained almost unchanged. Except that in 2008-2009 such factor as inefficient work of state bureaucracy was in the ninth position, and in the 2015-2016 such factor as instability

of the government was in the ninth position. The importance of other factors for these two time periods slightly changed relatively to others, but they belong to the first six factors from this list. Thus, according to this ranking the quality of government functioning as the organization was almost unchanged in 2015 compared to 2008.

Indirect evidence of preservation the distrust of business to public authorities is dynamics of the shadow activity. Thus, the shadow economy in the first nine months of 2015 is defined at 40%, one percentage point less than in 2014, but five percentages higher compared to 2013. It means that measures for deregulation background of political and economic problems that take place in Ukraine, not encourage private business to get out of the shadow economy. [6, p.3]

Cabinet of ministers of Ukraine in December of 2015 approved the roadmap - a set of measures to accelerate and simplify procedures for starting a business, obtaining construction permits, registering of property rights. Also these measures need to contribute in solving the problems of insolvency regulation, enforcement of contracts and so on. It would be possible to check the achieving of these goals in two years [7].

Execution the function of public administration in Ukraine is performed by a relatively constant number of officials (Table. 2). In 2013 there was a sharp increase in the number of state servants and local government officials. In 2014 their number decreased, but remained higher compared with the period 2010-2011. Compared with 2005 the total number of civil servants and local government officials increased by 12.1% in 2014, the number of civil servants - by 19.7%. The population of Ukraine during this period decreased by 9%.

Table 2

**Number of civil servants and local government officials  
on December 31 of relevant year**

|                                                                             | 2005  | 2009  | 2010  | 2011  | 2012  | 2013  | 2014  |
|-----------------------------------------------------------------------------|-------|-------|-------|-------|-------|-------|-------|
| Number of civil servants and officials of local government, thous. persons; | 339   | 384,2 | 379,3 | 367,3 | 372,9 | 433,3 | 380,3 |
| including number of civil servants, thous. persons.                         | 247,1 | 283,4 | 279,5 | 268,1 | 274,7 | 335,3 | 295,7 |

*Source: [8, p. 6-7]*

According to the Ministry of Economic Development and Trade of Ukraine, the share of the public sector in 2011 was 0.9%, in 2013 it decreased to 0.7%, and for the first nine months of 2015 was 7%. Thus the share of sales changed from 10.1% in 2011 to 9.2% in 2013 and 15.1% in the first 9 months of 2015 [9].

In 2015 in Ukraine there were 1827 state-owned enterprises, including operating - about half of them. 100 top state-owned enterprises account for about 80% of the revenue of the public sector and 90% of assets. The value of their assets on September 30 in 2015 was about 20% in the total value of assets of large and medium enterprises in Ukraine. Financial results of the top 100 state-owned enterprises for 2014 - a loss 116.6 billion of UAH. The financial result of all medium and large enterprises - loss 389.1 billion of UAH. So, the loss of the top one hundred state-owned enterprises was about 30% in the total loss. In 2013 the loss of state enterprises amounted 16 billion of UAH, and their share in the total amount of loss of medium and large enterprises accounted for about 44% [10].

In 2014 NJSC “Naftogaz of Ukraine” has incurred losses amounting to 88 billion UAH (almost 76% of the total loss). In 2015 the loss amounted about 25 billion UAH [11]. Decrease of losses occurred due to increase of gas price for end consumers more than tripled since April 2015. At the same time in 2015 budget expenses for provision of housing subsidies for the population to compensate for the increase in energy tariffs (including to cover deficits of companies providing related services) amounted to 24.4 billion UAH. In 2016 it's planned to increase this amount to 35 billion UAH. That is, on the one hand, the sum of losses of “Naftogaz of Ukraine”, which is covered from the budget, was reduced. On the other hand, the amount of budget expenses on subsidies increased. The same policy of redistribution of budget expenses for the payment of subsidies instead to cover losses is planned in 2016 [12].

According to estimates of the Ministry of Economic Development and Trade activity of state-owned enterprises in Ukraine is characterized by poor standards of corporate governance, the presence of strong ties between them and the government, resistance a management to change, system of protection of SOEs from external competition [10, p.6]. According to words of the former Minister of Economy A. Abromavychus, “it is very difficult to restruct the management of state-owned enterprises. There is a catastrophic shortage of skilled personnel, there is a crazy pressure at all levels to change nothing” [13].

It's seems, the logical way out is privatization. But the privatization process in our country is constantly criticized. The main reason for critics is low effectiveness of privatized companies, not higher, than effectiveness of the state-owned companies. The problems can be found in the rules and regulations that govern economic agents in process of making decisions, unfavorable macroeconomic situation and weak foreseeable future. These factors lead to rent seeking behavior of owners, the low level of investment in the domestic market with significant capital outflows for foreign market, commitment to lawless actions in the sphere of economic activity. It seems that the state bureaucracy, which manages state

property, and many of the private owners realize the identical behavior model. It's purpose is to ensure an acceptable level of personal incomes in the short term. And the sum of these incomes is not connected with financial results of enterprisers, which they own.

State-owned companies can be viable, if they work in a competitive environment, in the absence of special status. In such circumstances they realize their inherent advantages: less dependence on the current situation, a longer planning horizon, performance of stabilizing function in the economy in terms of rent seeking behavior of private owners. On the other hand, the provision of privileges to state-owned companies by providing them an access to more profitable business operations, establishing a special relationship with the tax agencies display these companies outside the competitive environment and market discipline [14, p.48, p.54-55].

Large private owners in Ukraine also seek opportunities to receive from the state specific business environment. As a result, the competitiveness of many companies, which belong to the sphere of big business, is determined not by their efforts in marketing, production, management, but by benefits received as the result of the merger of government and business, successful lobbying by individual business groups their interests.

One of the most important areas of government regulation is fiscal policy. State participation in the redistribution of GDP in Ukraine is rather high. In 2011-2015 the shares of revenues and expenses of the state and consolidated budgets in GDP fluctuate within a few percent. In 2015 there is an increase in their sums compared with previous years (Table 3).

Table 3

**The share of revenues and expenses of the consolidated and state budget in GDP \***

|                                                             | 2011 | 2012 | 2013 | 2014 | 2015 |
|-------------------------------------------------------------|------|------|------|------|------|
| The share of revenues of consolidated budget in GDP (%)     | 30.7 | 31.7 | 30   | 28.7 | 32.9 |
| The share of expenditures of consolidated budget in GDP (%) | 32.1 | 35   | 34.5 | 33   | 34.3 |
| The share of revenues of state budget in GDP (%)            | 24.2 | 24.6 | 23.2 | 22.5 | 27   |
| The share of expenditures of state budget in GDP (%)        | 25.7 | 28.2 | 27.5 | 27.1 | 29.1 |

\* Without Autonomous Republic of Crimea and Sevastopol

Source: [15]

Through the state budget the larger part of GDP is redistributed in comparison with local budgets. Analysis of the structure of its costs for the 2011 - 11 months of 2015 makes possible to identify such trends.

The expenditures for implementation of state governance functions increased annually and for 11 months of 2015 and exceeded the sum of 2011 to 64.6% (Table 4). For obvious reasons defense expenses increased in 2014-2015. In 2015 their amount more than twice exceeded the amount of 2011. In 2014 expenses for public order, security and judicial power, housing, social protection and social security increased compared to 2013. Expenses on other budget lines have been cut. Judging by the amount of expenses in 11 months of 2015 expenses for economic activity, health and education will be reduced in 2015. But expenses on social protection and social security will continue to grow according to the planned budget for 2016.

Table 4

**The structure of expenses of the State budget  
in 2011 and 2015 (11 months).**

|                                       | Change in expenses in 2015 (11 months) compared to 2011 (%) | Share in structure of expenses (without intergovernmental transfers) in 2011 | Share in structure of expenses (without intergovernmental transfers) for 11 months of 2015 |
|---------------------------------------|-------------------------------------------------------------|------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------|
| State administration                  | 164,6                                                       | 16,76                                                                        | 27,79                                                                                      |
| Defense                               | 206,7                                                       | 5,55                                                                         | 12,59                                                                                      |
| Public order, security and judiciary  | 137,6                                                       | 13,59                                                                        | 13,51                                                                                      |
| Economic activities                   | 76,9                                                        | 18,77                                                                        | 8,47                                                                                       |
| Environmental protection              | 86,3                                                        | 1,26                                                                         | 0,92                                                                                       |
| Housing and utilities                 | 34,4                                                        | 0,14                                                                         | 0,003                                                                                      |
| Health care                           | 103,5                                                       | 4,29                                                                         | 2,44                                                                                       |
| Spiritual and physical development    | 127,2                                                       | 1,61                                                                         | 1,78                                                                                       |
| Education                             | 105,3                                                       | 11,41                                                                        | 7,83                                                                                       |
| Social protection and social security | 126,8                                                       | 26,63                                                                        | 24,67                                                                                      |

*Source: compiled from data [15]*

Data show that in recent years, for which several governments has changed, the state is quite an active participant of the economic processes. Institution of government economic regulation is remained on the same path of development, ie basic rules of impact on the economy, the principles of administration of state property are unchanged. Only on such areas as business administration measures to reduce pressure on business are announced.

Many scientists oppose private entities with their aspirations, interests, motivation and the government. A government is determined responsible to overcome the structural imbalances of the national economy, to solve social problems, which are exacerbated in process of market transformation. But from our point of view, under Ukrainian realities decisions of representatives of government and private business are often made using the same rules of economic behavior. The political elite, state bureaucracy and some representatives of business circles are interconnected, have common interests, and the government now is not able to manage resources more effectively than private sector.

Consider two scenarios of development of the institution of state economic regulation. According to the first, government tries to promote structural reforms and identifies priority areas for development and support certain sectors of the national economy, using privileges, special conditions of business, government investments. In the second scenario, the government facilitates business administration, reduces the share of state property, reduces the share of GDP, which is redistributed through the budget by reducing the tax burden and focuses on decision the problems of social support, internal and external security through the structure of budget expenses. In our view, the second scenario, firstly, is less expensive, and secondly, its implementation would have a higher economic impact, basing on the existing condition of the institution of state economic regulation.

In recent years the government's economic policy has not contributed to ensuring sustainable development in Ukraine on an innovative basis. Non-state entities are also prone to rent seeking. In the context of limited financial resources of the state budget the government would focus on creating conditions for the development of market institutions: private property, entrepreneurship, competition.

### **Conclusions**

Analysis of trends of the government influence on the economy in several directions allows the following conclusions. Despite the declared course to simplify administrative regulation of business, Ukraine in recent years insignificantly improved conditions for starting a business compared to other countries of the world. Unclear is the fact of increasing a number of government officials in 2014 compared to each year from the period 2009 - 2012.



Over the recent five years the share of public sector enterprises has increased. In 2013-2014 the first hundred of the biggest state-owned enterprises were unprofitable on the average, and their share in total losses of all medium and large enterprises was greater than their share of assets in the total value of assets of large and medium enterprises of Ukraine.

State participation in the redistribution of GDP, as measured by share of revenues and expenditures of the state budget in GDP, is the largest for the last five years in 2015. Analysis of the structure and dynamics of government expenses revealed a trend of rising the shares of expenses in their total amount for public administration and defense in 2015 compared to 2011. Thus in 2015 expenses for defense, state administration, public order, security and the judiciary, social protection and social security (which share in the structure of expenditures is more than 10%) increased the most. Expenses that are connected with development of human resources and economic development the most, decreased by the share and decreased or not changed in absolute value.

Over the past few years the existing rules and regulations of state economic regulation prevent the change of the work principles and the number of bureaucrats, more effective management of state property, the reorientation of expenses to promote economic development. In the context of limited financial resources, corruption, which has a significant impact on the quality of decision-making, government economic policy would be aimed at creating conditions for the development of private business. The priorities of government economic regulation should be the reduction of regulatory constraints to business, reduction the share of state ownership in the economy and reduction the share of GDP, that is redistributed through the budget.

In view of these results further research would be devoted to developing measures of government economic policy aimed at development of market institutions in Ukraine.

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## **DEVELOPMENT OF SOCIAL STATE IN THE CONDITIONS OF TRANSFORMATIONAL ECONOMY**

Ensuring sustainable development of the social state becomes topical in conditions of transformational economy. Ukrainian scientists studying the question of the social state concentrate their attention on legal aspects of democratic states' development, differences between models of social states, issues of state's financial policy in the social sphere, ensuring social protection, the functioning of pension and other funds for social protection of population. The scarcity of financial resources at the disposal of the state, the presence of substantial financing needs of different sectors and areas requires determining features and priorities of funding of sustainable development in the context of building a national model of social state, which will become decisive for the formation of appropriate legal, financial, institutional and other components. Therefore, the research of theoretical and practical issues of development of the social state as well as the determination of its interrelation with financial issues of ensuring sustainable development is topical nowadays.

The main objective of this article is to reveal theoretical and practical issues of implementation of the financial policy of the social state to ensure sustainable development, to determine its features and areas of improvement in Ukraine, taking into account the world experience.

Conclusions and generalizations are presented according to results of the analysis of indicators of sustainable development of Ukraine, the USA, Germany, Japan, France, Latvia and Poland in 2010 - 2014 respectively, used in international practice. Features of development and funding of Ukraine as a social state are defined. Moreover, factors determining these features are analyzed and difficulties ensuring the sustainable development of Ukraine as a social state are revealed.

The formation of a balanced national policy of development of the social state requires the consideration of national priorities and world achievements as well as the compliance with global standards and approaches to ensuring sustainable social development.

*The task of the state lies in the formation of an integrated approach to the development of the social state, balanced institutional and financial policy; conducting reforms in the public sector in order to ensure the effectiveness of both public sector of economy and business environment; trust and a positive investment climate in the country, providing political and macroeconomic stability, implementation of international standards of investment activity; laying foundations to ensure publicity, transparency and simplicity of the inclusion of the private sector and business entities of different forms of ownership to investment projects, which are being realized. As for the prospects of further research, the attention of researchers should be paid to increasing the effectiveness of redistribution and the use of GDP in countries with economies in transition, trust of economic agents to the state, the revitalization of their economic and innovative investment activity for ensuring economic development, attracting financial resources to banking and budget systems, strengthening financial responsibility and financial monitoring over the use of resources and reserve accumulations. The above mentioned provides for the adoption of appropriate financial, organizational and legislative decisions, for example, on areas of investment of reserved funds and the improvement of institutional component of management of financial flows.*

**Keywords:** financial policy, social state, sustainable development, financing of social development, social sphere.

**Kuczer G. Rozwój państwa socjalnego w warunkach gospodarki w okresie transformacji**

*Artykuł poświęcono ukazaniu teoretycznych i praktycznych problemów państwa socjalnego. Uogólnienia i wnioski oparto na analizie wskaźników zrównoważonego rozwoju Ukrainy, USA, Niemiec, Japonii, Francji, Łotwy i Polski w latach 2010-2014, stosowanych w praktyce międzynarodowej; określono specyfikę rozwoju i finansowania Ukrainy jako państwa socjalnego; przeanalizowano czynniki determinujące tę specyfikę, jak również przedstawiono trudności w zabezpieczeniu zrównoważonego rozwoju Ukrainy.*

**Słowa kluczowe:** polityka finansowa, państwo socjalne, zrównoważony rozwój, finansowanie rozwoju społecznego, sfera socjalna

**Кучер Г.В. Розвиток соціальної держави в умовах трансформаційної економіки**

*Стаття присвячена розкриттю теоретичних та практичних питань розвитку соціальної держави. За результатами проведеного аналізу показників сталого розвитку України, США, Німеччини, Японії, Франції, Латвії та Польщі в 2010 - 2014 роках, що використовуються в міжнародній практиці, наведено узагальнення та висновки; визначено*

особливості розвитку та фінансування України як соціальної держави; проаналізовано фактори, що визначають ці особливості, виявлено труднощі забезпечення сталого розвитку України як соціальної держави.

**Ключові слова:** фінансова політика, соціальна держава, сталий розвиток, фінансування суспільного розвитку, соціальна сфера.

**Кучер Г.В. Развитие социального государства в условиях трансформационной экономики**

Статья посвящена раскрытию теоретических и практических вопросов развития социального государства. За результатами проведенного анализа показателей устойчивого развития Украины, США, Германии, Японии, Франции, Латвии и Польши в 2010 - 2014 годах, используемых в международной практике, сделаны обобщения и выводы; определены особенности развития и финансирования Украины как социального государства; проанализированы факторы, определяющие эти особенности, и выявлены трудности в обеспечении устойчивого развития Украины.

**Ключевые слова:** финансовая политика, социальное государство, устойчивое развитие, финансирование общественного развития, социальная сфера.

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## Introduction

In the conditions of cyclical economic development, the lack of sufficient resources in countries that are in a recession or are determined by social philosophy concerning the formation of different kinds of funds to ensure the adequacy of the standard of living of all citizens, questions appear again on the share of GDP that is redistributed to finance such expenditures, social consequences of this redistribution, the effectiveness of their mechanisms and their complications given the openness of national borders.

Depending on the social order, the level of social development, economic and financial potential and prevailing scientific approaches and concepts, governments of countries conduct their own financial policy aimed at social development. The complexity of solving these questions is that the same implemented policy can have different consequences, depending on financial and other conditions imposed by the mechanism of its realization and others. At the present stage of social development by declaring itself as a social state in the Constitution [1], Ukraine must define features, directions and priorities of developing a model of national development, which will become a determining factor in developing its legal, financial, institutional and other components. Not taking into account national peculiarities, traditions, cultural, psychological and

other internal and external factors negatively affects the social development of the country and requires further research of their impact.

### **Analysis of recent research**

Classical theories of social contract (Thomas Hobbes, John Locke, Jean-Jacques Rousseau and Immanuel Kant) substantiate foundations of society and state, based on purely rational grounds. H. Heller's scientific approaches on introduction of the term social state, the formulation of social rights and social functions of state, works by G. Ritter, K. Hesse, A. Brown, D. Rolls, D. Yankelovych, M. Gode on the status of person in theories of the social state, etc. made a decisive influence on the development of financial systems in modern states.

Scientific developments of such scientists as E. Andersen, L. Erhard, R. Klaptham, A. Müller-Armak, F. Hayek, S. Blankart, N. Volgin, V. Oyken, P. Rozanvallon, M. Gora, Mc Taggart and others are aimed at showing peculiarities of the social sphere, financial support for social protection. Scientific works of such foreign scientists as J. Buchana, A. Wagner, J. Keynes, M. Musgrave, H. Heller and others as well as Ukrainian researchers L. Barannik, T. Boholib, O. Vasylyk, V. Voronkov, B. Geyets, B. Gorin, A. Gritsenko, L. Il'chuk, B. Kvasnyuk, G. Kondratyev, A. Kirilenko, A. Krysovatty, L. Lysyak, E. Libanova, O. Ovseyenko, E. Saveliev, V. Tropina, V. Fedosov, I. Chugunov are devoted to state financing of social sphere. Works of domestic researchers such as I. Kirnos, I. Tymkiv, A. Pankevych, Y. Zaitsev and others are about the development of the social state in a legal context. Yet given global trends of growth of public expenditures on its funding, worsening of social tension in various countries and growing needs for ensuring sustainable development given question remains extremely urgent.

Ukrainian scientists studying the question of the welfare state concentrate their attention on the following areas: legal aspects of democratic states' development and their differentiation by criteria of social security; differences between models of welfare states; theoretical and methodological issues of formation, improvement of state's financial policy in the social sphere; the question of budget policy, ensuring social protection and developing the social sphere, some of question of functioning of pension and other funds for social protection of population.

Global organizations carry out various studies on the social protection (for example, according to income level, standard of living, retirement age, employment or unemployment among women, children, etc.), on the analysis of a condition of social protection of various segments of the population, groups etc. They propose to solve said issues by providing their financial and credit assistance to address issues of socio-economic development, raising the level

of social protection in developing countries or in the countries that are in the process of transformation.

In Ukraine, the research of the mentioned issues is fragmentary in nature. Although the issue of increasing the degree of social protection of the population, the quality of providing and sources of funding of public services has been extremely important for a long time, still not enough attention is paid to the disclosure of interrelations between the development of the social state and its sustainable development.

### **Research goals**

The main objective of this article is to reveal theoretical and practical issues of implementation of the financial policy of the social state to ensure sustainable development, to determine its features and areas of improvement in Ukraine, taking into account the world experience.

### **Results**

By identifying elements of the social state's model one makes correction of its weight centers and clarifies factors contributing to the improvement of the mechanism of its operation and its management institutes. Functioning of a state as a social one needs political, legal and institutional regulation of its economic system for implementation of economic, social, spiritual, cultural and other human rights, for ensuring the welfare and living standards of citizens.

The sustainability of society index (SSI) [2] was introduced to the world in 2006. "A sustainable society is a society that meets needs of the present generation, which does not compromise the ability of future generations to meet their own needs, in which each human being has the opportunity to develop itself in freedom, within a well-balanced society and in harmony with its surroundings [3, p.15].

The evaluation of sustainability of society is carried out on a ten-system, where 1 - is the lowest figure, and 10 – is the most stable figure in terms of the following groups (human health - HW, environmental protection - EW, economic well-being - EcW). Also it is based on the following indicators: sufficient food, sufficient water, the presence of conditions for prevention of the spread of disease, education level, healthy life, gender equality, fair income distribution, population growth, good governance, biodiversity, sustainable use of renewable water resources, levels of energy consumption, energy saving, greenhouse gases, sustainable use of renewable energy, the progress of conversion to organic farming, the use and depletion of material resources, the use of GDP, access to the labor market and public debt. These indicators reflect such areas as basic needs, health, personal and public health, natural resources, climate and energy, development, economy.



In the context of sustainable development indicators Ukraine is characterized by indicators that are graphically shown in Figure 1. These data show that in terms of the use of GDP, savings rate, good governance, a measure of the sustainable use of renewable energy, a measure of the progress of conversion to organic farming, energy consumption level, energy savings, access to the labor market, we have slight results.



**Figure 1.** Indicators of Sustainable Development of Ukraine in 2014 according to international experts

**Source:** Sustainable Society Foundation // <http://www.ssfindex.com/information/indexes/>

At the same time, there are indicators, such as the formation of greenhouse gases, where we get 4 points out of 10 possible ones. This figure can be assessed in different ways. On the one hand, as if this indicates a better ecology, but on the other hand, it also indicates a low level of industrial production in the country. Regarding such indicator as a level of public debt, we are approaching the maximum (almost 8.5 points out of 10 maximum), which in the condition of the low level of savings and the use of GDP indicates the difficulties to ensure sustainable development.

International experts in their research identified the sustainable development indicators for Ukraine (Table 2). These data show that the best indicators according to the criterion “human health - HW» have Germany, Japan, Latvia and Poland. Regarding the indicator “environmental protection - EW» we have the best results after Latvia. Moreover, data indicates improvement in this area. However, in our opinion, it is a result of the low level of industrial development in the country and the processes, which took place in 2010-2014, respectively. Regarding the indicator “economic well-being - EcW» we have its significant deterioration during the analyzed period.

Financing the social development in Ukraine has its own differences, reflecting not only historical and national characteristics, but also economic and demographic factors.

Table 2.

**Ukraine and selected countries in the system of indicators  
of sustainable development**

| Indicators | HW   |      |      |      |      | EW   |      |      |      |      | EcW  |      |      |      |      |
|------------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|
| Country    | 2006 | 2008 | 2010 | 2012 | 2014 | 2006 | 2008 | 2010 | 2012 | 2014 | 2006 | 2008 | 2010 | 2012 | 2014 |
| Ukraine    | 33   | 26   | 25   | 31   | 33   | 105  | 93   | 89   | 98   | 88   | 43   | 39   | 46   | 54   | 75   |
| USA        | 40   | 40   | 39   | 43   | 40   | 136  | 137  | 135  | 131  | 139  | 39   | 44   | 72   | 120  | 96   |
| France     | 18   | 14   | 14   | 12   | 12   | 119  | 114  | 116  | 123  | 123  | 28   | 26   | 31   | 51   | 51   |
| Germany    | 4    | 4    | 2    | 4    | 3    | 123  | 124  | 125  | 126  | 128  | 23   | 23   | 20   | 29   | 29   |
| Japan      | 5    | 5    | 4    | 3    | 4    | 121  | 119  | 117  | 121  | 122  | 74   | 91   | 99   | 100  | 109  |
| Latvia     | 20   | 28   | 27   | 39   | 27   | 100  | 101  | 84   | 75   | 81   | 13   | 7    | 11   | 22   | 12   |
| Poland     | 24   | 24   | 24   | 23   | 29   | 91   | 102  | 105  | 108  | 110  | 48   | 32   | 21   | 19   | 19   |

**Notes:**

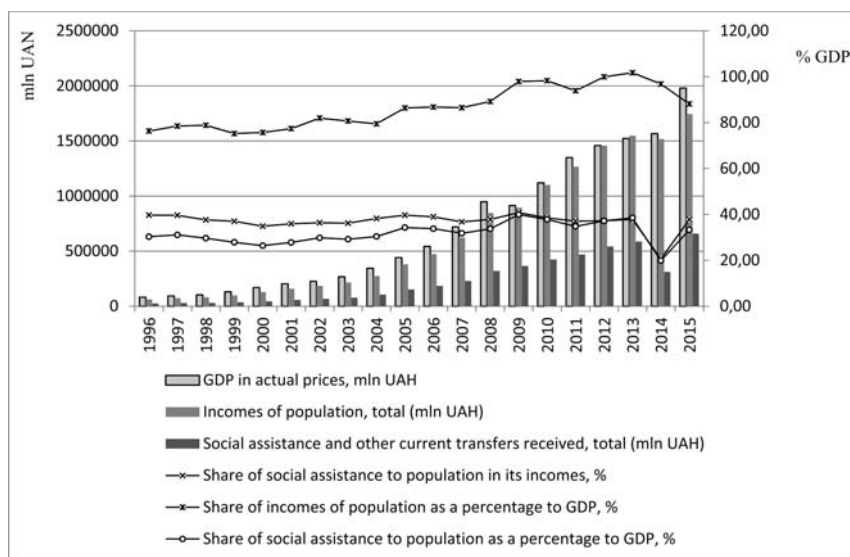
1. Conducted according to data of the SSI-2014 // <http://www.ssfindex.com/ssi2014/wp-content/uploads/pdf/SSI2014.pdf>
2. Ranging of 151 evaluated countries according to index's deterioration.

In conditions of the absence of economic recession and a stable population reproduction, the resource providing of the social state is based on the effective use of GDP, technical and technological progress, the formation of innovation economy, maintaining optimal indicators of debt load of the state, increasing savings “on the basis of ability to pay” of population, which does not create inequality between different generations.

The question of mobilizing financial resources of economic entities for business development, financing public needs in the context of adherence of sustainable development criteria becomes actual in the conditions of economic recession, the output of which is complicated by the imperfection of systemic market reforms, a low level of development of the industrial production and other indicators, as noted above, as well as in the conditions of “aging society”, external social and labor migration, foreign military, economic and energy threats.

For transformational economic systems, including Ukraine, social security issues and social protection are extremely important especially in conditions of deterioration of demographic situation, the reduction of living standards, significant amounts of transfers from the state budget to the pension fund and local budgets to finance the announced social guarantees and to provide social services carried out from the state and local budgets.

With the general trend to GDP growth (at actual prices) during 1996 - 2015 years, indicators of income of the population also had a general tendency to grow (see Figure 2) in Ukraine. The above data demonstrate an increase of their sizes in the presence of oscillations from 75.2% of GDP in 1999 to a maximum rate of 101.71% in 2013. Comparing the indicators of income of the population in Ukraine and the EU countries, we should note the following. First, the current steady trend towards growth of GDP per capita in Ukraine in the national currency is present. For example, in 2004 the given indicator was 7.25 thousands UAH and already in 2015 - 46.11 thousands UAH. Therefore, it has grown in more than six times. The largest increase occurred in 2015 - on 11.21 thousands. In studying this indicator, it is necessary to take into account the exchange rate fluctuations of the national currency against foreign currencies (such as the US dollar and / or euro). According to the World Bank, in 2014 Ukraine was on the 140th place among 213 world countries in terms of gross national income per capita (3560 US dollars) [4].



**Figure 2.** Indicators of GDP and income of the population in Ukraine in 1996 - 2015 [5].

According to official data of the EU-SILC (EU-statistics on income and living conditions), based on indicators of income and social expenditures in the EU countries [6, p.15] and materials of other research [7, p. 90 - 94], the GNP per capita varied within the EU-28 member states and was 27, 3 thousands Euro in the end of 2014. During the period of 2004 - 2014, the total GNP of these countries has increased by 2.905 trillion Euro despite the fact that there has been a significant reduction of it in 2009 and 2012 respectively. For comparison, GNP per capita in the USA in 2014 equaled 41.1 thousands Euro.

“The quality life of the population depends largely on the pension provision of elderly people and the confidence in the future of individuals who work” [8]. Sizes of social assistance and received transfers in this area had been increasing in specified period in Ukraine (with the exception of 2014, when the given indicator in absolute amounts dropped by 53 per cent to the previous year and amounted 311,360 millions UAH, but in 2015 it has increased and totaled 658.465 millions UAH.). There have been fluctuations in the share of social assistance to the population as a percentage of GDP (it was the lowest in 2014 - 19,87%, and it was the highest in 2009 - 39.92%).

Since 2012 [9] social priorities have been established in Ukraine to "... preserve and accelerate human development by improving the efficiency and stability of social protection, to improve the quality and accessibility of health care and education". Simultaneously it was and it currently is important to do deshadowing of "... the economy and incomes of population that will provide increased revenues to budgets and funds of obligatory state social and pension insurance without increasing the fiscal burden and respecting the principle of fairness in the provision of public services".

The complexity of implementing financial policy in Ukraine through social and pension funds depends on objective and subjective factors: understated social standards (the minimum pension and the minimum wage do not cover every day human needs); many people either lost or exchanged savings deposits in "Oschadbank" of Ukrainian Soviet Socialist Republic and Ukrainian State Insurance of Ukrainian Soviet Socialist Republic on such terms that had undermined trust in the state accumulation system and the insurance system. Crisis situations in servicing the public debt papers in the 90s and in the banking sector as a whole have formed a distrust for all government initiatives. Hence, the difficulties of financing the development of Ukraine as a social state are also related to the question of mistrust and low activity of civil society to address them.

### **Conclusions**

The formation of a balanced national policy of development of the social state requires consideration of national priorities and world achievements as well as compliance with global standards and approaches to ensuring sustainable social development. The task of the state lies in the formation of an integrated approach to the development of the social state, balanced institutional and financial policy; conducting reforms in the public sector in order to ensure the effectiveness of both the public sector of economy and the business environment; trust and a positive investment climate in the country, providing political and macroeconomic stability, implementation of international standards of investment activity; laying foundations to ensure publicity, transparency and simplicity of the inclusion of the private sector and business entities of different forms of ownership to investment projects, which are being realized, including approaches of public-private partnerships, or they may be of interest to non-governmental pension funds as institutional investors.

As for the prospects of further research, the attention of researchers should be paid to increasing the effectiveness of redistribution and the use of GDP in countries with economies in transition, trust of economic agents to the state, the revitalization of their economic and innovative investment activity for ensuring economic development, attracting financial resources to banking and budget

systems, strengthening financial responsibility and financial monitoring over the use of resources and reserve accumulations. The above mentioned provides for the adoption of appropriate financial, organizational and legislative decisions, for example, on areas of investment of reserved funds and the improvement of institutional component of management of financial flows.

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## **THE IMPROVEMENT OF STATE REGULATION MECHANISM OF REGIONAL DEVELOPMENT DURING THE PERIOD OF ECONOMIC STAGNATION**

*In the article during the process of investigation of the mechanism of state regulation of regional development in the period of economic stagnation the author proposed 4-step process of development and implementation of strategies of regional economic systems and methodical complexes, which are suitable to the tasks of each stage. Formulated scientific guidelines for the organization of operational cooperation of "center - regions" in a period of stagnation.*

**Keywords:** regional development, state regulation mechanism, economic stagnation, the interaction of the "center - regions".

**Jemeljanowa E., Udoskonalenie mechanizmu regulacji państwowej rozwoju regionalnego w okresie stagnacji gospodarczej**

*Autorka artykułu, poddając analizie mechanizmu regulacji państwowej w sferze rozwoju regionalnego w okresie stagnacji gospodarczej, zaproponowała 4-etapowy model rozwoju i realizacji strategii regionalnych systemów gospodarczych. W pracy znalazły się także wskazówki metodycznych przyporządkowane do zadań z każdego z etapów procesu. Sformułowano rekomendacje naukowo-metodyczne dotyczące organizacji i współdziałania operacyjnego na linii „centrum – regiony” w okresie spowolnienia gospodarczego.*

**Słowa kluczowe:** rozwój regionalny, mechanizm regulacji państwowej, stagnacja gospodarcza, współdziałania „centrum – regiony”

**Ємельянова Е.М. Удосконалення механізму державного регулювання регіонального розвитку в період економічної стагнації**

*У статті автором у процесі дослідження механізму державного регулювання регіонального розвитку в період економічної стагнації запропонований 4-етапний процес розробки і реалізації стратегій регіональних економічних систем та методичні комплекси, адекватні завданням кожного з етапів процесу. Сформульовано науково-методичні рекомендації з організації оперативної взаємодії «центр - регіони» в період стагнації.*

**Ключові слова:** регіональний розвиток, механізм державного регулювання, економічна стагнація, взаємодія «центр - регіони».

*Емельянова Е.Н. Усовершенствование механизма государственного регулирования регионального развития в период экономической стагнации*

*В статье автором в процессе исследования механизма государственного регулирования регионального развития в период экономической стагнации предложен 4-этапный процесс разработки и реализации стратегий региональных экономических систем и методические комплексы, адекватные задачам каждого из этапов. Сформулированы научно-методические рекомендации по организации оперативного взаимодействия «центр - регионы» в период стагнации.*

**Ключевые слова:** региональное развитие, механизм государственного регулирования, экономическая стагнация, взаимодействие «центр - регионы».

## Introduction

The uncertain prospects of the global economy's development, against the background of increasing interdependence between its separate parts as a result of trade and financial integration, dictate the feasibility of strategic adjustments to the development of national and regional economic systems.

The aftermath of the recent economic crisis may be regarded as irreversible for some emerging economies, such as Mexico, Russia and Turkey, due to the fact that, in 2013–2015, a significant proportion of the shrinking volume of production was lost irreparably. Thus, the question remains open whether the countries – growth centres – are capable of propelling economic development in the event of recession in the developed countries.

According to the point of view generally accepted by the expert community, any near-term recovery of the global economy would be either limited or unsustainable, i.e. U or W-shaped. The key reason lies in the side effects of the credit crunch, as well as in reducing the causes of the recession solely to the optimisation of financial instruments, while ignoring the issues of limits to the efficiency of economic processes, imbalances between production and consumption, and growing social inequality. In this context, the need arises for rethinking of administration strategy both at the level of the national economy as a whole and at the level of regional economic systems.

The projected global economic stagnation must be adequately addressed when shaping and implementing the mechanisms of government economic regulation.



Regional dynamics, their nature and current status remain in the focus of continuous research by Ukrainian scientists and experts, mostly due to the high level of differentiation between Ukrainian regions and the growing regional disproportions. S. Bila, A. Vlasyuk, V. Vorotin, Ya. Zhalilo, O. Shevchenko, V. Zhuk, M. Kushnir, and L. Fedulova devoted their works to this issue. However, given the expected stagnation in the global economic system, adjustments are required to the existing conceptual approaches and methodological support applied in the regional development under favourable environment, which motivated the choice of this research topic.

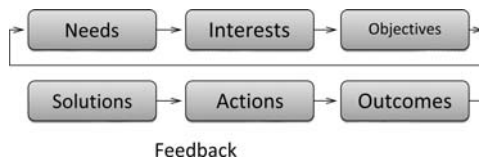
### Statement of research objectives

Suggest, with regard to the nature of the strategic administration process, improvements to the mechanism of government regulation of regional development during economic stagnation and establishment of prompt interaction between the centre and regions during the period of stagnation.

### Results

The State and a system of its bodies, as the entity of governance and governed objects, do not exist in the society all by themselves, and if they do, their rationality and efficiency are quite low. It is only through their interaction that they generate development factors and make it possible for people to address their problems. The mechanism proposed below would embody such interaction.

The social mechanism behind the establishment and implementation of state administration is understood as the aggregate of and the logical interrelation between social components, processes and patterns, whereby a subject of state administration (or components thereof) 'captures' the society's needs, interests or objectives related to controlling actions, formalises them in its administrative decisions or actions and, relying on state authority, implements them in practice. In other words, this is a mechanism behind social 'saturation' (filling) of state administration that, through the use of this mechanism's potential, acquires the desired conditionality, validity, and efficiency (Fig. 1).



**Fig. 1.** Social mechanism behind the establishment and implementation of state administration

In this sense, social mechanism not only draws attention to the legal, functional or organisational patterns and procedures for the establishment and im-

plementation of state administration (which many legal scholars often restrict themselves to), but also dictates the need to determine, for each administrative phenomenon, in conjunction with, based on and together with them, its social function, social role and values in social movement. Unless this mechanism and evaluation of each of its components are given due regard, awareness of state administration phenomena may sometimes assume a purely perfunctory character.

The existence and development, content and forms, areas and essence of improvements to state administration, all its other aspects and manifestations are determined by the objective needs of society to coordinate actions and behaviour of people in a purposeful, organising, governing and imperative manner, to ensure interrelations and alignment between numerous active groups. The necessity of and deep interest shared by every individual, group, community of people in the establishment, maintenance of and improvements in the regular and rational relations with other individuals, groups, communities, their concern for orderly conduct of the affairs of public importance, for scientifically valid course of manufacturing, scientific and technological, spiritual and other processes generate a synthesised or, one might say, a universal need for administration in general and state administration in particular.

Our research, with regard to the nature of the strategic administration process, has established that the state administration mechanism for regional development during economic stagnation, from its planning to implementation, keeps in line with the process of strategic state administration and represents distinctive 'feedback' between the process of implementing the strategy of socio-economic development and the status of its administered objects, i.e. a regional economic system and the national economic system considered in the context of its ability to meet the needs for the society's survival and development (Fig. 2). Here, these objects' key systemic characteristics to be preserved in the administration process include sustainability, integrity (as self-sufficiency and emergence) and adaptivity. Objectives of the mechanism have been worded within the terminology of system approach and evolutionary economics that form the basis for cognitive modelling of economic system development during stagnation.

Conceptual support for sustainability, integrity, and adaptivity of a regional economic system in the stagnation environment is carried out at the first stage of the process of state regulation of regional development during economic stagnation, called 'definition of strategic objectives in regional development'. This stage is implemented using analytical techniques of strategic analysis and forecast.

The second stage, i.e. 'coordination of development objectives between a regional economic system and the national economic system', intended to pro-

vide conceptual support for the national economic system's integrity and for the co-evolution of a regional economic system during their strategic development, is implemented by applying the technologies of systems analysis and objective-based management techniques to the strategic planning process. According to these approaches and techniques, not only should objectives in the development of parts not contradict those of the development of the whole, but should also ensure the system emergence and integrity through their high coherence.

The third stage entails the implementation of the regional economic system strategies and involves achievement of the first-stage objectives in practice. To accomplish it, methods and technologies to ensure security (food, energy security) are applied; clustering is developed; the share of organic and network structures is increased at the expense of hierarchical and vertical ones.

The fourth stage involves the achievement of the tasks set at the second stage of the process (Fig. 2).

| Process stage                          | 1. Definition of strategic objectives in regional development                                          | 2. Harmonisation of regional and national economic system strategies                                                                              | 3. Implementation of regional economic system strategy                                                                                            | 4. Prompt interaction between the centre and regions during implementation of regional and national economic system |
|----------------------------------------|--------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------|
| Responsible authorities and structures | Regional authorities, consulting companies, local self-government representatives                      | think tanks under Ukraine's National Security Council, National Institute for Strategic Studies or other analytical centres, Cabinet of Ministers | Regional authorities                                                                                                                              | Cabinet of Ministers, government authorities with special status                                                    |
| Objective of the stage                 | conceptual support for the RES sustainability, integrity, and adaptivity in the stagnation environment | conceptual support for the NES integrity and for the RES co-evolution during their strategic development                                          | achievement of Stage 1 objectives in practice                                                                                                     | achievement of Stage 2 objectives in practice                                                                       |
| Methodological support                 | analytical techniques of strategic analysis and forecast                                               | systems analysis, objective-based management techniques                                                                                           | methods and technologies to ensure security (food, energy security); development of clustering; increased share of organic and network structures | business process re-engineering techniques, data exchange techniques, 'fast' monitoring technologies                |

**Fig. 2.** Improvements to the mechanism of government regulation of regional development during economic stagnation

It involves setting up prompt interaction along the 'centre to regions' lines in the process of implementing regional economic system and national economic system strategies. To implement it, application of business process re-engineering techniques, data exchange techniques, 'fast' monitoring technologies is suggested. ('Fast' monitoring technologies imply the application of the black box concept and evaluation of the incoming and outgoing integral characteristics of the given economic system's functioning).

To implement the expert and analytical functions defined for each stage of the functioning process in the mechanism of government regulation of regional development during economic stagnation, it would be advisable to set up a number of think tanks grouped according to the network principle. Application of CALS technologies would be most appropriate to coordinate activities of such think tanks.

CALS (Continuous Acquisition and Life-cycle Support) technologies represent modern approach to the design and manufacture of high-tech science-based products, which involves application of computer technology and state-of-the-art information technologies to all stages of product life-cycle, providing uniform ways of process control and interaction between all participants in the cycle, such as product customers, suppliers/manufacturers, field and maintenance personnel, implemented in compliance with international standards governing such interaction, primarily through electronic data interchange [1].

It is important to note that the CALS acronym has been around since the mid-1980s. However, its meaning has changed significantly since then. Currently, CALS refers to Computer Acquisition and Life-cycle Support, a strategy to improve systematically the efficiency, productivity and profitability of business processes through the introduction of modern communication techniques among all participants to the process of manufacture, marketing and post-production support of the product.

In this research, the development strategy for a regional economic system and the national economic system, along with recommendations for effective operation of the mechanism of government regulation of regional development during economic stagnation serve as a 'product' of space-distributed think tanks' activities. Application of CALS technologies provides data integration and coordinated think tank activities, as well as accelerates the entire process by simultaneously performing parallel functions (e.g., analysis of the national economic system's potential and forecast of the global economy dynamics).

Thus, the process of strategic state administration in the field of economy requires harmonisation between development objectives for the national economy as a whole and a regional economic system as its component. This process

requires coordinated efforts by the legislative and executive branches of the government, as well as not only the involvement of advisory bodies as generators of administrative decisions, but also making use of the available analytical and expert potential.

Periodic feedback along the 'centre to regions' line is implemented through the application of business process re-engineering technologies and advanced IT technologies.

Currently, as part of the process approach to management, a process-based management model for organisations has emerged, which implies perceiving an organisation as a set of processes. Transition to this management model is achieved by applying the Business Process Re-engineering (BPR) technology.

According to the definition given by M. Hammer, re-engineering is the fundamental rethinking and radical redesign of business processes to achieve dramatic improvements in critical contemporary measures of performance such as cost, quality, service and speed. [2].

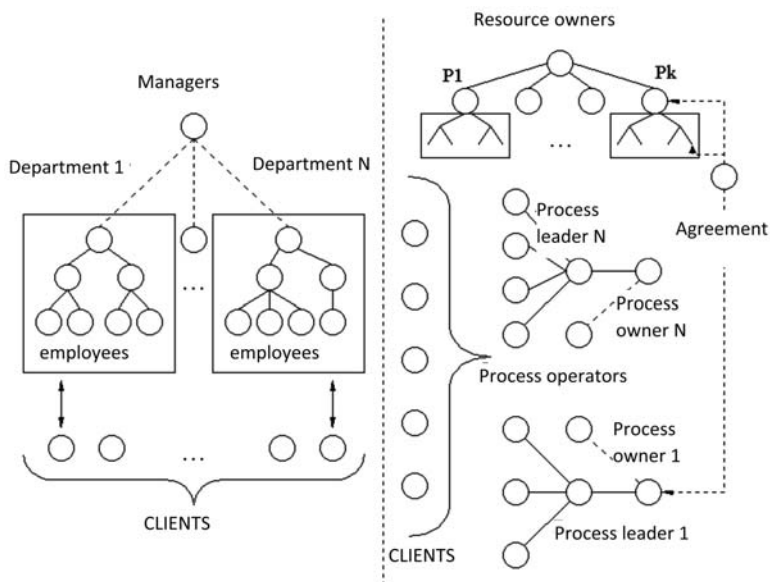
When this approach is applied to the company management, it offers the following results:

- a shift from functional departments to process teams;
- changes in employees' functions, from simple to multidimensional;
- changes in the requirements imposed on employees, from monitored completion of prescribed tasks to independent decision-making;
- changes in the requirements for employee skills, from training to education;
- changes in the performance assessment and remuneration, from the activities-based to the results-based assessment;
- changes in the advancement criteria, from those based on ability to those based on performance;
- changes in the employee's mission, from meeting the needs of superiors to meeting those of the customers;
- changes in managers' roles, from controlling to coaching;
- changes in the company's corporate structure, from hierarchical to more flat;
- changes in administrative functions, from secretarial to leading [2, pp. 55–59].

Consequently, the business process re-engineering represents the technology to develop an organisation by setting new parameters for its operation. In this event, the management system also undergoes significant changes that are most visible in this example of organisational chart (Fig. 3).

Thus, the traditional hierarchical company structure has managers at various levels, with customer-serving employees located at the hierarchy's foundation. Customers find themselves essentially at the bottom of the structure. In a

new company, customers are not at the bottom, but at the side of the company, as if they were equal partners; the employees who interact directly with customers are process operators; mid-level managers are team leaders in charge of the relevant processes (process leaders) [2]. Changes in the structure of organisation cause transformation in the management system's controls.



**Fig. 3.** Old (left) and new (right) company structure [2, p. 61]

On the whole, the business process re-engineering technology has delivered a new fundamental basis for the implementation of the process approach.

The introduction of the process owner was conditioned by the need to collect information in order to implement monitoring of region status (determine the economic cycle phase of a regional economic system), to control key points in its movement towards the development strategy implementation, to analyse and evaluate deviations in the achievement of strategic objectives, and identify reasons for such deviations.

Real-time data interchange technologies

Ensuring the required feedback periodicity in the course of interactions along the 'centre to regions' line may be achieved through the application of modern data exchange technologies that allow both accumulation and analysis of large volumes of data in real time.

## **Conclusions**

Following the research of the mechanism of government regulation of regional development during economic stagnation, a four-stage process has been suggested for the development and implementation of regional economic system strategies, along with methodological sets appropriate for the tasks to be addressed at each stage.

It is reasoned that the key systemic characteristics of regional and national economic systems to be preserved in the strategic administration process should include sustainability, integrity (as self-sufficiency and emergence) and adaptivity.

Scientific and procedural guidelines have been formulated to set up prompt interaction between the centre and regions during the period of stagnation. Ensuring the feedback periodicity in the course of interactions along the 'centre to regions' line is achieved through the application of business process re-engineering and advanced IT technologies, including data exchange technologies that allow both accumulation and analysis of large volumes of data in real time, as well as CALS technologies.

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**Section 3.**  
**INTERNAL POLICIES**

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## **CORRUPTION RISKS FOR INTERACTION OF POLITICAL ELITE INSTITUTE WITH DEMOCRATIC CITIZENSHIP INSTITUTE IN UKRAINE**

It is defined in this article the dependence of the ruling political and administrative elites evolution on the citizenship democratic institute establishment in Ukraine in the absence of systemic response to human resources challenge of time in modern conditions of internal and external testing of Ukrainian national statehood, and also in the absence of systemic response to political corruption risks. The attention is focused on favorable factors for the political elite selection in modern Ukraine: the formation of political nation, one of elements of which is the democratic citizenship institute; positive experience of successful countries; military aggression in the east of the country, which "pushes" the existing elite to establishment of the broad public cooperation in realization of reforms and meritocratic selection of political and administrative staffing.

**Keywords:** political elite; democratic citizenship institute; meritocratic selection of political and administrative elite; corruption risks; rent orientation of political and administrative elite.

**Behlyca W. Ryzyka korupcyjne w zakresie interakcji pomiędzy instytucją elity politycznej oraz instytucją obywatelstwa demokratycznego na Ukrainie**

W artykule określa się zależność ewolucji elity polityczno-administracyjnej od kształtowania się demokratycznej instytucji obywatelstwa na Ukrainie, w warunkach braku systemowej odpowiedzi na aktualne wyzwania kadrowe, na etapie współczesnych trudności wewnętrznych i zewnętrznych, których doświadcza ukraińska państwowość narodowa, a także ryzyk korupcyjnych o charakterze politycznym. Uwaga została skupiona na czynnikach sprzyjających selekcji elity politycznej współczesnej Ukrainy: formowaniu narodu politycznego, jednym z elementów którego jest instytucja obywatelstwa demokratycznego; pozytywnym doświadczeniu krajów, które odniosły sukces; militarnej agresji na wschodzie kraju, która „popycha” istniejącą elitę ku stworzeniu szerokiego porozumienia społecznego na rzecz realizacji reform oraz ku merytokracyjnej selekcji kadr politycznych i administracyjnych.

**Słowa kluczowe:** elita polityczna, instytucja obywatelstwa demokratycznego, merytokratyczna selekcja kadr polityczno-administracyjnych

**Беглиця В.П. Корупційні ризики у взаємодії інституту політичної еліти з інститутом демократичної громадянськості в Україні**

У статті визначається залежність еволюції правлячих політико-управлінських еліт від становлення демократичного інституту громадянськості в Україні в умовах відсутності системної відповіді на кадровий виклик часу на етапі сучасних внутрішніх і зовнішніх випробувань української національної державності, а також корупційним ризикам політичного характеру. Акцентується увага на сприятливих факторах селекції політичної еліти в сучасній Україні: формуванні політичної нації, одним із елементів якої є інститут демократичної громадянськості, позитивний досвід успішних країн, військова агресія на сході країни, яка «підштовхує» діючу еліту до створення широкої суспільної співпраці у проведенні реформ та проведення меритократичного відбору політико-управлінського кадрового забезпечення.

**Ключові слова:** політична еліта, інститут демократичної громадянськості, меритократичний відбір політико-управлінської еліти, корупційні ризики, рентоорієнтованість політико-управлінської еліти.

**Беглиця В.П. Коррупционные риски во взаимодействии института политической элиты с институтом демократической гражданственности в Украине**

В статье определяется зависимость эволюции политико-управленческой элиты от становления демократического института гражданственности в Украине в условиях отсутствия системного ответа на кадровый вызов времени на этапе современных внутренних и внешних испытаний украинской национальной государственности, а также коррупционным рискам политического характера. Акцентируется внимание на факторах содействия селекции политической элиты в современной Украине: формировании политической нации, одним из элементов которой является институт демократической государственности, позитивный опыт успешных стран, военная агрессия на востоке страны, которая «подталкивает» действующую элиту к созданию широкого общественного сотрудничества в ходе проведения реформ и проведения меритократического отбора политико-управленческого кадрового отбора.

**Ключевые слова:** политическая элита, институт демократической гражданственности, меритократический отбор политико-управленческой элиты.

## **Introduction**

In modern conditions of internal and external testing of Ukrainian society the role of political and administrative elite, as an important political institute of the dynamic society development is to ensure efficiency of the security, social, economic, technological, social and psychological processes.

The complexity of the political elite dynamics in Ukraine stems from the fact that currently there is no systematic response to human resources challenge of time. This is one of reasons for the growth of social and political tension in the society. This assertion can be confirmed by the public statement of the government technical representative Aivaras Abromavicius of February 3, 2016. The politician stated that he decided to resign in order not to be “a folding screen for blatant corruption or controlled puppet for those who wants to control state money in the manner of the old government” (Ukrains’ka pravda, 2016). The Cabinet of Ministers of Ukraine reacted to this event by adopting a Resolution “On approval of ethical conduct rules for civil servants” N 65 of February 11, published on the government portal on the 1st of March 2016. This Resolution requires the civil servants to refrain from criticizing in public state authorities and their officials (Cabinet of Ministers of Ukraine. 2016).

This fact confirms the existence of serious issue of personnel reserve formation and selection of the ruling political and administrative elite. At this time, especially after the Dignity Revolution 2013-2014, the democratization of public administration and local government facilitates the great increase of Ukrainian society attention to morality of power and all its components, to the ethical behavior of public servants in particular.

Relevance of this study is determined by the absence of systemic response to human resources challenge of time in modern conditions of internal and external testing of Ukrainian national statehood.

The main objective of this study is to establish corruption risks in interdependence with formation of the ruling political and administrative elites and citizenship institute in Ukraine in conditions of democratic values transit.

## **Analysis of recent research**

A great number of researchers, whose works were used as the basis for authors’ scientific researches, were engaged in the field of political elite studying. But a lot of political elite issues are still poorly researched in the interdependence on citizenship institute in Ukraine. Theoretical problems of origins, formation of elite, its development, political elitesation issues were considered by such famous ancient scholars as Aristotle and Plato. Among medieval scholars John Locke, N. Machiavelli, John Milton should be mentioned. William Hamilton, Thomas Jefferson, Friedrich Nietzsche continued scientific researches in

this field. It is appropriate to note that the scientific discourse in its initial stage concerned elite notion justification, formulation of historical origins and development mostly.

Scientific researches of sociologists Robert Michels, G. Mosck, V. Pareto allowed elitism to be organized into the separate branch of scientific research in the turn of the XIXth and XXth centuries. Such prominent sociologists as Max Weber (theory of democratic elitism), M. Berdyaev (value theory of elites) and Schumpeter conducted elites studying at that period too. Such scholars as W. Burnham and W. Mills were exploring of the power structure changes and the new elite genesis issues. It is needed to be mentioned the other founders of the elitism scientific theory, namely C. Lindblom, P. Schmitter and others.

Significant number of well-known Ukrainian scientists, namely V. Andrushchenko, V. Bebyk, E. Golovakha, O. Dergachov, L. Kochubey, B. Kukhta, O. Kutsenko, M. Mykhalchenko, E. Ostrenko, V. Poltorak, M. Shulga were exploring various components of the political elite formation process in Ukraine. This scholars paid an attention to different areas of this subject in their studies.

However, a lot of issues of elites formation process Ukrainian currently are poorly studied in relations with citizenship institute and corruption risks in this area. Research of interdependence of the political and administrative elite evolution and citizenship institute is based on the principles of system and structural-functional analysis, which makes it possible to study capitally “ruling political elite” notion, to formulate its main characteristics and structural elements, to define the stages of institutionalization, formation and modern development.

## **Results**

### **Characteristics institute political elite**

The term “elite” is derived from the French word “elite” – the best, chosen, selected. Since the XVII century it became used to name the people who are selected, primarily the highest nobility. According to the Oxford Dictionary of 1823 with term “elite” the higher social strata of society in England was called. However, the term “elite” was not widespread in the social sciences until the late XIX century – early XX century (Rosenfeld et al. 2001, 118).

Significant number of works devoted to the issues of political elites’ formation and functioning were published during the XX century. Studying these issues has become one of the leading areas of modern political science studies, but there are ongoing debates on the definition of “political elite” notion. It belongs to the most controversial categories of political science, which is caused by variety of approaches to the meaning of this term determining. It is also caused by the interpretations multiplicity of categories adjacent to this term, which results in the fact that these categories can be identified with political elite notion. As

the famous Russian elitologist H. Ashyn mentioned, hence all those who are involved in the elites study intuitively understand what this term means, but then the differences appear inevitably and the range of ideas and opinions, which are absolutely opposite very often, appears to (Ashyn 2004, 176).

L. Kochubey suggests that such ambiguity of the concept is very understandable at the current stage of both the society and political theory development, because due to the ‘approximation’ of the ‘elite’ notion it is used there where theory deepening and knowledge specification are needed currently (Kochubey, 2008).

This indicates the need to analyze current research approaches to the definition of meaning of “political elite” notion; to reveal the unity and contradiction of this approaches essential content; and to define the measures of semantic interrelation of this concept with others, which are the most widespread in the present scientific community, with elitologic categories, which will give an opportunity to study out more clearly the meaning of the studied term.

One of the political elitology scholars O. Haman-Holutvina determines that three main approaches to the interpretation of the term “political elite” were developed in scientific literature: a positional approach sets the degree of particular person political influence, taking into account the position in the system of government (according to this approach the elite includes, above all, members of government, parliament, etc.); reputational approach is based on detection of the politician rating through expert assessments; the approach which is mainly based on the selection of persons who make strategic decisions (Haman-Holutvina 2000, 98), in other words it can be called the conceptual approach (Kryukov 2004, 49).

The latter approach is identical to the functional approach. In its broadest interpretation functional approach is based on analysis of functions which are performed by the elites in the social and political system (Mandzij 2009, 346). According to it the political elite can be defined as a social group that exercises power, ensures conservation and restoration of political values and political system in general, works to meet the needs and interests of certain social groups or of the whole nation, enjoys certain advantages of its social status (Kolodiy 1999).

In general, such an understanding of the political elite supporters refer to it persons who are directly engaged in political decision-making and organization of this decisions implementation regardless of their official place in the social hierarchy.

Noteworthy O. Kryukov arguments who claims that in the present conditions there are several approaches to the definition of “elite” notion among

scientists: evaluative (axiological), institutional, structural and functional approaches (Kryukov 2010).

There is a necessity to reveal the meaning and to characterize in more details these concepts. Let's start with evaluative approach. Its supporters consider spiritual aristocratism, merits, personal superiority (culture, education, morality, will, physical condition) of one people over others as the defining feature of the political elite (Afonin et al. 2007, 138). Within axiological approach elite is interpreted as rather narrow group of people who take on themselves responsibility for the formation and supporting of fundamental values and responsible position in the area of its competence (Lavrenko 2000, 55).

This definition is identical in its meaning to reputational approach, because "reputational elite understanding ...admits the inclusion to it people with a high reputation in various fields. Herewith very often the authority, intelligence, moral reputation of the person, which ultimately results in his or her high rating in public opinion, are backbone factors here" (Soloviev 2000, 160). According to its criteria "among the two ministers in the same government, one can be recognized the elite representative, and another one will remain just a 'minister'" (Herbut 2011).

In its pure form this approach was followed by Jose Ortega y Gasset who attributed to the elite those people who are endowed with intellectual and moral superiority, a sense of responsibility (Obushnyy 2006).

It should be emphasized that although the axiological approach to the interpretation of the political elite notion seems somewhat idealistic, but it is still an essential part of modern understanding of the term "political elite". In fact, according to F. Rudych, "managerial elite, if it seeks to play the role of the political class (in other words, the political elite auth.), it is designed to have a political culture, scilicet it should know professionally the laws of social and political government, to be able to apply professionally this knowledge in its sphere, to build the relationships with colleagues professionally. Herewith it should bear legal and moral responsibility for the situation in the field, which it controls" (Rosenfeld et al. 2001, 11).

M. Shulga agrees with this statement, arguing that the political elite is socially active group of people which produces and defends consistently certain philosophical and ideological values, which has specific political goal and social project of its implementation, which also has broad public support and great amount of supporters, which is able to organize those supporters, to raise them and to lead them to perform specific political actions, thus influencing the decision of the ruling elite (Shipunov 2007).

Institutional approach to defining elites is prevalent in modern Western

sociology. According to it the elite is interpreted as the group of individuals who hold leadership positions in influential social institutions – governmental, economic, military, cultural ones (Kryukov 2010). Within this concept, political elite is considered as heterogeneous, internally differentiated group, within which it is possible to distinguish the highest elite – people who directly influence the decision-making process or take government decisions themselves, and middle elite – people who ‘serve’ higher elite (political scientists, expert scientist etc.) (Dmytrenko 2005).

It should be noted that the institutional and positional approaches are related to each other as the whole and its part because, if according to the first approach political elite consists of people who hold the ruling positions in all the influential social institutions, then according to the second approach political elite consists of people who hold the ruling positions only in public and target-political institutions. Because even for a broad interpretation of the political elite, within the latter approach, researchers describe its structure as follows: “higher elite, which includes leading political leaders and those who holds high positions in legislative, executive and judicial branches of power; the middle elite is formed from a large number of elected officials: parliamentarians, senators, deputies, mayors, leaders of various political parties and sociopolitical movements; administrative elite consists of the highest segment of state officials (officiary) who holds senior positions in ministries, departments and other public administration bodies” (Kulchytskyi 2001, 4).

It should be mentioned that not all researchers refer bureaucratic elite to the political one. Thus, according to M. Weber, political sphere shouldn’t be an arena for professional activities of the real official. He claimed that officials should rule only and they should do this objectively; in those cases, of course, when it doesn’t come to the questions of a vital importance for the ruling order. On the contrary, to be the political leader, scilicet the ruling statesman, is exclusively the personal responsibility (Dzerkalo tyznja 2014).

According to this researcher point of view, the official is brought on discipline, but not on initiative and struggle, therefore he is not able to ensure state development and to perform true political functions professionally (Ostrenko 2008). In M. Weber’s conception politician, unlike the official, obtains leadership qualities. French researcher P. Bourdieu also supports this idea. He noted that there is nonrandom structural commonality between the apparatus and certain category of people (Bebyk 2003, 96).

The most influential representatives of the structural and functional approach became H. Lasswell and S. Lipset, who claimed that high status in authorities system should be the main feature of the elite. According to this ap-

proach, political elite consists of individuals who hold key command positions in the most important institutions and organizations of society (economic, political, military). These individuals perform the most important ruling functions and have determinant influence on the development and making of the most important decisions for the society (Rebkalo et al. 2003, 6-18). This approach consists of institutional and functional understanding of the “political elite” notion.

Currently, with transition from soviet to modern society, the changing processes of the systemic characteristics of political life and political institutions functions take place in Ukraine. Therefore, according to the authors of the study, the issues of political elites and democratic citizenship institute incipience are interrelated. This interconnection can be considered not only on a theoretical level in the certain scholars’ writings, but also in specific examples of political practice directly.

During all the independence period Ukrainian state political elites violated the Basic Law of the State, questioned the rule of law, did prefer making decisions in the political context but not based on measured, conventional, expedient procedures for administrative decisions making. Corruption and the absolute power of oligarchs were blasting the democratic political system of the state. As a result, after the change of power in revolutionary way the state has lost its monopoly on the coercion application, and absolute control over the population and territory. Since the beginning of the conflict in Crimea and on the East, defense of the territory independence assumed, first of all, citizens of the state.

### **Democratic citizenship in Ukraine**

Institute for Citizenship is defined as a political practice, purposeful activities of political subjects, which has approved its results at national and regional levels. These results are represented by collective citizenship to ensure functioning of stable political system in Ukraine. Thus, according to V. Tsvyh, “‘citizen’s sign of quality’ is ‘citizenship’. ‘Citizen’ is a formal status of a person, which provides this person endowment with certain set of rights and duties, and ‘citizenship’ is an individual sign of quality which indicates whether this individual adheres its duties, uses the granted rights and how does he use them, and to what extent” (Tsvyh 2002, 104).

According to V. Horbatenko definition, “citizenship is the willingness and ability of the man and citizen to participate actively in public and state affairs, which is based on a deep understanding of its rights and duties; it is the antithesis of apolitical behavior, absenteeism, social and political indifference concepts, and it is a synonym of social and political activism and patriotism concepts” (Shemshuchenko et al. 2004, 122).

Hence, citizenship in policy appears in the form of purposeful activities of citizens’ as political actors, who are institutionalizing democracy in accordance



with their own interests in order to control to use the resources and power. Moreover, citizenship appears as a political institute which determines the nature of modern democratization.

In modern political science and institutional methodology, the category of “institute” has different interpretations: “collective action to manage individual things and to establish patterns of interaction in society”, “limits, established by political actors that structure political, economic and social mutual understanding in society”. It is also believed that everyone, “who is involved in political life in one way or another, directly or indirectly” can be the subject of policy (Shlyahun 2002, 35).

Based on the previous “institute” definition, we can distinguish the key citizenship signs of subjects who make it to be a political institute:

1) citizen, who is involved in subject-subject political interrelations, has a political identity and political rights;

2) voter, who acts rationally according to its political motivations and patterns of political behavior, at whom strategies and tactics of the election process are directed;

3) member of the local community who has the right “to resolve solely the local issues”;

4) member of the Electoral Commission, who provides an electoral process and acts in measures of regulatory legislation;

5) the candidate for being a deputy who has passive suffrage to be elected to representative bodies at different levels;

6) rights activist, who asserts for renewal of affected people violated rights, following legal, moral and ethical standards and laws;

7) social activist who has credibility among other citizens, represents a generalized public opinion on various political events and reveals actively its position within certain actions defined by the law;

8) blogger who, using electronic means of communication, expresses his assessment of the current events, including political ones, identifying and offers his suggestions for resolving problems;

9) journalist who covers events impartially, in particular the political events in mass media, an editorial policy of which is aimed at reproductive reflection of reality;

10) volunteer who except performing of duties for the core activities, also provides necessary services for other citizens or public authorities for free;

11) volunteer who on his own initiative offers his services in resolving important issues, including national security defense and so on (Yaroshenko 2015).

Thus, the level of citizenship development, scilicet the ability and willingness of man and citizen to participate initiatively in problematic issues of society and state on the grounds of raising deep awareness of their rights and duties, and also their interests, determines the change in the functioning of the political elite institute. The following determinants of it can be identified:

- level of population political competence, where the most important factor of its formation is the population political education;
- the degree of civil society development, which is caused by such factor as the degree of local government development ;
- the degree of the law influence on social and political processes in the country;
- clearness in differentiation of private law and public law spheres, of political and economic activities;
- level of society structuring; the degree of modern social traditions development, this degree is largely determined by the level of state paternalism both in present stage of the country's being and in its historical past;
- state of society values and regulatory system;
- quantity of the middle class, which, according to Ukrainian scientists K. Bohomaz and N. Sorokina, “is the main social bearer of public relations, an agent and guarantor of their preservation and reproduction in any society” (Bohomaz and Sorokina 2006). This role of middle class is ensured by economic, psychological and cultural independence of its members.

Sensational program of national reforms is announced in modern Ukraine. However, the problem is that one of the basic conditions, scilicet effective institutes which are the key to economic growth, almost are not provided in the modern Ukraine. Effective institutes are first of all the sign of capable state and a rational bureaucracy which differs from bureaucracy.

A large number of official instructions, which are often contradictory, question their implementation. There is a reason to believe that the civil servants will also questionably implement regulation “On approval of ethical conduct rules for public officials” adopted by the government on February 11, number 65. This regulation defines requirements: public officials must adhere to the following principles: service the state and society; decent behavior; virtue; loyalty; political neutrality; transparency and accountability; integrity. Serving the state involves formation of the state positive image. Decent behavior involves debarment an actions, even out of the public service, which could affect the public service interests or the reputation of a civil servant. According to officials, loyalty provides:

1) integrity in implementation of decisions of the Parliament, the President, the Cabinet of Ministers and the state body for which the civil servant works, regardless of his own beliefs and political views;

2) refraining from any form of public criticism of government bodies and their officials;

3) the correct attitude to heads and employees of the public authority while implementation of their duties.

In addition, public servants are demand: to prevent the influence of political interests on their actions and decisions, to refuse the public demonstration of political views and preferences, to avoid using political parties symbols etc. Ethical behavior also provides the priority of citizens' common good over personal or corporate interests, the inadmissibility of the state property use for personal goals; preventing conflict of interest, no giving benefits to someone. Integrity also contains "non-disclosure and non-use of information that has become known while implementing his duties by the public official, and after the termination of his public service including, except the cases prescribed by law". According to the rules, the information on the civil servants activities should be open and accessible, except the cases prescribed by the Constitution and laws. The recording of telephone conversations and personal meetings with political parties representatives, MPs, business entities or their authorized persons, and also providing the information about such a conversations and meetings, are expected to be fulfilled for civil servants of the I and II category. Civil servants take "disciplinary responsibility according to the law", for these rules violation, but the regulation doesn't specify what kind of the responsibility it should be. It states in the preface to the document that the basis for this act was taken "model of guaranteeing the maximum transparency of public authorities" introduced in Poland (Cabinet of Ministers of Ukraine 2016).

Doubts regarding compliance by the existing political and administrative elite of the activity regulation model adopted by the government are based on the understanding that meritocratic principle of personnel management is displaced by quota principle, and low wages are compensated by so-called rent orientation of elites. Having an additional income requires limiting an access to economic and political activity, and also limiting competitive relations in a market economy.

Ukrainian elite is not ready yet to give up additional ways of enrichment, therefore it doesn't want to get involved in the implementation of successful reforms. The elections with open lists, lustration system, privileges abolition, refusal from informal conspiracies, open competitive procedures of bidding and appointments would have to be the first steps of the new leadership in overcoming the gap between government and society (Matsiyevskyy 2015).

### **Political corruption**

Persons or their associations which take part in the political processes, seek to get the authority to make and implement administrative decisions can be considered as subjects of political corruption. Representatives of the legislative and the judicial power, executive bodies etc. can be distinguished among those subjects. In addition, those persons who don't take part in the political processes directly but because of their own powers have an ability to influence them, or using different mechanisms influence participants of political society life indirectly, can be mention among other subjects of political corruption.

Scholars conventionally divided subjects of political corruption into the following groups:

1) principals – person authorized to make political decisions; these people get money or services for making decisions, they act as political cover (political parties, deputies of all levels, heads of central authorities, judges, etc.);

2) state agents – persons authorized to perform functions of executive power or local governance; these people make administrative decisions for money or services;

3) clients – business groups and oligarchs that are customers of the necessary decisions, invest politicians and political parties in order to get some dividends from this; they actually are bribers, who supports the functioning of corrupt schemes;

4) mediators – persons who have an opportunity to engage in corruption schemes, to support making necessary decisions by using personal relations, have experience of using their own situation for beneficial purposes and using influential patrons; to some extent dishonest voters who sell their votes in the elections can be referred to this group (Hrushko 2015).

Overcoming corruption risks is possible only if all the groups of political corruption subjects interact actively. The political elite, government officials and citizens must pay considerable attention to joint efforts in overcoming the phenomenon of corruption. The participation of citizens in making political and administrative decisions, functioning through the forms of direct participation established by law, and activities of public organizations concerning overseeing public authorities functioning are the basis for providing the democratic principle of checks and balances. The necessary prerequisite for this is to ensure transparency and openness of government bodies, free access to administrative information, participation in the preparation and making decision.

The need to adopt rules which ensure the process of interaction of political elite, public authorities and citizenship in the making of modern communicative policy concerning issues of preventing and counteracting corruption has

appeared in modern conditions. In fact, the authorities and society face the common objectives:

- restoring the trust to political elite and government officials;
- creating the conditions of corruption inadmissibility in society at all levels;
- providing access to information and active participation of public in political life.

In modern terms the public administration and local government should pay attention to the consequences of their activities. There is a need for responsibility for government actions, social harmony and prosperity (Babenko and Lazarenko 2015).

The public anti-corruption expertise plays significant role in active interaction regarding corruption risks overcoming. In fact, it is the only means of public control to prevent and expose corruptogenic risks. Readiness of the authorities to implement anti-corruption policies depends on response of authority subjects to conducting the expertise by the public.

According to official statistics independent public expertise are much more effective than the state expertise concerning corruption risks. Moreover, unlike the government anti-corruption expertise executants, active NGOs do not always have the possibility to provide a general examination of legal documents and their drafts. Thereafter public activities are aimed primarily at analysis of those important for the state and society legal documents which may become sources of corruption schemes because of their specificity, particularly in such areas as taxation and economic relations regulation; licensing system changes; tender procedures conducting; regulation of authorities powers (particularly powers of force); promoting citizens participation in state governance etc., draft laws, current laws. Reasons for the difference in effectiveness of state and public anti-corruption expertise are that the methodologies for its implementation are different. Public anti-corruption expertise can be also conducted by professional scientists, experts in their sphere. Obviously, the reason mentioned above lies in the unwillingness of the authorities to reveal corruptogenic factors where necessary. For the same reason, and also because of the existing gaps in the legal framework, authority subjects tend to ignore the results of public anti-corruption expertise (Novikov 2015).

### **Conclusions**

Thus, the only source of positive changes in the country for now is society. Ukrainian society is transforming into political nation by ‘paying’ exorbitant social price for the European integration choice in 2013-2014 (Yaroshenko 2014). Success of the political nation formation in modern Ukrainian conditions, which depend on the citizenship of all the people, society individualization that would

appear in ideological and organizational models of revolutionary nature, has become more obvious. These models are manifested in such modern processes as: national statehood defense, involvement in the processes of the major areas of life self-organization and reformation. The manifestation of personality citizenship criterion, which is the part of actual political nation, is becoming more widespread:

- correlation of one's own life and public values;
- defending human and civil rights;
- careful attitude to the values of the citizens;
- interest in economic, social and political, cultural life of homeland;
- desire to work for the interest of the country and within its borders;
- correlation of personal and common social goals;
- identification of the citizen with society.

So, the institute of democratic citizenship as a component of the Ukrainian political nation faces the following urgent objectives nowadays:

- meritocratic principle of selection for political and administrative positions, scilicet an appointment on the basis of professional features, but not on the political or other conditions;
- consistent moral recovery of society and renewal of trust in laws, state, renewed power;
- solidarity of citizens, joint formulation of powers separation principles;
- critical assessment of the government officials activities effects and conducting the real struggle against corruption;
- adaptation to the democratic all-European standards that are in compliance with human rights and freedoms;
- objective determination of the state historical experience considering awareness of the serious consequences of the political elites rivalry and ideals betrayal.

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## SOCIAL FUNCTION OF PHYSICAL CULTURE AND SPORTS IN UKRAINE

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The place of voluntary sports clubs in Ukraine in the conditions of broad basing of sports and fitness of the population and training of competitive sportsmen in different sports has been analyzed. In the context of reforming the state administrative apparatus there is a threat of decline of voluntary sports clubs. There was a certain outflow of managerial staff and coaches, the material and technical resources of the clubs is also sometimes decayed. The tendencies to solve the crisis have emerged recently.

Keywords: voluntary sports clubs, physical culture, sports.

Nikitenko S. Funkcja socjalna kultury fizycznej i sportu na Ukrainie

W tekście przeprowadzono analizę roli, jaką ochotnicze stowarzyszenia podejmujące działalność w zakresie kultury fizycznej i sportu na Ukrainie spełniają w procesie rozwoju aktywnej wiedzy populacji na temat kultury fizycznej oraz w ramach przygotowania zawodowych sportowców uprawiających różne dyscypliny sportowe. W warunkach reformy państwowego aparatu administracyjnego pojawia się groźba upadku ochotniczych stowarzyszeń podejmujących działalność w zakresie kultury fizycznej i sportu. Nastąpił wyraźny odpływ kadr zarządzających, miejscami podupadła baza materialno-techniczna wspomnianych stowarzyszeń. Ostatnimi czasy można jednak zauważyć tendencje do wyjścia z kryzysu.

Słowa kluczowe: ochotnicze stowarzyszenia w zakresie kultury fizycznej i sportu, kultura fizyczna, sport

Нікітенко С.В. Соціальна функція фізичної культури та спорту в Україні

Здійснено аналіз місця добровільних фізкультурно-спортивних товариств України в розгортанні активного заняття фізичною культурою населення та підготовки професійних спортсменів з різних видів спорту. В умовах реформування державного управлінського апарату виникає загроза занепаду добровільних фізкультурно-спортивних товариств. Відбувся певний відтік управлінських кадрів і тренерів, місцями занепада матеріально-технічна база товариств. Останнім часом намітилися тенденції по виходу галузі з кризи

relations contributed to it to a certain extent: they made previously unobtainable sportswear, footwear and equipment of the leading world producer to be available to the general public. With economic and political integration to the world around, Ukraine makes its own way in the sphere of development of system of physical culture and high performance sports too.

To our opinion the thought expressed in the scientific report and published under the general editorship of Y. Kovbasiuk is important: "The existence of any state is based on its own system of values and interests. As experience shows, the establishment of effective dialogue takes place between the states where these values and interests coincide; as a rule, these are the states of one type of civilization. Generally, the western and eastern types of civilization are distinguished"[10, p. 6].

Making its civilized choice under the conditions of the economic crisis and the war, Ukraine is proud of the achievements of its sportsmen at the international stage (the third team rating of the Paralympics team in Rio de Janeiro). The voluntary sports clubs occupy a special place in the training of professional sportsmen; they have a sufficient experience, material and technical resources and highly-skilled staff. The voluntary sports clubs are the mass public associations that not only prepare qualified sportsmen, but also propagandize the physical training among the citizens. In their activities they are governed by the laws of Ukraine "On Physical Culture and Sports", "On Public Associations" and other legislative acts of Ukraine. The following voluntary sports clubs "Ukraine", "Kolos", "Dinamo", CSKA, "Hart", acting in accordance with the statutes and regulations on them, training competitive sportsmen and promoting leisure of family members and employees of the corresponding bodies who have founded such clubs were established in Ukraine. Thus, the Regulations of voluntary sports club "Hart" are approved by the Ministry of Education and the State Committee on Sports of Ukraine on the 22nd day of November, 1992. The club makes its work among the pupils and students, it unites the establishments of professional, educational and higher education, organizes the mass sporting competitions, combining sports with the intellectual, spiritual and aesthetic upbringing.

The sports club "Kolos" covers the rural population. The priority direction of its work is reformation of the basic arrangements of the physical culture and sports movement, that provides the establishment of territorial sport clubs in the countryside, maintenance of administrative and economic independence, implementation of effective forms, methods and means of physical culture and sports activities and kinds of sports in the light of regional characteristics, traditions and economic factors. The Decree of the President of Ukraine on the target com-

plex program “The Physical Education is a Health of the Nation” determines objectives for the founders of the rural co-operative trade-union sports club “Kolos” to reform it into the All-Ukrainian State Sports Organization “Kolos” of the agro-industrial complex of Ukraine [11].

The club “Ukraine” is engaged in sports and recreational activities in the industrial and social spheres; it conducts mass sporting competitions and participates in the international sporting competitions almost in all kinds of sports included into the program of the Olympic Games.

According to the target goals we determine the following items among the objectives of voluntary sports clubs:

- mass involvement of employees and students to systematic physical culture and sports;
- organization and promotion of mass sports through sports and recreation sports events.

In this context, the good idea is: “The sphere of physical culture and sports is appealed to satisfy the primary needs of the whole population and to provide the appropriate living standards of the staff employed in this sphere. However, the constant reorganization of the structure of state administration in the sphere of physical culture and sports has a negative impact on the processes of a stable development of physical culture and sports movement in Ukraine and does not provide the effective implementation of resource potential and integration of the sphere into the market environment in full measure”[12, p. 200].

Results

The state policy in the sphere of physical culture and sports is reflected in the relevant legislative and regulatory acts, including laws [13-14], decrees of the President, acts of the Verkhovna Rada and the Cabinet of Ministers of Ukraine, orders and various regulatory and methodical documents [15]. The law of Ukraine “On Physical Culture and Sports” determines a value of physical culture and sports for health, physical and intellectual development of the population and for strengthening the international authority of Ukraine in the world society. According to the Law the state regulates relations in the sphere of physical culture and sports by the way of construction of the state policy in this sphere, establishment the relevant authorities and creation of conditions of their functioning. [16]

Under the conditions of war of the Russian Federation against Ukraine and as a result of mass mutilation of our soldiers in the lines as well as civilian population (including children) in the front-line area, the physical culture and sports are the most effective means of social adaptation and physical rehabilitation of the disabled persons. But it is not a good idea to leave this process unattended.

The key directions of work of state and local executive bodies should be the following:

- creation of the appropriate conditions for physical training and sports on the basis of existing sports facilities and places of public entertainment;
- establishment of sports schools in the system of supplementary education for children with disabilities;
- development and manufacture of the specialized equipment and inventory;
- education of trainers, teachers and specialists in the adaptive physical culture;
- development and publication of the special programs and methods;
- training of sportsmen with disabilities for participation in the international competitions, including the Paralympic Games.

It should be noted that the Olympic Committee of Ukraine gives a strong support (organizational and financial) for the sportsmen with disabilities. The physical culture and sports is an important part of maintaining the interest to live a full-fledged life; to restore, preserve and strengthen the health; to extend the active creative longevity to perform the social adaptation of wounded warriors in the society. Unfortunately, the state represented by its administrative structures does not consider this fact sufficiently and buys-off entrusting this sphere to the public organizations that are not always capable to provide economic and financial support to the former soldiers with disabilities.

With a purpose of more effective control over the whole process of training of competitive sportsmen, increase of state support, it is necessary to establish and to implement an optimal structure of sports for children and young people, that will consider the peculiarities and possibilities of the different departmental systems, and that will allow uniting their personnel and financial resources. The issue of establishment of regional sports training centers remains to be an urgent one. Its solution will allow uniting the financial resources of departments, sports federations and local public authorities and will focus them on the training of sportsmen - members of the national teams. In this case, there would be a reduction of business travel expenses of sportsmen, coaches and other professionals. The saved funds could be spent for the training of sportsmen (including abroad).

The use of target-oriented programs is one of the effective ways of optimization of management of development of physical culture and sports. The optimization of management, improvement of the personnel training system and methodological support also holds a prominent place. One of the key objectives of reforming and modernization of the national system of physical culture and sports is a creation of an effective management in this sphere. The examina-

tion of possibilities of its optimization, creation of algorithms of planning sports movement enables the managers to distinguish the boundaries of their professional competence more clearly, to interact with superiors, subordinating and similar bodies and organizations while solving common tasks more successfully and to implement the practical measures more effectively. The uses of planned and set paradigms enables the specialists creatively perform their management activities.

The existing programs of physical education and sports are only partially able to contribute to the establishment of management in this sphere. As they have to correspond to the complex reforms in all the spheres of state machinery. "The lack of established models to solve the political and public issues of management causes spontaneity, use of accidental and false methods, which are far from the optimal methods from the point of view of democratic demands. The lack of scientific methodology leads to a spontaneous, immediate reaction to the problem phenomena, desire to perform manual control or use the pseudoscientific approaches. The techniques and methods, based on the use of fragmentary knowledge, stereotypical implementation of methods that had been tested before in other social and political conditions cannot be considered as positive results. Thus, a known regularity of management at which the level of management efficiency has a direct relationship with sense of changes potential and ability to apply it, in other words with methodological culture of management, is proved in the current difficult conditions of Ukraine's present"[17].

The physical culture and sports plays an important social role in the process of upbringing of the young generation of Ukrainians. The physical education and formation of a healthy lifestyle of pre-schoolers, pupils of general secondary schools and students should be prioritized in the whole work, connected with development of the physical culture and sports movement. The disadvantages of physical education and development of sports among teenagers and young people are explained by a variety of unsolved issues, including less developed material and technical resources, limited volume of lessons designated to obligatory sports lessons, gaps in the professional training of teaching staff, in the content and forms of sports and recreational activities, especially for the pre-schoolers. Very often the educational activities are focused on quantitative indexes, there are no family traditions of physical education; inconformity with actions of the bodies of public education, health protection, physical education and sports.

Conclusions

The fundamentals of health and positive attitude to physical culture are formed in the childhood. The deterioration in physical condition and health of

young generation determines necessity to solve this issue immediately. The major efforts should be directed to:

- increase of parental responsibility for the health of children;
- search and rational use of targeted and sponsorship financial receipts to develop children and youth sports;
- improvement of methodological and organizational support of physical education in the educational establishments;
- introduction of new effective forms of lessons arrangement;
- establishment of industry of non-expensive but practical and hygienic products and training equipment;
- mass publication of popular literature, video tapes and computer programs.

The physical education should be implemented through the forms of lessons; additional (facultative) lessons, including lessons with pupils with health problems; sports and recreational activities; out-of-school activities (sports clubs, lessons in the sports schools and self-tuition); mass sports and sports and recreational activities. All of this will provide children and young people with necessary physical activity.

The market relations have radically changed a role and influence of social establishments of different levels. The commercialization of infrastructure of physical culture and sports has not only positive, but also negative effects. It should be noted that management in the sphere of physical culture and sports in Ukraine is under development and constant improvement. The reformation of this direction requires a solution of complex of organizational, economic and legal issues based on the experience of the European countries. The drawn conclusions are the basis for further in-depth scientific comprehension of the theory of state administration, development of necessary recommendations to improve the system of management of physical culture and sports in Ukraine.

The performed analysis of the activity of governmental authorities of Ukraine has shown a necessity to provide a methodological support to physical education, physical culture and sports, considering them as the most economically advantageous and efficient way to prevent diseases, strength the genepool, increase the capacity of human resources, mental and physical health, welfare of population and solve other social issues.

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PRIORITIES OF STATE MIGRATION POLICY IMPLEMENTATION IN UKRAINE BASED ON THE ANALYSIS OF MIGRATION PROCESSES

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*This article analyzes the data of external migration of the Ukrainian population during 2011-2015 based on the calculation of dynamics, structure, statistic evaluation indexes. The alterations in number of arrived and departed population of Ukraine are graphically figured. The main reasons of the Ukrainian population emigration, taking into consideration the characteristic features of state regions functioning, are examined. The primary means of implementing state migration policy in Ukraine for reduction of population emigration are outlined.*

**Keywords:** *population migration, external and internal migration, causes and consequences of migration, state migration policy.*

**Mosora L. Priorytety realizacji migracyjnej polityki państwa na Ukrainie w oparciu o analizę procesów migracyjnych**

*W artykule przedstawiono analizę zewnętrznej migracji ludności Ukrainy w latach 2011-2015 w oparciu o obliczenia dynamiki, struktury oraz oceny statystycznej. Graficznie przedstawiono zmiany liczby ludności Ukrainy, tych, którzy przyjechali i odjechali. Poddano analizie podstawowe powody wyjazdu ludności Ukrainy za granicę państwa na podstawie specyfiki funkcjonowania poszczególnych regionów kraju. Zaproponowano instrumenty realizacji polityki migracyjnej państwa na Ukrainie w celu zmniejszenia emigracji ludności.*

**Słowa kluczowe:** *migracja ludności, migracja wewnętrzna i zewnętrzna, przyczyny i skutki migracji, polityka migracyjna państwa*

**Мосора Л.С. Пріоритети реалізації державної міграційної політики в Україні на основі аналізу міграційних процесів**

*У статті проаналізовано дані зовнішньої міграції населення України за 2011-2015 рр. на основі розрахунку показників динаміки, структури, статистичної оцінки. Графічно відображено зміни показників по кількості прибулого та вибулого населення України. Досліджено основні причини виїзду населення України за межі держави з урахуванням особливостей функціонування регіонів держави. Наведено*

*Мосора Л.С. Приоритеты реализации государственной миграционной политики в Украине на основе анализа миграционных процессов*

**Ключевые слова:** миграция населения, внешняя и внутренняя миграция, причины и следствия миграции, государственная миграционная политика

External labour migration didn't bypass Ukraine, it includes departure of considerable part of economically active country population, transit migration to the EU countries and increase in labour migrants number. It is worth noting that because of illegal migration the real proportions of labour migration in Ukraine can substantially exceed official indexes. Equally important for our country is such category of migrants as internally displaced persons, though such people continue to live within Ukraine and, in fact, do not change the general number of population. In our opinion, the problem of considerable part of economically active country population departure is especially urgent because it leads to demographic situation worsening in the country, negative

influence on social-economical processes, family break-ups. Thus, the primary task of state migration policy should be the creation of necessary conditions to prevent people from emigrating and to have high living standards in Ukraine.

### **Analysis of recent research**

The issues of population migration are explored by scientists of various fields of studies, especially of economics, legal sciences, sociology, public administration. According to the field of our study, we took into consideration research papers by such famous Ukrainian and foreign scholars as M. Beine and Ch. Parsons [1], R. King [2], P. Cortes [3], V. H. Kravchenko [4], O. A. Malynovska [5], L. M. Chervinska [6], O. S. Chesnokov [7].

For Ukraine, as well as for other world countries, the need for migration process regulations is very urgent and without it the migration can become uncontrollable and cause many negative consequences. However, in our opinion, first and foremost, the stress should be made on our own state genetic pool preservation, that is creating such conditions in the country, under which the population will not need to emigrate in search of better life. This very issue is discussed in this scientific article.

### **Statement of research objectives**

Aim of the article is to explain fields of state migration policy implementation for their regulation based on the analysis of migration processes in Ukraine.

### **Results**

State migration policy comes to the regulation of individuals' migration processes based on Ukraine national interests, protection of national labour market, interests of Ukrainian citizens, who work abroad, and the necessity in international cooperation development in this field and the mechanisms improvement.

According to Sheyibut V.V. top-priority courses of migration processes legislative regulations in Ukraine should be the following: improving legislation concerning the freedom of movement and free choice of residence in Ukraine; securing the functioning of national state employment bureau vacancy base; preventing the excessive disbalance in territorial settlement of the Ukrainian population [8, p.51].

Migration policy is an interrelation and combination of state, society and human interests in solving problems involving crossing borders (both internal and external) and correlation of migrants and indigenous population rights [9, p.37]. By means of migration policy in present circumstances it is necessary to solve contrary problems. On the one hand, there is the necessity to limit external migrants flow in order to protect the national labour market, social

conquests of developed society, and to stand against terrorist and other kinds of threats. On the other hand, in any globalized society there exist economically determined demands for the elimination of barriers in the form of interstate borders, which get in the way of people, goods, services and finance movement.

State migration policy is a system of institutionalized political measures that are implemented by governmental authorities and which are directed at the accomplishment of the main aims in the migration process management field on the national level [7, p.73]. The main aims of state migration policy are as follows: national interests and national security protection; securing and protecting human rights and freedoms both for migrants and local citizens; creating and endorsing the effective functioning of state and municipal authority in its interaction with migrants and their associations.

State migration policy includes the following elements:

1. Determining the strategic priorities in the migration field. By means of determining the priorities, the state differentiates migration flows and migrants by their degree of “desirability” and “adjustment” for a given country.

2. Prior migrant’ selection. It is implemented outside the accepting country and is aimed at influencing the formation of migration flows that are created in the countries of origin. This policy entails the cooperation of authorities and non-governmental organizations in the countries of origin on migration issues

3. Legislative and institutional securing of immigration control. First and foremost, it is connected with the legislative maintenance of the state policy in the migration field. The authorities, organizations and establishments, which functions include either strategic, analytically-forecasting activities in the migration field or direct work with migrants, while solving respective issues, will follow the norms, set in the state laws.

4. Creating conditions for migrants adaptation. This is one of the most complex and problematic constituents of state migration policy, which causes ample academic discussions and is fulfilled in various mechanisms of providing such adaptation. Under the adaptation of migrants we understand mutual political, cultural and social-economical adjustment of migrants, authorities and civil society institutions in the host country, in the result of which the migrants gain certain status, public position [6, p.122].

Proceeding from the given material we can conclude that the state migration policy primarily aims at the protection of migrants’ rights and interests. Scientists point out an important role of politics in immigrants’ issues regulations, creating conditions for their adaptation. However, less attention is paid

to measures that should aim at the reduction of population emigration, which ruins Ukrainian genetic pool, leads to the loss of national identity and family values, creates such negative phenomenon as social orphan hood, results in the loss of a considerable part of labour resources.

Accordingly, the state migration policy should have common aims with the state social policy to protect interests of its own people and create conditions for improving the Ukrainians quality of life on their own territory so they will not have the need to emigrate.

In order to determine the further main fields of state migration policy implementation, we should analyze the indexes of the Ukrainian population migration. Special attention should be drawn to the external migration, because, in fact, in cases of the internal migration the number of citizens doesn't change. Basic data of detailed analysis of migration processes in Ukraine are given in Table 1.

For analyzing the data, given in Table 1, we will use time series that will enable to depict absolute and relative changes in external population migration during 2013-2015. Time series are sequences of statistical indicators, placed in the chronological order, and consist of two elements: levels of sequences, that is statistical indicators, and time periods to which these sequences belong.

Time series involve a system of indexes, which give overall characteristic of direction and intensity changes of phenomenon in time. Among them absolute growth, increase rate, growth rate, absolute value of 1% growth should be singled out.

Absolute growth is the difference between the following and the previous, or basic, sequence levels. It shows by how many units the following level differs from the previous or basic value. Absolute growth can be positive (growth dynamics), negative (reduction) or zero growth (without changes).

Absolute growth is marked by letter  $\Delta y$ , is measured in units of the feature and is calculated according to the formulas:

$$\Delta y_i = y_i - y_0 \text{ -- for basic absolute growth} \quad (1)$$

$$\Delta y_i = y_i - y_{i-1} \text{ -- for chain absolute growth} \quad (2)$$

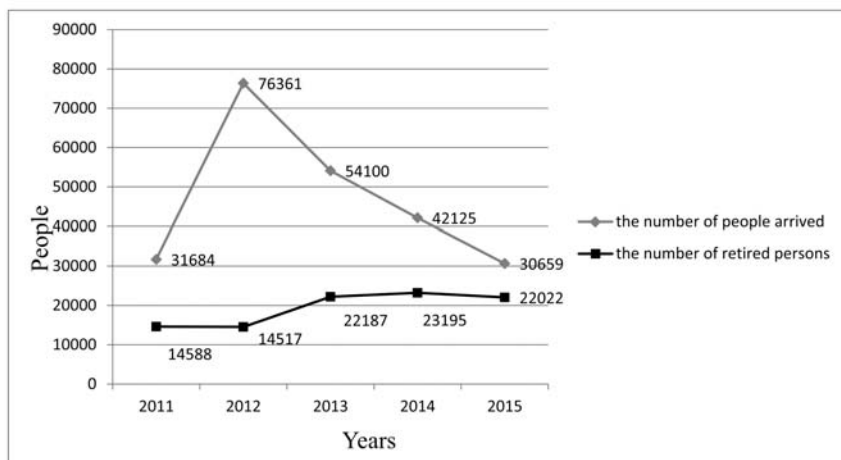
Increase coefficient (increase rate) is a ratio of the following indexes to the previous with which they are compared. It shows the intensity of changes in sequence levels. Increase rate is marked by letter  $K$  and is measured in coefficients or percents multiplying coefficient by 100%. If the increase coefficient of a certain level is more than 1 ( $K > 1$ ), then it means the level increase, if  $K < 1$  – the index value decrease.

Table 1

## External migration in Ukraine , people[10]

| Regions         | Years                                |                               |                                      |                               |                              |                               |                              |                               |                              |                               |
|-----------------|--------------------------------------|-------------------------------|--------------------------------------|-------------------------------|------------------------------|-------------------------------|------------------------------|-------------------------------|------------------------------|-------------------------------|
|                 | 2011                                 |                               | 2012                                 |                               | 2013                         |                               | 2014                         |                               | 2015                         |                               |
|                 | The number of people retired arrived | The number of retired persons | The number of people retired arrived | the number of retired persons | The number of people arrived | the number of retired persons | The number of people arrived | the number of retired persons | The number of people arrived | the number of retired persons |
| Ukraine         | 31684                                | 14588                         | 76361                                | 14517                         | 54100                        | 22187                         | 42125                        | 23195                         | 30659                        | 22022                         |
| AR of Crimea    | 2941                                 | 765                           | 5096                                 | 768                           | 5311                         | 1035                          | 2054                         | 1215                          | -                            | -                             |
| Vinnitsia       | 1252                                 | 447                           | 1961                                 | 543                           | 949                          | 321                           | 678                          | 845                           | 755                          | 298                           |
| Volyn           | 485                                  | 289                           | 598                                  | 261                           | 481                          | 169                           | 364                          | 124                           | 414                          | 272                           |
| Dnipropetrovsk  | 2218                                 | 1087                          | 4506                                 | 1047                          | 3216                         | 1404                          | 2495                         | 1129                          | 2126                         | 2300                          |
| Donetsk         | 3032                                 | 1454                          | 5696                                 | 1326                          | 3256                         | 1989                          | 3556                         | 2118                          | 516 <sup>1</sup>             | 315 <sup>1</sup>              |
| Zhytomyr        | 524                                  | 356                           | 741                                  | 264                           | 1030                         | 309                           | 1259                         | 315                           | 596                          | 355                           |
| Zakarpattia     | 290                                  | 360                           | 324                                  | 475                           | 276                          | 604                           | 245                          | 798                           | 266                          | 1519                          |
| Zaporizhia      | 1247                                 | 672                           | 3017                                 | 557                           | 1780                         | 910                           | 1735                         | 841                           | 1163                         | 965                           |
| Ivano-Frankivsk | 664                                  | 396                           | 1784                                 | 384                           | 1434                         | 667                           | 1620                         | 529                           | 989                          | 707                           |
| Kyiv            | 1473                                 | 276                           | 2106                                 | 489                           | 1812                         | 520                           | 1753                         | 426                           | 1314                         | 451                           |
| Kirovohrad      | 361                                  | 224                           | 617                                  | 214                           | 773                          | 245                           | 614                          | 218                           | 554                          | 350                           |
| Luhansk         | 1357                                 | 955                           | 3261                                 | 779                           | 3665                         | 1087                          | 2289                         | 1598                          | 245 <sup>1</sup>             | 681 <sup>1</sup>              |
| Lviv            | 601                                  | 563                           | 2478                                 | 473                           | 1439                         | 806                           | 1272                         | 752                           | 1007                         | 713                           |
| Mykolaiv        | 607                                  | 293                           | 990                                  | 311                           | 997                          | 417                           | 829                          | 498                           | 799                          | 541                           |
| Odesa           | 3293                                 | 726                           | 8016                                 | 671                           | 5125                         | 1877                          | 4163                         | 2045                          | 3151                         | 2126                          |
| Poltava         | 689                                  | 274                           | 1687                                 | 270                           | 1394                         | 394                           | 958                          | 287                           | 1020                         | 328                           |
| Rivne           | 221                                  | 246                           | 295                                  | 206                           | 441                          | 196                           | 335                          | 259                           | 332                          | 346                           |
| Sumy            | 515                                  | 240                           | 505                                  | 257                           | 466                          | 348                           | 435                          | 351                           | 568                          | 496                           |
| Terнопil        | 374                                  | 361                           | 415                                  | 318                           | 282                          | 174                           | 389                          | 283                           | 698                          | 312                           |
| Kharkiv         | 1293                                 | 825                           | 13889                                | 748                           | 7372                         | 3525                          | 6154                         | 2458                          | 5533                         | 3291                          |
| Kherson         | 423                                  | 249                           | 519                                  | 236                           | 476                          | 248                           | 426                          | 291                           | 406                          | 286                           |
| Khmelnytskyi    | 724                                  | 301                           | 575                                  | 295                           | 387                          | 155                           | 465                          | 169                           | 481                          | 252                           |
| Cherkasy        | 726                                  | 275                           | 879                                  | 223                           | 925                          | 237                           | 724                          | 985                           | 777                          | 359                           |
| Chernivtsi      | 644                                  | 258                           | 1542                                 | 230                           | 1055                         | 336                           | 758                          | 358                           | 735                          | 382                           |
| Chernihiv       | 799                                  | 263                           | 819                                  | 219                           | 727                          | 214                           | 615                          | 262                           | 594                          | 282                           |
| Kyivcity        | 4080                                 | 2202                          | 12734                                | 2719                          | 7903                         | 3748                          | 5119                         | 3787                          | 5620                         | 4095                          |
| city Sevastopol | 851                                  | 231                           | 1311                                 | 234                           | 1128                         | 252                           | 821                          | 254                           | -                            | -                             |

Fig. 1 shows the figures for the number of retired people and arrived in the Ukraine for 2011-2015 years.



**Fig. 1** –Indexes of external migration in Ukraine

Increase rate is calculated according to the formulas:

$$K_i = \frac{y_i}{y_o} * 100\% \text{ - basic increase rate} \quad (3)$$

$$K_i = \frac{y_i}{y_{i-1}} * 100\% \text{ - chain increase rate} \quad (4)$$

Growth rate is a ratio of absolute growth to the previous sequence level (or basic), expressed as a percentage. It is an indicator of relative speed of increase and shows by how many percents the index (the following level) increased (decreased) comparing to the previous or basic one.

Positive value of growth rate means the increase in level and the negative – the decrease (rate of decline). It is marked by letter T. According to the definition, growth rate is calculated with the formulas:

$$T_i = \frac{\Delta y_i}{y_o} * 100\% \text{ - basic growth rate} \quad (5)$$

$$T_i = \frac{\Delta y_i}{y_{i-1}} * 100\% \text{ - chain growth rate} \quad (6)$$



But practically, the more convenient formula is used:

$$T_i = K_i - 100\% \quad (7)$$

So, growth rate is defined as a variation of increase rate “minus” “1” and the result is multiplied by 100%. And if the increase coefficient is measured in percents, then we subtract 100% from it. We should remember that chain growth rates can be obtained only by subtracting 1 (or 100%) from the chain increase rates. We can find the basic rates analogically.

Absolute value of 1% growth is a ratio of absolute growth during certain time to growth rate of the same period. This index reveals the importance of 1% growth, its expression in absolute magnitude. It shows what does the increase or decrease in level of a certain social phenomenon by 1% mean. Absolute value of 1% growth is measured in units of sequence levels, marked by [1%] and is calculated according to the formula:

$$|1\%| = \frac{\Delta y_i}{T_i} \quad (8)$$

Absolute value of 1% growth is determined only by the chain method, because during the basic one we obtain one and the same quantity for each period. It is accessible to give the calculated results of time series analysis in the form of tables. It helps to determine some tendencies in phenomenon dynamics, compare separate indexes. According to the scientific research and based on the time series indexes appliance we will analyze the indexes of the Ukrainian population external migration, which will enable to recognize the main tendencies. The obtained results are given in Table 2.

Table2

### Calculation of time series on external migration in Ukraine

| Years | Indexes of the number of people arrived |        |                  |      |                |       |                             |
|-------|-----------------------------------------|--------|------------------|------|----------------|-------|-----------------------------|
|       | Absolute growth, people                 |        | Increase rate, % |      | Growth rate, % |       | Absolute value of 1% growth |
|       | Yb                                      | Ych    | Kb               | Kch  | Tb             | Tch   |                             |
| 2011  | -                                       | -      | -                | -    | -              | -     | -                           |
| 2012  | 44677                                   | 44677  | 241              | 241  | 141            | 141   | 316                         |
| 2013  | 22416                                   | -22261 | 170              | 70   | 70             | -30   | 742                         |
| 2014  | 10441                                   | -11975 | 132              | 77   | 32             | -23   | 520                         |
| 2015  | -1025                                   | -11466 | 96               | 72,7 | -4             | -27,3 | 420                         |

| Years | Indexesof the number of retired persons |       |                  |       |                |      |                             |
|-------|-----------------------------------------|-------|------------------|-------|----------------|------|-----------------------------|
|       | Absolute growth, people                 |       | Increase rate, % |       | Growth rate, % |      | Absolute value of 1% growth |
|       | Yb                                      | Ych   | Kb               | Kch   | Tb             | Tch  |                             |
| 2011  | -                                       | -     | -                | -     | -              | -    | -                           |
| 2012  | -71                                     | -71   | 99,5             | 99,5  | -0,5           | -0,5 | 142                         |
| 2013  | 7599                                    | 7670  | 152              | 152,8 | 52             | 52,8 | 145                         |
| 2014  | 8607                                    | 1008  | 159              | 104,5 | 59             | 4,5  | 224                         |
| 2015  | 7434                                    | -1173 | 150              | 94    | 50             | -6   | 195                         |

In Table 3 the main calculations on the Ukrainian population migration are given and based on them it is possible to draw the following conclusions: in 2015 the number of population that arrived for permanent residence to Ukraine was reduced by 1025 people (4%) comparing with 2011 year.

Table 3

### Calculation of the structure of external migration in Ukraine, %

| Regions         | Indexes                      |                               |                              |                               |                              |                               |
|-----------------|------------------------------|-------------------------------|------------------------------|-------------------------------|------------------------------|-------------------------------|
|                 | 2013                         |                               | 2014                         |                               | 2015                         |                               |
|                 | the number of people arrived | the number of retired persons | the number of people arrived | the number of retired persons | the number of people arrived | the number of retired persons |
| Ukraine         | 100%                         | 100%                          | 100%                         | 100%                          | 100%                         | 100%                          |
| AR of Crimea    | 9,82                         | 4,66                          | 4,88                         | 5,23                          | -                            | -                             |
| Vinnytsia       | 1,76                         | 1,45                          | 1,6                          | 3,64                          | 2,46                         | 1,35                          |
| Volyn           | 0,89                         | 0,76                          | 0,86                         | 0,53                          | 1,35                         | 1,23                          |
| Dnipropetrovsk  | 5,94                         | 6,33                          | 5,9                          | 4,86                          | 6,93                         | 10,44                         |
| Donetsk         | 6,01                         | 8,96                          | 8,44                         | 9,13                          | 1,68                         | 1,43                          |
| Zhytomyr        | 1,90                         | 1,40                          | 2,99                         | 1,36                          | 1,94                         | 1,61                          |
| Zakarpattia     | 0,51                         | 2,72                          | 0,6                          | 3,44                          | 0,87                         | 6,9                           |
| Zaporizhia      | 3,30                         | 4,10                          | 4,12                         | 3,63                          | 3,80                         | 4,38                          |
| Ivano-Frankivsk | 2,65                         | 3,01                          | 3,85                         | 2,28                          | 3,23                         | 3,21                          |
| Kyiv            | 3,35                         | 2,34                          | 4,2                          | 1,84                          | 4,29                         | 2,04                          |
| Kirovohrad      | 1,43                         | 1,10                          | 1,45                         | 0,94                          | 1,80                         | 1,60                          |
| Luhansk         | 6,77                         | 4,90                          | 5,43                         | 6,9                           | 0,80                         | 3,10                          |

|                 |      |      |       |      |       |       |
|-----------------|------|------|-------|------|-------|-------|
| Lviv            | 2,65 | 3,64 | 3,01  | 3,24 | 3,28  | 3,24  |
| Mykolaiv        | 1,84 | 1,88 | 1,96  | 2,15 | 2,60  | 2,46  |
| Odessa          | 9,47 | 8,46 | 9,88  | 8,9  | 10,3  | 9,65  |
| Poltava         | 2,58 | 1,78 | 2,27  | 1,23 | 3,32  | 1,49  |
| Rivne           | 0,82 | 0,88 | 0,79  | 1,11 | 1,10  | 1,57  |
| Sumy            | 0,90 | 1,57 | 1,03  | 1,51 | 1,85  | 2,25  |
| Ternopil        | 0,52 | 0,78 | 0,92  | 1,22 | 2,28  | 1,42  |
| Kharkiv         | 13,6 | 1589 | 14,6  | 10,6 | 18,05 | 14,95 |
| Kherson         | 0,88 | 1,11 | 1,01  | 1,25 | 1,32  | 1,30  |
| Khmelnyskyi     | 0,72 | 0,70 | 1,10  | 0,72 | 1,57  | 1,14  |
| Cherkasy        | 1,70 | 1,07 | 1,71  | 4,24 | 2,53  | 1,63  |
| Chernivtsi      | 1,95 | 1,51 | 1,80  | 1,54 | 2,40  | 1,73  |
| Chernihiv       | 1,34 | 0,96 | 1,50  | 1,12 | 1,94  | 1,28  |
| Kyivcity        | 14,6 | 16,9 | 12,15 | 16,3 | 18,3  | 18,6  |
| city Sevastopol | 2,10 | 1,14 | 1,95  | 1,09 | -     | -     |

Absolute value of 1% growth of this index fluctuates annually, though gradually increases. Thus, in 2012 this index was 316 people and in 2015 – 420. This indicates an increase in value of 1% growth. So, if in 2011 1% growth of population immigration was 316 people, then in 2015 this index increased by 104 people. Concerning the number of population that left the Ukrainian territory, absolute growth of this index in 2015 compared with 2011 increased by 7434 people, which indicates the negative tendencies in general population structure. Yet, in the general quantity of emigrated population the citizens of the Autonomous Republic of Crimea and the territory of Donetsk and Luhansk regions, where the Anti-Terrorist Operation is held, are not included. Meanwhile, absolute value of 1% growth in 2015 was 195 people, which compared with 2012 (142 people) increased by 53 people. Thus, it is worth mentioning the negative tendencies both in external immigration and external migration of population. Annually the number of people arriving for permanent residence to Ukraine gradually decreases and the number of people leaving the country increases.

For more detailed data analysis on external migration of Ukrainians in 2013-2015 we will use relative structure values, which will enable us to analyze the structure of population migration and to detect those regions of the country, in which the number of population decreases rapidly due to its emigration and based on this to identify causes and consequences of such process. In Table 3

calculated data are given, according to which the general number of arrived and departed Ukrainian population each time is taken as 100%. After that a fraction of arrived and departed population of each region in this 100% is determined. Analyzing the indexes of population movement and the structure of arrived and departed population in 2013-2015 we can emphasize that migration processes in country regions are erratic, which is due not only to general reasons of population emigration but also to reasons, which result from certain regions characteristics of development and functioning.

So, in 2013 Volyn, Rivne, Ternopil, Khmelnytskyi, Chernihiv Oblasts had the fraction from 0% to 1% of population in general structure of external emigration; Vinnytsia, Zhytomyr, Zakarpattia, Zaporizhia, Ivano-Frankivsk, Kyiv, Kirovohrad, Lviv, Mykolaiv, Poltava, Sumy, Kherson, Cherkasy, Chernivtsi Oblasts – from 1% to 4%; the Autonomous Republic of Crimea, Dnipropetrovsk, Luhansk Oblasts – from 4% to 8%; Donetsk, Odessa Oblasts – from 8% to 10%; Kharkiv Oblast – more than 10 %.

In 2014 the number of regions in the structure of external migration with the fraction from 0% to 1% reduced to three oblasts, Kirovograd Oblast was included and respectively Rivne, Ternopil and Chernihiv Oblasts were excluded from this range. The number of regions within the range from 1% to 4% didn't change, however, Ternopil and Chernihiv Oblasts were included here; Kirovograd Oblast, where the number of emigrants decreased, and Cherkasy Oblast, where the fraction of emigrants increased, were excluded. Within the range from 4% to 8% the number of regions increased by one Cherkasy Oblast; within ranges from 8% to 10% and more than 10% nothing changed.

In the structure of external migration of 2015 there is no oblast within the range from 0% to 1%, which implies the growth of population emigration abroad. Meanwhile, the number of oblasts within the range from 1% to 4% significantly increased, particularly on account of Donetsk and Luhansk Oblasts and not due to decrease in the number of people who emigrated but due to not taking into account the territory, where the Anti-Terrorist Operation is held. The data about the Autonomous Republic of Crimea and Simferopol were not taken into account either. Generally, having analyzed the indexes of 2013-2015 external migration, we should note the increase in the number of population, that left the country especially in Volyn (from 0,76% to 1,23%), Dnipropetrovsk (from 6,33% to 10,44%), Zhytomyr (from 1,40% to 1,61%), Zakarpattia (from 2,72% to 6,9%), Zaporizhia (from 4,10% to 4,38%), Ivano-Frankivsk (from 3,01% to 3,21%), Kirovohrad (from 1,10% to 1,60%), Mykolaiv (from 1,88% to 2,46%), Odessa (from 8,46% to 9,65%), Rivne (from 0,88% to 1,57%), Sumy (from 1,57% to 2,25%), Ternopil (from 0.78% to 1,42%), Kherson (from 1,11%

to 1,30%), Khmelnytskyi (from 0,70% to 1,14%), Cherkasy (from 1,07% to 1,63%), Chernivtsi (from 1,51% to 1,73%), Chernihiv (from 0,96% to 1,28%) Oblasts. But, the data from the Autonomous Republic of Crimea, part of Donetsk and Luhansk Oblasts, where the Anti-Terrorist Operation is held, were not included in the general number of people, who left the country in 2015

So, based on the data, given in Table 4, Dnipropetrovsk and Kharkiv Oblast should be considered to be the most problematic oblasts (in 2015 from these regions departed respectively 10,44% and 14,95% of general number of people who left the country); Zakarpattia Oblast (number of people, who departed increased from 2,72% in 2011 to 6,9% in 2015). Positive tendencies are noted in Vinnytsia Oblast (number of arrived population increased from 1,76% in 2013 to 2,46% in 2015, meanwhile, the number of population from this region, that emigrated decreased), Poltava Oblast (number of arrived population increased from 2,58% in 2013 to 3,32% in 2015), Ternopil Oblast (number of arrived population increased from 0,52% in 2013 to 2,28 in 2015).

Generally speaking about Ukraine, the main reasons of population external migration are the following: a desire of better living conditions and quality of life; an opportunity to fulfil their career guidance for better payment; changes in manufacture regional location, its restructure; state of health and respectively a need to change climate conditions; family relations, reunion with relatives; social and ethnic conflicts, wars; high level of unemployment; low salary level; economic underdevelopment of certain regions or their not complete re-orientation to market-driven economy; random circumstances.

It's worth mentioning that foreign scientists also pay much attention to studying the causes and consequences of external migration. Especially Cortes P. studies the influence of wives' migration on their family well-being, relations with children, husbands; creation of social orphan hood, when parents are far away from their children and children are brought up by close relatives in a best-case scenario, in a worst – by “street”. The author paid special attention to determining the effects of cash flows from parents to children and concluded that the more negative consequences for children will have the absence of a mother not a father [3, p.71]. Beine M. and Parsons Ch. in their scientific work emphasize that one of equally important reasons of population migration is ecological problems [1, p.742]. Environmental pollution, poor water supply, adverse climate, huge air temperature swings, air and water pollution with different wastes also cause population emigration. These very reasons are relevant both for Ukraine in general and it's certain regions.

Another foreign article notes expansion of economic and social problems, ethnic conflicts, which cause the increase in migrants flow to the European

countries, and it becomes a huge problem and challenge for the EU countries. Massive refugee flow to the European countries caused the spread of terrorism, smuggling, illegal population migration, humanitarian crisis, weakening of national interest protection [11]. Thus, there are more than enough reasons for migration. Furthermore, uncontrolled migration can break the peace and repose in the whole world, that's why each country has to design a corresponding state migration policy, which will respond to contemporary realities. First and foremost, such policy should be directed not on smoothing migration consequences but on solving causes of population migrations spreading.

One of the state migration policy directions should be the creation of conditions for Ukrainians homecoming. Such factors as political stability, existence of democracy and reduction of corruption level, improvement of economic situation in the country and their economic and social security, availability of work places, where they can completely professionally fulfil themselves are important for return migrants. King R. wrote about the features of return migration and he emphasized that, on the one hand, the population return to their historical homeland contributes to the improvement of economic situation in the country and development of new branches but, on the other hand, it has its own characteristic features for each country, which should be governed by the state [2].

Malynovska A. O. notes that sharply defined organizationally and financially secured state policy will contribute to the return of Ukrainians and it has to be directed on informational supply of emigrants with the necessary information on possible employment in Ukraine or starting their own business; aid in their reintegration after returning home, that must have both economical and culturally-educational component; provision of professional training and retraining in order to obtain qualification that will meet the new requirements of labour-market [5, p.100].

In order to keep the economically active population in Ukraine, there should be created respective conditions for their social formation inside not outside the country: particularly, the problems of unemployment, especially in rural areas, should be solved with the assistance of the Ministry of Social Policy, for it is the reason of significant migration reduction in rural population; agricultural sector decline (livestock farming, crop growing, vegetable growing, cattle breeding, sheep breeding), which can actually be one of the high-priority sectors that is able to improve the economic situation in the country. Furthermore, in certain villages of Ukraine there already exist practices of creating private farmings. Besides, the process of decentralisation and formation of communities should contribute to that. One of the problems that make people leave the territory of the country is a high corruption level, which, as a matter of fact, overtook

all spheres of social life. Its decrease will enable to create greater possibilities for development of all people, irrespective of their social status or economic situation in the family.

### **Conclusions**

This article is devoted to studying the potential fields of state migration policy implementation in Ukraine, based on the analysis of external migration indexes and taking into consideration the causes of population leaving the territory of the country. The study made it possible to draw the following conclusions:

1. Appliance of the time series for external migration indexes analysis showed the outspread of annual increase tendencies in population emigration. It is found out that the largest number of population emigrated abroad from Dnipropetrovsk, Zakarpattia, Odessa and Kharkiv Oblasts. It was defined that during the analyzed period of 2011-2015 these regions had the largest fraction of emigrated to other countries population: in 2015 Kharkiv and Dnipropetrovsk Oblasts and also Kyiv had more than 10% fraction.

2. The main reasons of population leaving the country are defined: poor economic situation of families; a desire to fulfil one's opportunities for better payment; a need to improve, learn something new; a state of health, which can be improved in other climate conditions; ecological problems; local wars and ethnic conflicts; deterioration in social-economic situation of the country. These and other causes force the population to leave their native lands in search of better destiny. In its turn, population department has quite a lot of negative consequences both for a country itself and for a certain family. That's why migration policy is implemented for the governing of migration processes. It has influence on different types of migration however in this article we paid attention, especially, to external migration, because we consider, that its consequences are the most catastrophic for a country.

3. The main directions in governing external population migration, which should be implemented by state migration policy, are outlined and among them are the following: creation of social and economic conditions for returning people back to Ukraine; development of labour-market, especially based on social partnership, creation of additional work-places, development of different types of industry; aid in adaptation of Ukrainians, who left the country long time ago and plan to return; assistance in starting their own business.

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**PROTECTION OF THE RIGHT TO LIFE  
FOR THE UNBORN CHILD IN INTERNATIONAL  
AND DOMESTIC LEGISLATION  
AND APPROPRIATE PUBLIC POLICY**

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The article is devoted to the analysis of protection of the right to life for the unborn child in international and domestic legislation and appropriate public policy. Declaration of the Rights of the Child, Recommendations of PACE, San Jose Articles, Convention on the Rights of the Child, American Convention on Human Rights, Constitutions of Ireland, Hungary, the Slovak Republic and other documents are considered in this context.

The right to life is the possibility of security and privacy protection which is a natural, inseparable from the person and guaranteed by international and national legislation. This right belongs to the individual, and led the entire system of human rights.

The right to life imposes on the State the duty of the state in every possible way to protect human life from any unlawful encroachment and other threats. The right of the child at the prenatal stage of life is the derivative of the natural inalienable human right to life.

The level of development of modern medicine has created a number of problems associated with the implementation of the right to life and to health protection. These problems are required legal authorization. We are talking about issues such as artificial insemination, abortion, surrogacy motherhood, scientific experiments with human embryos, and other issues associated with childbirth. There is an urgent need for legislation to establish the legal status of the human embryo, and exactly from the point of view of human dignity. The destruction of a human embryo or fetus can not match the human dignity.

The author takes the position that the most reasonable (with scientific, ethical, social and legal point of view) is the legal approach implemented in the legislation of a number of states (the legal acts which are discussed), is expressed in the recognition of the beginning of the action of the right to human life and the protection of this right from the moment of conception.

Keywords: *the right to life, the legal status of the human embryo, the prenatal stage of human development, the constitutional and legal protection of the right to life of the unborn child.*

Derega W. *Ochrona prawa do życia dziecka nienarodzonego w prawie międzynarodowym i krajowym oraz odpowiednia polityka publiczna w tym zakresie*

W artykule przedstawiono podstawowe normy prawne dotyczące gwarancji uznania ochrony prawnego dziecka w fazie prenatalnej. Człowiek w tym stadium posiada godność i prawo do życia, zagwarantowane w prawie międzynarodowym i w ustawodawstwie demokratycznych państw. w opracowaniu zwrócono uwagę na konieczność ustalania tych standardów w ustawodawstwie ukraińskim oraz realizacji odpowiedniej polityki publicznej w tym zakresie.

Słowa kluczowe: *prawo do życia, status prawny embrionu ludzkiego, prenatalna faza rozwoju człowieka, konstytucyjna i prawna ochrona prawa do życia nienarodzonego dziecka*

Дерега В.В. *Захист права на життя ненародженої дитини в міжнародному та національному законодавстві та відповідна державна політика*

У статті викладені основні закріплені у міжнародному праві і в законодавстві демократичних держав гарантії прямого правового визнання дитини на пренатальній стадії розвитку людським індивідом, який володіє людською гідністю та правом на життя. Підкреслюється необхідність закріплення цих норм і в українському законодавстві, а також проведення відповідної державної політики.

Ключові слова: *право на життя, правовий статус людського ембріону, пренатальна стадія розвитку людини, конституційно-правовий захист права на життя ненародженої дитини*

Дерега В.В. *Защита права на жизнь нерожденного ребенка в международном и национальном законодательстве и соответствующая государственная политика*

В статье изложены основные закрепленные в международном праве и в законодательстве демократических государств гарантии прямого правового признания ребёнка на пренатальной стадии развития человеческим индивидом, обладающим человеческим достоинством и правом на жизнь. Подчеркивается необходимость закрепления этих норм и в украинском законодательстве, а также проведение соответствующей государственной политики.

Ключевые слова: *право на жизнь, правовой статус человеческого эмбриона, пренатальная стадия развития человека, конституционно-правовая защита права на жизнь нерожденного ребенка.*

Introduction

Human life in any civilized society is the supreme value. Therefore, the main human right is the right to life. All other rights and freedoms are derived from it. The right to life is a natural and inalienable right of every human being.

The recognition, observance and protection of this right is the responsibility of the state. The government must protect the complex of personal, inalienable rights and freedoms. First and foremost, the right to be protected the most defenseless - children.

It is a child under any circumstances, should be among the first to receive social protection and assistance, as the constant care of the children is a significant condition for the development of the nation, the state, the international community as a whole.

This theme is updated by the fact that demographic decline is one of the most serious threats for Ukraine today. Ukraine is in deep demographic crisis that threatens its territorial integrity, and the very existence of its statehood. It became increasingly clear the importance of a set of legal measures for the establishment and implementation of mechanisms and protection of rights and freedoms of the child, the most important of which is the right to be born as a component of the right to life.

Analysis of recent research

The essence of right to life and problems of legal status of the human embryo are considered in the works of scientists I.Ponkin, V.Eremyan, M.Kuznetsov, A.Ponkina, K.Svitnev, N.Besedkina, S.Zhursimbaev, S.Buletsa, V.Vatras and others.

The problems of the constitutional and legal protection of the right to life of the unborn child in Ukraine examined in the works of researchers L.Lyubich, S.Tsebenko, G.Reznik, O.Goncharenko, A.Kulish, K.Levandovski and others.

In spite of considerable attention to the above issues, the state of its scientific readiness is considered insufficiently. This stipulated the topic choice of a given work.

Statement of research objectives

The purpose of this paper is to analyze the condition of the protection of the right to life for the unborn child in international and domestic legislation and appropriate public policy.

Results

The right to life is the inalienable right of every human being, protected by law. Its content is that no one can be deprived of his life intentionally.

The right to life is a fundamental human right protected by international law and the constitutions of most democratic countries, including Ukraine. Also,

the right to life imposes on the State the duty of the state in every possible way to protect human life from any unlawful encroachment and other threats, to provide legal, social, economic, environmental and other conditions for normal, healthy and dignified life. The right of the child at the prenatal stage of life is the derivative of the natural inalienable human right to life.

The level of development of modern medicine has created a number of problems associated with the implementation of the right to life and to health protection. These problems are required legal authorization. We are talking about issues such as artificial insemination, abortion, surrogacy motherhood, scientific experiments with human embryos, and other issues associated with childbirth.

As stated in the Recommendation of Parliamentary Assembly of the Council of Europe "Use of human embryos and foetuses for diagnostic, therapeutic, scientific, industrial and commercial purposes" (was adopted by the Assembly on 24 September 1986) [1]: "aware that this progress has made the legal position of the embryo and foetus particularly precarious, and that their legal status is at present not defined by law" (point 6), "aware that adequate provisions governing the use of living or dead embryos and foetuses do not at present exist", and "human embryos and foetuses must be treated in all circumstances with the respect due to human dignity".

That is, in other words, at the present stage, there is an urgent need for legislation to establish the legal status of the human embryo, and exactly from the point of view of human dignity. The destruction of a human embryo or fetus can not match the human dignity.

The Recommendation expressed the idea of the embryo as the beginning of a new life, not part of the mother's body, for man as a new creature (the biological individual) occurs immediately after the merger of parental germ cells.

Legal recognition of the child in the prenatal stage of development (including - at any stage of fetal development) as a subject of the right to life, the legal recognition of the rights of this child to life, to health and to development, to a remedy before his birth is expressed in a number of provisions international legal acts, as well as confirmed legislatively enshrined guarantees in the legal systems of many foreign states.

In this context, it is necessary to pay attention to the fundamental documents in this sphere. The Preamble of the Declaration of the Rights of the Child, proclaimed by General Assembly Resolution 1386(XIV) of 20 November 1959 [2], states: "the child, by reason of his physical and mental immaturity, needs special safeguards and care, including appropriate legal protection, before as well as after birth". The Principle 4 of this document declares: "The child shall

enjoy the benefits of social security. He shall be entitled to grow and develop in health; to this end, special care and protection shall be provided both to him and to his mother, including adequate pre-natal and post-natal care” [2]. Thus establishes the right to receive appropriate medical care before birth.

The Declaration of the Rights of the Child was the basis of the basis of the Convention on the Rights of the Child adopted by the UN General Assembly 30 years later on 20 November 1989. In the article 1 it is stated that: “a child means every human being below the age of eighteen years” [3]. It can be assumed that this definition refers to unborn child. In addition, the document contains a quote from the Declaration of Rights of the Child on the right of the child to protection, care and legal protection, before as well as after birth.

It is essential that, in accordance with paragraph 2 of Article 6 of the Convention on the Rights of the Child, “States Parties shall ensure to the maximum extent possible the survival and development of the child”. This provision should be read in conjunction with the position of the Preamble of the Convention on the provision of adequate legal protection of the child, both before and after birth. The point is that states are obliged to ensure the survival of a child before birth and after birth. In other words, the state’s duty to ensure the survival of the child is an element of the legal status of the child in the prenatal stage of development.

Article 4 “Right to Life” of American Convention on Human Rights (was adopted at the Inter-American Specialized Conference on Human Rights, San José, Costa Rica, 22 November 1969) declares: “Every person has the right to have his life respected. This right shall be protected by law and, in general, from the moment of conception. No one shall be arbitrarily deprived of his life” [4].

To assist physicians in recognizing and following their ethical obligations, the The World Medicine Association (WMA) has promulgated “WMA Statement on In-Vitro Fertilization and Embryo Transplantation” [5]. The document was adopted by the 39th World Medical Assembly Madrid, Spain, October 1987.

The World Medicine Association urges physicians to act ethically and with appropriate respect for the health of the prospective mother and for the embryo from the beginning of life. Any commercialization by which ova, sperm, or embryo are offered for purchase or sale is expressly condemned by the World Medical Association.

The important document in the sphere of this research is also Convention for the Protection of Human Rights and Dignity of the Human Being with regard to the Application of Biology and Medicine: Convention on Human Rights and Biomedicine (Oviedo, 4.IV.1997) [6]. The Convention is the first legally-binding international text designed to preserve human dignity, rights and freedoms,

through a series of principles and prohibitions against the misuse of biological and medical advances. The Convention's starting point is that the interests of human beings must come before the interests of science or society. It lays down a series of principles and prohibitions concerning bioethics, medical research, consent, rights to private life and information, organ transplantation, public debate etc. Article 18 "Research on embryos in vitro" of the Convention says: Where the law allows research on embryos in vitro, it shall ensure adequate protection of the embryo. The creation of human embryos for research purposes is prohibited [7].

The rights and legal interests of a child are guaranteed before his birth in constitutions of many European countries. The principle of right to life is truly powerful foundation for state building and closely connected with constitutional proclamation of human dignity value.

In this regard the Fundamental Law of Hungary deserves particular attention. This is the most recent and the most conservative Constitution among the European Union's member states. Constitution of Hungary was adopted on 18 April 2011, promulgated a week later and entered into force on 1 January 2012. The document succeeded the 1949 Constitution, originally adopted at the creation of the Hungarian People's Republic on 20 August 1949 and heavily amended on 23 October 1989.

Human life is respected in this document and special security is given to the right to life. Thus, the Article II of Chapter "Freedom and Responsibility" declares that "Human dignity shall be inviolable. Every human being shall have the right to life and human dignity; embryonic and foetal life shall be subject to protection from the moment of conception" [8].

In the first point of Article L noted that Hungary shall protect the institution of marriage as the union of a man and a woman established by voluntary decision, and the family as the basis of the nation's survival. In the next points proclaimed that Hungary shall encourage the commitment to have children, the protection of families shall be regulated by a cardinal Act. These statements indicate the striving for providing security of family and heterosexual marriage.

Prohibition of eugenics activity sets in the Article III of "Freedom and Responsibility" part: All practices aimed at eugenics, any use of the human body or any of its parts for financial gain, and human cloning shall be prohibited.

Constitutional principles concerning attitude to family and religion which have reflected in the new Hungarian Fundamental Law can be characterized in this way: the revival of Christian values; cooperation between the Church and the State; the protection of human dignity and right to life from moment of conception; the protection of family and heterosexual marriage; the prohibition

of eugenics activity. These statements defend traditional family and religious values of Hungarian people and represent the orientation toward national interests of Hungary.

The constitutions of some other countries are also provided such rules. For example, Article 40 of Ireland Constitution (enacted 1st July, 1937) proclaims: "The State acknowledges the right to life of the unborn and, with due regard to the equal right to life of the mother, guarantees in its laws to respect, and, as far as practicable, by its laws to defend and vindicate that right" [9].

In Constitution of the Slovak Republic the first part of Article 15 (Section Two "Fundamental Human Rights and Freedoms") says: "Everyone has the right to life. Human life is worth protection even before birth" [10].

Adequate principles are represented in the normative documents of the other European states, and also in the international law.

According to the position that expressed in the Decision of the Federal Constitutional Court (Germany), unborn human life - and not just human life after birth or an established personality - is accorded human dignity. "Irrespective of how the different phases of prenatal development can be assessed from the biological, philosophical, even theological standpoint and irrespective of how they have been judged historically, in any case what is involved are the indispensable stages of development of individual human life. Wherever human life exists, it should be accorded human dignity... The dignity accorded to human life and also that accorded to unborn life exists for its own sake" (146-147 paragraphs) [11]. Thus, we may assume that human dignity of the child in the prenatal stage of development is a particular form of human dignity.

San Jose Articles [12] is considered to be the main document in the protection of life. This document was presented October 6, 2011 at a press briefing in United Nations Press Center in New York, and consists of 9 articles that summarize the attitude of the international legal treaties and customary law on abortions. The San Jose Articles were prepared by a group of 31 experts in international law, international relations, international organizations, public health, science, medicine and government. The signers include law professors, philosophers, Parliamentarians, Ambassadors, human rights lawyers, and delegates to the UN General Assembly.

The paper concludes that there is no "right to abortion" in the modern international legislation. «The San José Articles» the document appeared to help governments and civil society to protect human rights through a proper understanding how the unborn child's rights are protected by international law. This document should be used in the fight against false claims, such as the misconception that abortion refers to human rights.

So then in articles 1-4 of document said that the scientifically established fact is the beginning of a new human life at conception, and also that “Each human life is a continuum that begins at conception and advances in stages until death. Science gives different names to these stages, including zygote, blastocyst, embryo, fetus, infant, child, adolescent and adult. This does not change the scientific consensus that at all points of development each individual is a living member of the human species. From conception each unborn child is by nature a human being. All human beings, as members of the human family, are entitled to recognition of their inherent dignity and to protection of their inalienable human rights. This is recognized in the Universal Declaration of Human Rights, the International Covenant on Civil and Political Rights, and other international instruments” [12].

The document clearly and truthfully states that governments and members of society should ensure that national laws and policies protect the human right to life from conception. They should also reject and condemn pressure to adopt laws that legalize or depenalize abortion. When such pressures exerted, member states should demand accountability from the United Nations system.

Providers of development aid should not promote or fund abortions. They should not make aid conditional on a recipient’s acceptance of abortion.

International maternal and child health care funding and programs should ensure a healthy outcome of pregnancy for both mother and child and should help mothers welcome new life in all circumstances.

The contents of the above document suggests that bioethical standards which protect human dignity and the rights of the child in the prenatal stage of development, are becoming more widely accepted and gain more and more normative force, and “Articles of San José” is only the first step towards the creation of international legal guarantees of termination of inhuman treatment to children in the prenatal stage of development.

These standards are reflected in the national legislation at lower levels. For example, in the United States in accordance with the State Children’s Health Insurance Program (SCHIP) in 2002 a child defines as “an individual under the age of 19 including the period from conception to birth” [13]. Accordingly, unborn children are regarded as citizens with the right to health insurance and medical care, in contrast, by the way, from their mothers, if they do not have these rights (for example, illegal immigrants).

Accordingly to Judgment of the Grand Chamber of European Court of Justice of 18 October 2011 in the case of N C-34/10 of 18.10.2011 [14] dedicated to the interpretation of paragraph «c» of paragraph 2 of Article 6 of Directive N 98/44 / EC of the European Parliament and of the Council of 06.07.1998 “Legal

protection of biotechnological inventions”: “any human ovum must, as soon as fertilised, be regarded as a ‘human embryo’ within the meaning and for the purposes of the application of Article 6(2)(c) of the Directive, since that fertilisation is such as to commence the process of development of a human being” [14].

In that way, the presence of human dignity in unborn child is recognized on the international level. In other words, the human dignity of the child doesn’t depend and cannot depend on any conditions by any other persons, including the state, or circumstances. This dignity is self-worth, is not determined by legal or factual conditions or subjective attitude (in relation to the child in the prenatal stage of development), proceeds from the intrinsic value of human life and personal autonomy.

The allegation that the child in the prenatal stage of development of a human being, is not only a philosophical, moral or ethical belief or assumption. Firstly, it is justified by the huge volume of scientific knowledge acquired in the fields of biology, embryology, genetics, physiology and other sciences. Secondly, this statement is a set of legally significant fact, recognized by international law, reaffirms the provisions of international and national laws.

The laws of many foreign states fix rules that guarantee the right to life, health and other rights of the child at the prenatal stage of development. For a child in the prenatal stage of life should be legally recognized by a number of fundamental rights, including the rights to life, security and protection of the right to receive proper care and nutrition, to receive special protection from all forms of neglect, abuse, intentional and unintentional maltreatment and other acts which may be harmed its development. It is obvious that the levels and specific measures of legal protection of the child in the prenatal period of development vary considerably in different countries. But that does not mean that the duty of the state to protect the rights of the child in the prenatal period is less important, or that the child in the prenatal period deprived of any legal protection.

Occurring in certain situations the conflict between the rights of the child in the prenatal stage life and the same rights of his mother does not discount the human dignity of the child in the prenatal stage of life and development, does not negate or reduce the significance of his fundamental rights to life, to health, to development and to human dignity.

The provisions of the right to life are reflected in national legislation. The Constitution of Ukraine in the article 27 states: “Every person shall have the inalienable right to life. No one shall be arbitrarily deprived of life. Protection of human life shall be the duty of the State. Everyone shall have the right to protect his life and health, and lives and health of other people against unlawful

encroachments” [16]. However, the Constitution does not point at the time of occurrence of the human rights to life and other rights.

According to part 2, Article 25 of the Civil Code of Ukraine capacity of an individual occurs at birth and ceases with death. This means that the domestic legislator recognize the beginning of life at birth. But biology (embryology, genetics) provide compelling evidence that the development of a new human organism begins with the fusion of gametes (sex cells - female (oocyte) and male (sperm)) to form a zygote (fertilized egg) that begins to divide and form a blastocyst (formed a human in 5-6 days after fertilization), which is implanted in the uterine endometrium. From this moment begins the prenatal period of life of the human individual [15]. Prenatal period of life is a necessary stage of human development and should be protected by law as well as human life after birth at any stage.

Therefore, we can fully support the idea of that it is necessary to initiate changes in current legislation so that Article 27 of the Constitution of Ukraine, which states that every person has the inalienable right to life, looked like this: “Every person has the inalienable right to life from conception to natural death”.

It is known that the human foetus is a part of its host body (the mother’s body), because it is genetically different from the mother and can even have a different blood group. All it requires to treat him as an independent human being. This means that abortion at any stage of pregnancy is the intentional termination of the life of man as a biological individual - the murder of an unborn baby.

The national basic law - Constitution should express the idea (as in many other countries) that life - is a gift of God, which begins with conception, so abortion is the infanticide, the killing of children, that God has given us.

A logical extension of this proper legal norm should be to develop detailed legal positions that are based on the recognition of the fundamental value of human life and aimed at establishing a well-defined legal status of the child, who is at the prenatal stage of development.

Conclusions

The right to life is the possibility of security and privacy protection which is a natural, inseparable from the person and guaranteed by international and national legislation. This right belongs to the individual, and led the entire system of human rights. Its legal consolidation and the actual implementation is one of the most important exponents of social and legal state.

The most reasonable (with scientific, ethical, social and legal point of view) is the legal approach implemented in the legislation of a number of states (the legal acts which are discussed above), is expressed in the recognition of the

beginning of the action of the right to human life and the protection of this right from the moment of conception.

The comparative analysis of the Ukrainian provisions and the laws of other countries shows that the child's right to life (including the right of birth) is not regulated by the Ukrainian legislation. The Ukrainian Constitution should contain a provision according to which the right to life applies to those children who have been born as a result of their independent and continuous development.

Legal recognition of the right to give birth to the possibility of legal solutions to problems of artificial fertilization, human cloning, abortion or scientific experiments on human embryos.

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**ON THE QUESTION OF THE THEORETICAL
AND METHODOLOGICAL BASICS OF ATTRACTING
STUDENTS TO THE EU-UKRAINE ASSOCIATION
AGREEMENT IMPLEMENTATION**

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*The article deals with topical issues of the EU-Ukraine Association Agreement implementation. The main focus is on attracting students and youth to the implementation of public European integration policy. Based on the fact that the authors of the article work in Petro Mohyla Black Sea State University, at the heart of future visions regarding the European integration issues solutions is an experience gained by teaching staff in this higher education institution. In this paper we formulated the conclusions, recommendations and proposals for both scientists and politicians, social activists, particularly from young people.*

*The article focuses attention on the problem of attracting the younger generation, especially students and pupils to information and scientific activities of the European integration. This is because: firstly, further progress, development and creation of wealth, peace and security in the society depend on the younger generation all over the world; secondly, the implementation of reforms, not only in the socio-cultural and educational spheres, but also achieving of financial and economic improvements and military changes that will affect the strengthening of the international authority of the Ukrainian state in the conditions of global development depends on conscious participation of young people in the European integration diverse activities.*

**Keywords:** *Ukraine, European integration, The EU-Ukraine Association Agreement, attracting young people to the implementation of European standards.*

**Bahmet M., Kabajewa A.** *W kwestii teoretyczno-metodologicznych podstaw zaangażowania młodzieży studenckiej w implementację porozumienia o stowarzyszeniu Ukrainy z UE*



Petro Mohyla Black Sea State University (Mykolaiv, hereinafter PMBSU) has considerable experience in this sphere. Therefore, authors of this article decided to expand its European integration experience to the entire network of Ukrainian higher education. We believe that these results will contribute to the public and community leaders, domestic and foreign teachers and researchers to get acquainted with the positive European integration practice.

Paying attention to this problem, firstly, helps to overcome inertia and passivity among in considerable segments of youth, forming its political culture and developing active citizenship. Secondly, these developments will accelerate elimination of «information hunger» and blur connected with the presentation of information and analytical material on European integration. They will also help to develop consistency in outlining the ways and implementation stages of the EU-Ukraine Association Agreement and Ukrainian prospects in becoming the European Union member state. Thirdly, the active involvement of students in information and analytical research activities and practical implementation of educational programs including in today's world will contribute to the development of students' worldview and their modeling the traits that are characteristic of true European standards.

Probably this is why in the newly created government, headed by Groisman V. B. on April 14, 2016, was introduced the post of Vice Prime Minister of Ukraine for European and Euro-Atlantic integration of Ukraine, and I.O. Klampush-Tsintsadze took this post [1].

The above listed factors and the emergence of new challenges, primarily related to the consequences of the referendum in the Netherlands (April 2016), urgently require consistent finding effective implementation of practical steps in implementing both economic and trade integration policy, as noted in the Association Agreement with the EU, and the political part of it, including the humanitarian sphere, where it comes to young people, education, science and culture [2].

Important in this regard takes attraction of the younger generation, especially students and pupils for information and research activities of European integration. This is because:

1. It is up to the younger generation in all countries of the world depends on further progress, the development and creation of wealth and peace and security in society.

2. From the perceived participation of students and pupils in the diverse eu-rointegrational events really depends the implementation of reforms not only in the socio-cultural and educational spheres, but also achievement of the financial and economic improvements and military changes that impact on strengthening the international authority of the Ukrainian state in global development.

3. Based on the fact that the authors are working in PMBSSU, it is necessary to underline the fact that European integration experience revealed primarily in their both theoretical and practical euro-achievements placed in several books, teaching tips and other sources, methodological advice, workshops [3; 4].

### **Statement of research objectives**

The best evidence of effective activity of PMBSSU representatives is to attract students to the implementation of the five diverse European integration topics, developed for the Ministry of Education and Science of Ukraine in 2008-2016, as well as the implementation of many activities under the agreement with the European Commission on these problems within six years, two Eastern Europe initiatives congress, of Institute of European and Euro-Atlantic Cooperation, Konrad Adenauer Foundation, Robert Bosch Foundation, the European Academy Berlin, Polish Robert Schuman Foundation, OSCE, EU Delegation in Ukraine, NATO-Ukraine Civic League [5], participation in the development of higher education support program of Open Society Institute (OSI) (Budapest, Hungary), in the realization of the Visegrad Fund for Universities project «Democracy in Transition», project «Political Mechanisms Providing «Green Economy» in Germany: German Experience for Mykolaiv (Ukraine)», grant «Polish experience of system changes – the practical implementations for Ukraine» by the International Solidarity Fund with the participation of the United Nations and the Fund Managerial Initiatives (Lublin, Poland), OSCE project «Assistance in social adaptation of discharged military personnel of the Armed Forces of Ukraine», the «Ukraine-Norway» project, the Ukraine-NATO project «Professional retraining of retired military personnel of the Armed Forces of Ukraine and other security forces, their family members and their employment assistance», which partners where the Royal Norwegian Ministry of Foreign Affairs, the NATO Trust Fund «Partnership for peace», International Foundation for social adaptation, charitable organization «Conversion of military personnel» and so on, as well as the implementation of agreements with the M. S. Hrushevsky Institute of Ukrainian Archaeography and Source Studies, I.F. Kuras Institute of Political and Ethnic Studies of the National Academy of Sciences of Ukraine, as well as a number of agreements with foreign universities and international research organizations and centers [6; 7].

The last projects presentation in 2016 were the preparation of applications to the EU Framework Programme for Research and Innovation «Horizon-2020» on health problems, the environment protection and well-being improvement, as well as to the program «Erasmus +» in the direction of «Jean Monnet Activities», entitled: «Involvement of Ukrainian students youth to implementation of information and scientific and research public European integration policy in terms of the creation of collective safety» [8].



The problems of European integration of Ukraine is increasingly reflected in the works of many local scientists. Particularly, these issues are highlighted by political scientists, historians, economists, lawyers and other professionals. These scientists as public administration are V. Bakumenko, V. Bashtanyk, T. Bezverhnyuk, O. Vasiliev, I. Hrytsiak, S. Dombrowska, L. Ivashova, A. Kiliyevych, Yu. Kovbasyuk, M. Lahyzha, I. Lopushynskyy, A. Malinowska, V. Martynenko, P. Nadolishniy, L. Prikhodchenko, S. Seregin, S. Teleshun, V. Tertychka, S. Hadzhyradyeva, A. Haletska and others.

Despite the fact that the multi-faceted problems of Ukraine's European integration has been and remains the subject and the object of ongoing research at the same time there is a need to continue scientific research on the designated scientific problem in Ukraine, because outside of research interest are still problems of youth involvement in the implementation of the public policy of European integration.

Based on the article title, the best programmatic vision for the students involvement to the implementation of the Association Agreement between Ukraine and the EU is expedient cover using major European integration priorities specified in the application form submitted to the Erasmus + in «Jean Monnet» [9].

Fruitful achievements have been repeatedly wins and obtain new grants for internships and practical training of students and university teachers in the EU [10], invitations to international forums, conferences and other meetings, where European integration issues were considered [11].

One of the last significant international achievements were the highest achievements in 2014 and 2015 at the IV and V Eastern Europe initiatives congresses (Lublin, Poland), where PMBSSU was 3-winners diplomas on European integration topics [12; 13] and positive approval and receiving honorary awards for quality European integration activities in March 2016 in the city Ternopil during a meeting of representatives of the EU Information Centres with the participation of the EU Delegation to Ukraine, Ambassador Jann Tombinski [14].

Accumulated experience of PMBSSU in attracting students to the implementation of public integration policy was approved during the nationwide video conference by the Chairman of the EU Delegation in Ukraine Ambassador Yan Tombinski in February 2016. Then the discussion of topical issues of European integration was attended besides the PMBSSU representatives, by scientists and students of Bilotserkivskiy National Agrarian University and Simon Kuznets Kharkiv National University of Economics [15]. Quite effective in this regard was the discourse that took place in May 2015, it was youth round table devoted to the Days of Europe in Ukraine, the main theme of the discussion was «European integration portfolio of Petro Mohyla Black Sea State University» [16].

The positive results of this roundtable is the publication of original collection «The students' scientific studios», which includes 17 fundamental articles with young people reflections about the European integration essence and the necessity of activation of diverse steps to accelerate the implementation of the Ukraine – European Union Association Agreement [17].

During diverse European integration activities, writing of new projects the main reservations were justification of necessity of Ukraine contribution strengthening to the system of collective security in terms of hybrid war and account of the unfortunate consequences of the Dutch referendum for Ukraine (April, 2016) [18].

These factors compel the authors to take into account both internal and external aspects of the global challenges and diverse instrumental and statistical measurements, based on the European experience when considering theoretical and methodological foundations of involvement of youth in the implementation of public European integration policy. These moments in the spotlight of the President of Ukraine P. Poroshenko, the Chairman of the Verkhovna Rada of Ukraine – A. Parubii and the Prime Minister Ukraine V. Groisman [18; 19].

### **Research results**

Based on the fact, that European standards and values became an important achievement not only in Europe, but all mankind, the authors expressed working hypothesis, based on the assumption that Ukrainian focus on large-scale implementation of European experience will improve the socio-economic condition, democratic political and legal framework and standards, enhance effectiveness in the fight against corruption.

Article materials and obtained scientific results regarding the further development of theoretical and methodological foundations have both scientific and applied significance.

It is worth to pay attention of all experts, involved in the Ukrainian public discourse regarding European integration policy, to that now it is not about Ukraine's accession to the European Union, but only Association concerning, primarily, economy and trade. The issue of the humanitarian sphere will be solved in the next stage of European integration. But it doesn't mean that problems of structural and functional models of formation and realization of complex public European integration policy under new conditions aren't topical. Therefore, it is important to involve students, future members of the new generation in various social areas for the implementation of the Ukraine – European Union Association Agreement.

Secondly, proposed generalized visions that supplement current integration course can contribute to further European integration achievements both in PMBSSU and other educational institutions.

We believe that delineation of new guidelines of European integration, effective long-term goals and objectives will be based on the study of public opinion regarding the attitude of citizens of Ukraine to the implementation of the Association Agreement.

The method of such monitoring is contained in the workshop prepared by the PMBSSU titled «Sociological research of European integration problems and European studios in Ukraine» [20].

We hope that the implementation of European integration vectors adjustments, the introduction of specific tools and mechanisms can play a special role, acquaintance of heads of state, communal and private organizations to sociological research, the organization in carrying which can participate students. And the best advisers, how to attract students to the implementation monitoring, should be the social scientists, who work in all universities. For this it is necessary to establish in every school special courses and techniques. This will be an upgrade in the active involvement of young people for the implementation of informational-research activity of European integration. PMBSSU is the flagship of European integration activities, and plans to expand the front of the work. A clear indicator is the 3-year modernization plan to encourage students to implementation of the Association Agreement between Ukraine and the EU.

For example, plans for 2017:

1. Scientific-practical conference on the aforementioned topics important task is to declaration of intent on the establishment of the Union of academics and students of Ukraine.

2. The workshop - where will be presented and discussed the intentions of the organizers of the project for the Jean Monnet program with well-known domestic and foreign scientists, politicians and public officials, civil society activists and students.

3. Sessions of debatable club to discuss scientific books and methodic recommendations prepared by professors of PMBSSU on European integration issues.

4. The discourse on European integration issues, which will be organized within the framework of scientific and methodological annual conference «Mohyla's readings – 2017».

5. Scientific bus trip to Lublin to attend the VI Congress of the Eastern Europe initiatives.

In 2018 are planned such activities:

1. Workshop for PMBSSU students with the purpose to acquire the skills and employability of young professionals.

2. Training in PMBSSU with the purpose to acquaint experience of the EU countries to implement professional development and employment of young specialists and the acquisition of skills by the participants of the event, in case of their own employment and business.

3. Youth scientific conference, dedicated to the implementation of the Jean Monnet program on such topic: «Involvement of Ukrainian students youth to implementation of information and scientific and research public European integration policy in terms of the creation of collective safety». Representatives from different Ukrainian universities, where there're cells of the Association for European Studies and clubs, Jean Monnet Chairs, as well as the EU information centers will be invited to participate in the conference.

4. Departure youth from south region of Ukraine to the city of Lublin in order to take part in plenary session of the VII Eastern Europe initiative congress and conducting youth scientific conference in Lublin Maria Curie-Skłodowska University on «The participation of Ukrainian and Polish youth in the implementation of public integration policy».

5. Discussion workshop in English called «The study public opinion on the problems of implementing public policy of European integration in Ukraine» and presentation of prepared methodological advice. The event is scheduled to take place in Kherson State University with the participation of representatives of the Kherson Economics and Law Institute.

6. Presentation of the monograph (authors Bagmet M.O., Palahniuk Y.V., Shevchuk O.V.) in the scientific library of the University on European integration issues.

In 2019 are planned such activities:

1. Conducting youth symposium dedicated to the results of attracting young people to the European integration activities.

2. The results of the symposium will be reflected in TV news, specialized issue of «Visnyk» and printing articles in scientific collections and youth journal «Students' scientific studies» of PMBSSU.

3. Organization of departure to the Technical University of Varna for participation in the youth round table on the topic: «The role of the Bulgarian and Ukrainian students in the implementation of European integration programs in their countries» [9].

## **Conclusions**

We believe that the implementation of these planned activities and intentions will enrich the experience not only of representatives of PMBSSU but encourage teaching and research staff, students and pupils from the entire Ukraine in performing new advances in implementation of Association Agreement with the EU in various fields social life.

We hope that the above generalizations, suggestions and recommendations based on own experience, certainly will cause interest both scientists and practitioners in different regions of Ukraine and promote the emergence of further scientific studies and will result in activation of youth in various educational institutions in the case of implementation of the Association Agreement with the EU. This will impact on improving the process of political socialization and enhance the maturity of young people and promote the formation of patriotism in work of numerous youth organizations, and will be an important tool in the creation of new European integration projects and programs.

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## **PROPAGANDA TOOLS OF THE STATE AFTER THE UNSUCCESSFUL MILITARY COUP ATTEMPT IN TURKEY**

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In crisis situations, countries that use censorship and propaganda in the state information policy, a set of variability used for information control mechanisms. Promotion of social networks has expanded the toolkit.

It is also critical, particularly in moments of politicised conflict and strife, to hunt for indicators in the profile, in hashtags and other language used throughout an uploader's account to evaluate who is sharing the content and why. Failure to do so leads us down a rabbit hole that risks spreading propaganda and myths that do not depict a balanced, considered story of events.

Keywords: *propaganda, Turkey, information policy, crisis communications, censorship*

Katarzyna Handziuk, Państwowa propaganda narzędzia po nieudanym zamachu stanu w Turcji

W krajach, które korzystają ze środków propagandy w polityce informacyjnej państwa i mają cenzurę, W sytuacjach kryzysowych zestaw zmienności stosowany do mechanizmów kontroli informacji.

Promocja sieci społecznych rozszerzyła «Policy Toolkit». Jest również bardzo ważne, by zrozumieć, szczególnie gdy konflikt jest upolityczniony, że propaganda nie może być dystrybuowana za pośrednictwem oficjalnych źródeł. Konieczne jest, aby dokładnie sprawdzić zawartość wątpliwych źródeł, szczególnie to, co zostało opublikowane przed rozpoczęciem kryzysu. Niespełnienie tego pokazuje nam odwrócenie polityki informacyjnej państwa w Turcji, która ma promować propagandę i mity, które nie odzwierciedlają zrównoważoną zawartość.

Słowa kluczowe: *propaganda, Turcji, polityka informacyjna, komunikacji kryzysowej, cenzura*

Гандзюк К. Механізми державної пропаганди Туреччини після невдалої спроби військового перевороту

У кризових ситуаціях країни, що використовують цензуру і пропаганду в державній інформаційній політиці, застосовують варіативний набір

механізмів контролю за інформацією. Популяризація соціальних мереж розширила цей інструментарій. Також дуже важливо, особливо в моменти політизованого конфлікту, розуміти, що пропаганда може розповсюджуватись не через офіційні джерела і такі акаунти, діляться сумнівним змістом, треба особливо ретельно перевіряти, вивчаючи зміст, яке публікувалося до моменту початку кризи. Недотримання цього правила показує нам зворотний бік державної інформаційної політики Туреччини, яка складається в поширенні пропаганди і міфів, що не відображають збалансований зміст.

Ключові слова: пропаганда, Туреччина, інформаційна політика, кризові комунікації, цензура

Гандзюк К. Механизмы государственной пропаганды Турции после неудачной попытки военного переворота

В кризисных ситуациях страны, использующие цензуру и пропаганду в государственной информационной политике, применяют вариативный набор механизмов контроля за информацией. Популяризация социальных сетей расширила этот инструментарий. Также очень важно, особенно в моменты политизированного конфликта, понимать, что пропаганда может распространяться не через официальные источники и такие аккаунты, делящиеся сомнительным контентом, надо особенно тщательно проверять, изучая содержание, которое публиковалось до момента начала кризиса. Несоблюдение этого правила показывает нам обратную сторону государственной информационной политики Турции, которая состоит в распространении пропаганды и мифов, не отражающих сбалансированное содержание.

Ключевые слова: пропаганда, Турция, информационная политика, кризисные коммуникации, цензура

Introduction

President Recep Tayyip Erdogan has embarked on an offensive against Turkey's media. Journalists are harassed, many have been accused of "insulting the president" and the Internet is systematically censored. The regional context – the war in Syria and Turkey's offensive against the PKK Kurds – is exacerbating the pressure on the media, which are also accused of "terrorism." The media and civil society are nonetheless resisting Erdogan's growing authoritarianism. [6]

Statement of research objective

The purpose of this paper is to analyse state mechanisms of efficiency of use of propaganda as a tool of the state informational policy during political crises.

Results

Propaganda is a means of political influence which seeks to influence opinions, or perspectives among a targeted audience and that should be considered together with the concept of having the power to govern a state or nation or community. It is a concept that is needed to be used for and considered together with the relationships based on self-interests and that arise as a consequence of prevailing inequalities between human societies. [3]

It may also be regarded as an important tool for describing the power and demonstrating the exercise of the power in a political context for all domains of power. Propaganda has been a tool in all potential governmental environments and for all ruling bodies ranging from economic power relationships to political power and to different forms of religious power, employed for promulgating their opinions and wills and for persuading masses. We should note also here that it is important that not to ignore the fact statues, sculptures, monuments, temples and places of worship, which are regarded as a manifestation of belief of polytheistic religions of ancient times, in which more than one god/goddess or force is worshipped, have a dimension associated with propaganda. Magnificent palaces and/or mausoleums of kings, pharaoh pyramids, divine temples of gods and goddesses, magnificent and gorgeous mosque and church buildings may, in a sense, be regarded as tools and areas of propaganda. Propaganda is essentially a tool that promotes and advertises power, however at the same time is also a demonstration or presentation of power. Consequently, buildings, squares, works of art, towers, monuments, divine temples and places of worship symbolizing power function as propaganda tool. [7, 25]

Common Tools Used in Crisis Propaganda are as follows.

Demonization. This tool involves portraying the enemy as purely evil, menacing, murderous, and aggressive. The propagandist attempts to remove all confusion and ambiguity about whom the public should hate. The enemy may be portrayed as a hairy beast or the devil himself. This tool becomes more powerful when the enemy can be blamed for committing atrocities against women, children, or other noncombatants.

Emotional Appeals. This tool involves playing on people's emotions to promote the war effort. Since the strongest emotion is often fear, propagandists create their work based on the premise that the more frightened a person is by a communication, the more likely he or she is to take action. Thus, propagandists are careful to explain in detail the action that they want the consumer of the propaganda to carry out.

Name Calling. This tool involves using loaded labels to encourage hatred of the enemy. Labels like "Commies," "Japs," and "Huns" reinforce negative stereotypes and assist propagandists in demonizing the enemy.

Patriotic Appeals. This tool involves using patriotic language or symbols to appeal to people's national pride.

Half-Truths or Lies. This tool involves deception or twisting the truth. The propagandist may attempt to include some element of truth in the propaganda to make an argument more persuasive. For example, blaming the enemy for complete responsibility for the war and portraying one's own country as a victim of aggression is a common propaganda tool.

Catchy Slogans. This tool involves using memorable phrases to foster support for the war effort. For example, short phrases like "Remember the Maine!" and "Remember the Alamo!" have been very successful in motivating Americans to strongly support the use of arms against Spain and Mexico, respectively.

Evocative Visual Symbols. This tool involves using symbols that appeal to people's emotions—like flags, statues, mothers and children, and enemy uniforms—to promote the war effort.

Humor or Caricatures. This tool involves capturing the viewer's attention through the use of humor to promote the war effort. The enemy is almost always the butt of the jokes used by propagandists. [10]

All these tools had been used in Turkey during unsuccessful military coup attempt.

On July 15th messages started to go around about "strange events taking place in Istanbul and Ankara". A terrorist attack, some said. A coup attempt, said others. It quickly became clear that the latter were correct.

Within the hour, it had been confirmed by Prime Minister Binali Yıldırım. Soon after, the state broadcaster was taken over and an anchor forced to read the coup leaders' message of martial law. The official channels of news were shut down, and the world was left, in the most part, to trawl social media to find out what was going on.

Much has been written about how the coup was thwarted by FaceTime. The country's President, Recep Tayyip Erdoğan, appeared on CNN Turk via Apple's VOIP service, galvanising citizens to take to the streets and stop the military in truly remarkable acts of bravery. What is also remarkable is how the story of the night of the 15th of July was not recorded or reported by traditional news reporting – but by mobile phones. [12]

In Turkey, people talked about the same during the Gezi Park protests of 2013 but the reality is that, then, eyewitness media accompanied television news. It was the same during other protests across Turkey. Yes, eyewitness media has been important – but it wasn't the only true source for news gathering. July 15th was different.

Two problems emerge in this scenario. First, what is true? What is verified? At First Draft we've written much about the steps and importance of verifying eyewitness media. Nothing was different here and, indeed, Turkish journalist Mehmet Atakan Foça put together an excellent list of some of the false or misattributed pieces of eyewitness media flying around that evening. We see in Foça's list the whole spectrum of misinformation, from fake Twitter accounts to misattributed video and misidentified victims.

The other problem to emerge was the issue of who is sharing what content on social media, and to what ends? What is the motivation around sharing? Thinking about this is a crucial part of the verification process, but it is probably the hardest of the verification steps to crack. As verifiers and journalists, we need to make sure we truly understand what the piece of content we have discovered is telling us, and explain that better to the audience.

Two pieces of eyewitness media in Foça's list of fakes illustrate this issue perfectly, and both from the same story: the claim that protestors beheaded a soldier involved in the coup attempt in the early hours of July 16th.

One of the pieces highlighted by Foça is a close up of a soldier lying on the ground with a knife to his throat. But as Foça notes, this is a picture from Syria in 2013.

The text in the tweet, now deleted, translates roughly as "Is anyone hurt or smitten by this photo?"

But there are several other reasons we need to be careful with this image, and all are linked to the propaganda story the tweet is trying to spread: namely, that anti-coup protesters on the bridge were violent towards soldiers. Whether this is the case cannot be told from this picture alone, but what we can tell is how the Twitter account is trying to spread this story.

Disregarding the Twitter handle of @hsvhsjdjdbdjch1, itself a red flag, the name of the account implies a political leaning that is against Turkey's ruling party. Translating the name – SAVCI BHARARA BAŞGAN – gives the result "Prosecutors Bharara BAŞG the". [5]

A search for the first two words gives us links to Prosecutor Preet Bharara – the US Attorney for the Southern District of New York – and a reverse image search of the account's profile picture confirms that it is indeed a clearly photoshopped portrait of Bharara.

But why would a Turkish Twitter account be interested in this US attorney? A search for Preet Bharara and Turkey shows him to be something of a minor internet celebrity in Turkey, leading an investigation into an Iranian citizen believed to have close links to the ruling party in Turkey and accused of violating Iranian sanctions, money laundering, and defrauding the US government. [8]

The other indicator is the hashtag. #NeDarbeNeDiktatörlük was trending in Turkey in the period after the military coup and its use sends a very clear political signal to the reader. Translating each capitalised word gives us “Neither Coup Nor Dictatorship”, a hashtag standing against the attempted coup, but also against the perceived autocratic tendencies of the government in Turkey.

Both signs show us that we should, as journalists, be careful about what the uploader is telling us, as they are clearly using the image to show an anti-government political position.

Foça’s excellent work in debunking misinformation around the coup provides us with another example – from the other side of the coin.

As rumours circulated of a soldier beheaded on Bosphorus Bridge, a claim spread on social media that a picture of the event was actually from a car accident in 2006.

In the tweet below, the account tells us: “The photograph that’s being shared of the soldier being decapitated is from a soldier who was killed in a car crash in 2006. They are lying...”

“LIE!!” reads the picture on the left, compared to “TRUE!” on the right. But the screenshot from a CNN Turk story in 2006 has been doctored to include an image. The original story has no image. [5]

A search tells us that this 2006 incident did indeed happen but, as Foça notes, further searching turns up no similar pictures. Running the tests we used above also gives us precious little extra information to go on.

However, searching for the text in Tweetdeck returns very interesting results: dozens of tweets with the same image, text and syntax – some of which are shown below.

Several of these accounts openly support the ruling Justice and Development Party (AKP) of Turkey. As Tom Trewinnard of Meedan notes, such behaviour could also imply the use of bots to spread disinformation. Supporters of the AKP have been accused of such activities before.

A Tweetdeck search for the text in the first tweet returns multiple identical tweets.

This indicates not a concerted campaign to rectify false information, rather a campaign to imply that the images of the soldier lying prostrate on the Bosphorus Bridge are false and should be disregarded as propaganda themselves. Not only is there an interest in some quarters to spread old or false footage to misinform, but also attempts to cover up true events. [8]

With hindsight, and as far as it has been possible to ascertain, a soldier was beheaded by anti-coup protesters on Bosphorus Bridge on the morning of July 15th. This is now known despite the campaign to discredit footage from

the event. The journalist's verification process is all the more necessary in these circumstances to establish that a piece of eyewitness media is what it purports to be.

Conclusions

First of all, while the failed coup of July 15th is a useful case study for highlighting some of the issues around how social media users repurpose and reshare eyewitness media (be it fake, misattributed or true) to push their own agenda, it's not the only one. We've seen this around Daesh terrorist attacks in Europe, the UK referendum on staying in the European Union, Black Lives Matter campaigns in the United States. It is part of the social media landscape today – especially in highly politicised and controversial stories.

What it emphasises is the need to always strive to find the original piece of eyewitness media from the person who originally captured it. On the night of July 15th to 16th, in Istanbul and the capital Ankara, Turkish citizens were, for the most part, sharing eyewitness media showing how the Turkish people stood up to and ultimately thwarted a coup. This was the original content that journalists needed to be finding and using.

Failing that, the above examples emphasise just how much journalists using social media for newsgathering need to interrogate every piece of content – not just to do a simple reverse image search to check if the eyewitness media is new or not.

It is also critical, particularly in moments of politicised conflict and strife, to hunt for indicators in the profile, in hashtags and other language used throughout an uploader's account to evaluate who is sharing the content and why. Failure to do so leads us down a rabbit hole that risks spreading propaganda and myths that do not depict a balanced, considered story of events.

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ARCHIVAL RESOURCES OF UKRAINE AND POLAND IN THE GLOBAL INFORMATION NETWORK

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*This article analyzes the basic information needs of modern society in archival information. The author presents statistical results of research conducted in the form of online questionnaires. The article defines the basic directions of processing of information by archive visitors.*

*The article contains a brief description of the individual websites of archival institutions of Ukraine: State Archive of Lviv Region, State Central Historical Archive of Ukraine, Lviv, Central Historical Archives of higher authorities and management, Public electronic archive (Informational Hall) at Branch State Archive of the Security Service of Ukraine, Electronic Archive Ukrainian liberation movement. The analysis conducted from the standpoint of basic communicant in distance communications between archival institutions and users. In this respect, the author analyzed the main sections of the site. Much attention is paid to research electronic exhibition on sites Ukrainian archives. An attempt was made to analyze the available electronic databases and digitized documents on the websites of individual archives Ukraine.*

*The article analyzes the state of the content of the web pages of Polish archives (Narodowe Archiwum Cyfrowe and Archiwum Główny Akt Dawnych) for the purpose of comparative analysis of informatization.*

*Conclusions are done about the availability of basic means Informatization of archives of the two countries and prospects of further development of information industry.*

**Keywords:** *archival institutions, informatization, information requests, electronic information resources, archival information, digitization of information, electronic exhibitions, databases, digital archives.*

**Wovk N. Zasoby archiwalne Ukrainy i Polski w globalnej sieci informacyjnej**

*W artykule przedstawione zostały rezultaty badania poświęconego analizie potrzeb informacyjnych współczesnego społeczeństwa w zakresie informacji*



*Вовк Н.С. Архівні ресурси України та Польщі в глобальній інформаційній мережі*

**Ключові слова:** архівні установи, інформатизація, інформаційні запити, електронні інформаційні ресурси, архівна інформація, оцифрування інформації, електронні виставки, бази даних, цифровий архів.

*Вовк Н.С. Архивные ресурсы Украины и Польши в глобальной информационной сети*

*В статье представлены результаты исследования, посвященного анализу информационных потребностей современного общества в архивной информации. Рассмотрены основные причины информатизации архивного дела в Украине. Представлена краткая характеристика интернет-сайтов отдельных архивных учреждений Украины. Проанализировано состояние информационного наполнения интернет-страниц польских архивов с целью сравнительного анализа состояния информатизации.*

**Ключевые слова:** архивные учреждения, информатизация, информационные запросы, электронные информационные ресурсы, архивная информация, оцифровки информации, электронные выставки, базы данных, цифровой архив.

A priority direction today is development archival affairs in Ukraine. Archive - an institution that carries out acceptance, description and store documents to use retrospective documentary information [10]. Before the modern society

today are challenges of enrichment and accumulation of national archival collection - aggregate of archival documents that reflect the history of spiritual and material life of people that have cultural value and are the property of the nation [11].

In modern conditions of development of the information market of services of process of informatization of archival institutions is one of the main rods of communication culture society by establishing a distant dialogue between the same archive and potential users of archives. For seekers of archival information is actual question of remote access to the archival materials with the help of Internet

An important direction of modern theoretical research is the issue of provision of public information needs of archival sources National archival collection. Among the scientists who studied the issue Informatization of archival institutions, it is worth noting: Ja. Kalakura., G. Boriak M. Vasilchenko, N. Kuzovova T. Biluschak and others. Informatization of archives, according to J. Kalakury is a complex of organizational, scientific-methodological and technological measures, system that includes the development of related information technologies in the field of archives, creating a network of local and centralized database, forming a national archival information system [10]. Thus, informatization archives is possible not only with the appropriate technical means, but also by the availability of labor and other resources.

### **Statement of research objectives**

The aim of of research is to highlight key information needs of society archival materials; learning the basic ways of informatization of archives; analysis of electronic information resources leading archival institutions in Ukraine and Poland.

Based on the understanding of the general problem of scientific research, the author put the following problem: study of the modern scientific developments of this problem; identifying the respondents for the surveys; conduct a survey and summarizing results; analysis of the sites and access to electronic archival documents of leading archival institutions in Ukraine and Poland; determining the prospects of development of electronic information of resources archival collections.

### **Results**

The European segment of the Internet, which published the archival fund directories, represented the following countries: UK, Germany, Hungary, Sweden, Switzerland, Croatia, Poland, Czech Republic, Portugal, Spain, Turkey and Lihtenshten [1]. Internet sites of Ukrainian archives are based on the official website of the State Archival Service of Ukraine and they are prototype, consisting of identical sections and services in most cases.

In the era of globalization and Informatization of archival affairs in our country, become important processes and electronic communication in the field of archives [2]. Modern challenges facing society require widespread use of new information technologies. This archival information acts as communicants in distance dialogue between the archival institution and its visitors (clients, users). However, this has not yet promotes of popularization of archival documents. In fact, according to research only 70% of the population attend archival institutions and 93% of them - only once a year. This shows that society is not yet ready to use archival sources for their information needs.

The purpose of visiting the archives of modern users identified the following three key reasons: in order to study or work (40%), receiving a one-time information (20%) and their own interest (about 4%). Thus, the purpose of visiting the archives satisfied only 10% of cases. The reason for this is the fact that visitors often have to wait long to answer information requests (from two weeks to a month) [3].

The main reasons for the priority areas and processing information Visitors Archive should include Search for personal information (family tree, various certificates etc.); search for information with a view to further scientific processing; search for data to supplement the information support of a particular industry; processing of information for the preparation of retrospective reviews of information; study of historical facts in order to prove certain events.

A significant step forward for modern archives is open access to archival sources Ukraine. Over 50% of users of archives claim that restrictions to the information is available. In 27% of cases, there were restrictions, but it was an isolated case.

The main component of Informatization of archives are computerized. According to G. Boriak per researcher in the reading room of archives falls hundred visitors online [1]. Therefore, today, an important resource of Informatization of archives are creating their own websites, their rightful content and access to the Internet database. This led for the review of websites of archives of Ukraine and Poland in order to search and determine the number of electronic versions of documents and their comparative analysis. For this was chosen such archives: State Archive of Lviv Region, State Central Historical Archive of Ukraine, Lviv, Central Historical Archives of higher authorities and management, Public electronic archive (Informational Hall) at Branch State Archive of the Security Service of Ukraine, Electronic Archive Ukrainian liberation movement, Narodowe Archiwum Cyfrowe ra Archiwum Giywne Akt Dawnych.

In State Archive of Lviv Region (SALR) has 2,542,337 storage unit, united in 5139 funds, 67,958 books and brochures XIX century– 1997. The library

keeps valuable books, historical, archival, regional, scientific and reference literature [6]. Main page Internet site is presented the latest news and materials. There are all parts of the site: About Archives; Personnel; Information; Publications; Exhibitions; Funds; Sitemap; Search and Contacts.

Section Funds represented the three units (The volume of funds, Summary of Funds and List of funds transferred from the State Archives of Lviv region outside Ukraine from 1945 to 1991.). Should be noted that in one of the units there are not digitized documents from the collections of the Archives. This urgent problem needs to be addressed not only to improve access to documents, but also for the cooperation with foreign archives. In fact analyzing the information from a site outside Ukraine were transferred 150 funds (including: 143 funds – to Poland in the years 1959-1963; three funds – to the Russian Federation in 1987; 2 funds – to Belarus in 1951 and in 1976; 2 funds – to Lithuania in 1958), the information of which has remained not digitized, that is an obstacle to its further use Ukrainian society.



**Drawing 1.** The home page of the State Archives of Lviv region (<http://www.archivelviv.gov.ua>)

Chapter Exhibitions presented by 76 electronic exhibition dedicated to a prominent political and public figures of Ukraine and significant events establishing Ukrainian statehood. In such electronic exhibition available for users

electronic versions of some documents and photographs that illustrate specific events. In some exhibitions are located electronic versions of Ukrainian periodicals time of liberation struggle, prewar and interwar periods.

Thus, the site of State Archives of Lviv region is not full access to the electronic archive sources, however, are partly electronic versions of some documents submitted in electronic exhibitions.

Central State Historical Archive of Ukraine. Lviv (CSHA of Ukraine ) – one of the richest and oldest archives of Ukraine. There focused documents that reflect the history of the Ukrainian and other peoples who inhabited Galicia. It focuses one of the richest and oldest collections of documentary materials XII – the first half. XX centur from the history of Western Ukraine, Poland, Austria-Hungary, Lithuania, Belarus, Czech Republic, Moldova, Germany, Hungary and other European countries [12].



**Drawing 2.** The home page of the CSHA of Ukraine (<http://tsdial.archives.gov.ua/?url=/index/index/>)

Site contains following sections: About Archives, Portal Map, Contacts, Archives of the world, Links. Other menu present on the home page, allows you make the transition the following sections: Regulations; Citizens appeals; Public services; Electronic documents and Exhibitions on-line. Unfortunately, none of the sections of the site does not contain electronic archival documents. Section Exhibitions presented one on-line electronic of the exhibition “Metropolitan Andriy,” where the user can view biographical data of Metropolitan Andrey and 17 photographs of both the Metropolitan and his letters [12].

However, in CSHA of Ukraine there are four base content, which partly reflects archival documents of institutions: History of the Jews in Galicia (10233 records); The electronic version of thematic and personal directories (95,365 entries); Metric books of CSHA of Ukraine (2300 records); Card file servicemen of the Austro-uhorskoï Army (8600 records).

These facts show that the informatization in the archive is in the initial phase, the database is available, but access to the Internet are missing that makes it impossible to distance work with archival documents.

Central Historical Archives of higher authorities and management in Kyiv (CHAHAM of Ukraine) retains documentary evidence of all power structures that operated in Ukraine during the twentieth century. For permanent storage to repositories of archive received documents over 300 institutions-sources of recruitment, including the Presidential Administration of Ukraine, the Verkhovna Rada of Ukraine, the Cabinet of Ministers of Ukraine, Constitutional and Supreme Courts [13].



**Drawing 3.** The home page of the CHAHAM of Ukraine (<http://tsdavo.gov.ua/4/>)

Besides general sections (News, Exhibitions, Publications, etc.) site is presented separate large section Electronic Archive. This section consists of four directories: Funds, institutions, Name index and Geographical index. However,

the feature of the the catalog is that full of information and intact is only catalog Funds. In this catalog is located descriptions of 5321 funds documents stored in CHAHAM of Ukraine. These descriptions are composed of the following information: the number of the fund; start and end years of documents; amount of affairs; renaming them; number of description of affairs and annotations [14]. Brief information about affairs from the funds the user can learn from the abstract to the description of the affair.

This catalog is a kind of electronic index of archival documents in the collections of the institution, it directs the user to search for a document, but does not provide for the use of the document electronically.

The site presents about 50 electronic exhibition that include photos and electronic versions of documents, old books, periodicals, newspapers, etc.

Thus, the site of CHAHAM of Ukraine represented more informative data than sites of Lviv archives: it presents electronic exhibitions and electronic index funds. However, access to the most archived documents either absent.

One of the brightest examples of establishing communications scheme in the online environment Ukrainian archives is Public electronic archive (Informational Hall) at Branch State Archive of the Security Service of Ukraine [9]. Informational hall designed to simplify access and use of declassified documents and works based on specially developed program environment that allows you to quickly search for documents by various categories of search.

All documents are structured and grouped thematically (Holodomor of 1932-33., OUN-UPA, Repression in Ukraine, Dissident movement etc.). Today features more than 13,000 declassified documents, nearly 2,000 photographs and more than 100 scientific and reference books, created by specialists of the SSU. Since the process of declassification and transfer documents in electronic form continues, database updated constantly [9].

Electronic Archive Ukrainian of liberation movement is a bright example of debugged program of informatization of archival collections of Ucrainica. Avr.org.ua – joint project of the Center for Research liberation movement, Ivan Franko Lviv National University and National Museum Memorial victims of the occupation regime “Prison on Lontskoho” [7]. This electronic archive provides the following features: search for documents by sections – hierarchical subject headings; by creation date of documents; by Author and -Publisher organizations of documents; by keyword; by the place of storage of original documents – archives, foundions, affairs volumes; advanced search on all categories describe of the document; the ability to view documents on the site of electronic archive; the ability to view documents on the site electronic archive; the ability to copy electronic copy in the format .pdf (for registered users) [7].

The total at the beginning of September 2016 on the site an electronic archive of Ukrainian liberation movement has 23,589 documents that are placed in the following sections:

- Ukrainian National Movement - 12 documents;
- Ukrainian statehood (1917-1921) - 402 documents;
- Interwar period (1921-1939) - 1137 documents;
- Ukrainian liberation movement (1939-1954) - 10 859 documents;
- Nonviolent movement resistance (1960-1980's.) - 547 documents;
- National Democratic Movement (from late 1980 to 1991) - 293 documents;
- The fight against the liberation movement (1920-1921) - 9541 documents;
- Church in the liberation movement - 80 documents;
- Political emigration - 933 documents;
- Persons - 552 documents.

Section Archives & Collections is a list of archival institutions, archival collections and archival collections, electronic copies are available on site. Also indicated the number of documents downloaded right now. Classes designed so that stepping on branches convenient make reference to the document. Among the 20 collections of electronic documents is calculated from 14 branch and regional archives of Ukraine; three libraries of Ukraine; a private collection; Russian State Archive of Economy and Ukrainian Research Institute.

The network of Archives of Poland presented by the governing body – Naczelną Dyrekcję Archiwów Państwowych (General Directorate of State Archives). This institution consists of Archival Department, Department of the formation of the National Archival Fund, Department of the organization and exchange of information, Department of Infrastructure and Development Archives and the Office of the Director General. [16].

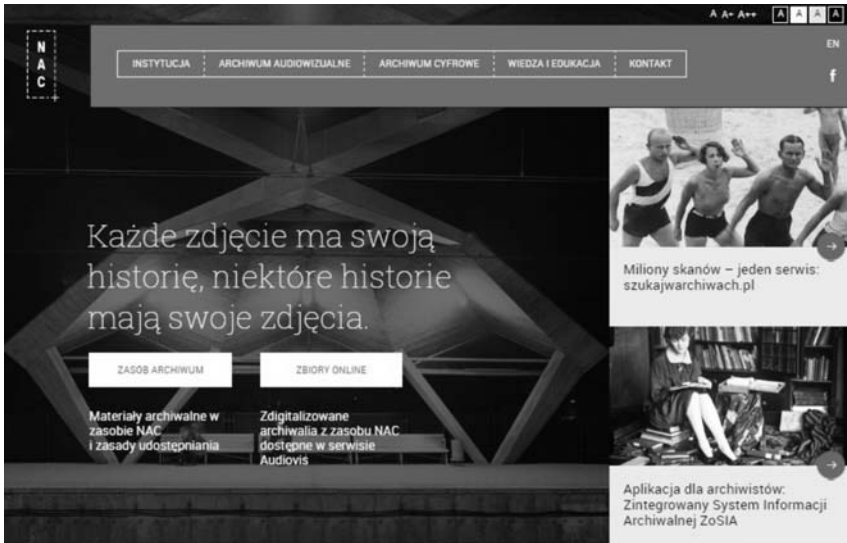
The greatest resource of information of archival affairs in Poland is creating Narodowe Archiwum Cyfrowe (NAC) – National Digital Archives. NAC is the first Polish digital archive, that is institution established for the collection, storage and retrieval of archival materials in digital form [17].

The main tasks of NAC are:

- digitization of material from state archives in Poland;
- organization of systems and IT infrastructure for the collection and sharing information about the collection of public records and other archival institutions;
- development of methods for digitization of;
- creation of standard of digitization of archived documents;



- the collection, storage and maintenance of electronic photographs, films and sound recordings;
- promotion of archives on the Internet (particularly through social networks) [17].



**Drawing 4.** The home page of Narodowe Archiwum Cyfrowe (<http://www.nac.gov.pl>)

NAC works in two ways: 1 - in digital format and the format of electronic documents; 2 - storage and removal of audiovisual and photographic documentation. According to the creators NAC by 2030 in the Internet will be placed 200 million digital copies of archival resources of the state archives in Poland. In addition, NAC will manage the archives of electronic documents as an integrated system throughout the network of archives in Poland [17].

Site of NAC is divided into three main sections: Audiovisual archives, Digital archives and Knowledge and Education.

The collection of the National electronic archive contains 15 million images. All photos taken from the the period of 40 years of the nineteenth century to the present day, and almost 90% of them regard the communist era.

Photos of NAC in accordance with the principles of the archives were divided into groups and collections. The most important may be considered:

- Koncern Ilustrowany Kurier Codzienny – Archiwum Ilustracji – containing about 190,000 images from 1910-1939;

– Wydawnictwo Prasowe Kraków – Warszawa (Zeitungsverlag Krakau – Warschau) – contains about 18 000 photographs from 1939-1945, made to promote the Third Reich;

– w spuściznach prywatnych – containing photographs that are documenting the card of fighting and struggle of Polish soldiers during the Second World War.

Collection of movies has about 2400 titles 1928-1993 years. About 90% of them are materials from research institute, film studio «Sportfilm», the film company «Czołówka» and the Polish Agency Interpress [17].

Annually NAC digitize 7 million archival documents from all the country.

Archiwum Głównie Akt Dawnych in Poland (AGAD) – Archive of Ancient Documents - the oldest Polish State Archive, which goes back to the times of the Duchy of Warsaw [14].



**Drawing 5.** The home page of Archiwum Głównie Akt Dawnych in Poland (<http://agad.gov.pl/>)

На відмінну від попереднього архіву, інформатизація шляхом оцифрування та подання електронної інформації на сайті, у цьому архіві розвинута слабо. Сайт представлений кількома розділами, які не відтворюють документної інформації фондів архіву. Попри наявність скан-копій документів, електронний діалог з користувачем відсутній.

### Conclusions

Informatization archival affairs plays a key role in the activities of archives as communication structures in the system of modern information technologies. The openness of archive and system using of retrospective information by Inter-

net, interaction with other subsystems of social communication (libraries, museums, media, etc.) is an important factor in the development of open information society. Clearly structured process of informatization of archives will allow Ukraine easily enter the global information and communication space.

The obtained results of research show that information resources of Ukrainian archival portal is not fully using the available modern information technology for the development of the industry. From analyzed websites of five Ukrainian archives, only in the two (Public electronic archive of Ukrainian liberation movement and Electronic archive of the SSU) can found structured database of electronic documents and photos

However, the content of databases, and a structure significantly different from the prototype database of Polish archives. National Digital Archive of Poland (Narodowe Archiwum Cyfrowe), working in the two main areas - digitization of information and storage of audiovisual and photographic documentation, the main purpose of the activity sees in the information-analytical activity and digitization of information found. In this archive database containing electronic documents from the collections of archival institutions in Poland. This explains the lack of digitized documents on the site of another Polish archive – Archiwum Giywne Akt Dawnych in Poland.

The use of electronic information resources by Ukrainian archives directed in another direction: on the site four Ukrainian archives (State Archives of Lviv region, Central State Historical Archive of Ukraine, Central Historical Archives of higher authorities and management in Kyiv and Electronic Archive Ukrainian of liberation movement) are presented section Electronic exhibition. Exhibitions on-line - is a spectacular tool for providing access to information resources of archival institutions through the use of only scanned archival documents. This way of presenting information online, although is available to the archives, but not very informative to the community.

In the study noticeable that only Electronic archive of Ukrainian liberation movement meets all the criteria of availability of electronic information resources. The only indicator that distinguishes content this archive from NAC, is the number of digitized documents and the lack of cinedocuments.

The leading factor of the popularity of any organization, including archives is the existence of a page in social network, the number of contributors and preferences. To analyze this criterion taken the social network Facebook. In Ukraine this page does not exist only in Open electronic archive of the Security Service of Ukraine. This fact explains the specifics of the organization. In Poland this criterion ignored Archive of Ancient Documents (Archiwum Giywne Akt Dawnych in Poland).

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