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## DEAR FRIENDS!

Accept sincere congratulations with the occasion of the release of the next issue of the collection “Public management”!

The key of credibility and high rankings of your publication is the desire to be in the forefront in solving of specific problems in the field of public administration, to offer a new approaches and formats for communicating information to a modern, hard-copy reader.

I am convinced that the collection will, in the future, combine the creative potential of advanced scientists and practitioners from public administration and will have significant achievements in providing informational and analytical, expert and organizational development of civil society in Ukraine.



I wish you inexhaustible energy for creative ideas, happiness, well-being, talented authors and grateful readers!

Regards,

**Doctor of Science in Public Administration,  
Professor, Head of the department of complex problems  
of state-building of the Legislation Institute  
of the Verkhovna Rada of Ukraine**

**V. Ye. Vorotin**

## DEAR COLLEAGUES!



On the pages of the collection discussed the most pressing problems of modern mechanisms of public policy in Ukraine, developed short-term and long-term prospects for their solution, paid particular attention to the achievement of international approaches to improving the efficiency of public administration in the world.

The publication of the English version of the collection contributes to maintaining a positive image of Ukraine on the international arena creates the prerequisites for the full integration of Ukraine into the European scientific space and provides the national socio-political thought of the world scale.

Therefore, congratulating the founders, the editorial board of the collection “Public management” with the release of the next issue, I wish that, in the future, the selection of topics of scientific publications, their range, problems were multifaceted and diverse and in the peak of relevance and reader’s interest!

Strong health, happiness, successful implementation of scientific ideas and plans, creative inspiration, significant achievements!

On behalf of the editorial staff of the collection “Public management”, accept the congratulations on the occasion of the exit of the number 2 (12) – March 2018.

Today, the collection highlights the actual issues of improving of public administration, bringing it in line with European standards, introducing the national and European public with the development of democratic foundations of political institutions.

Regards,

**Editor-in-Chief, Head of the Department of Public Administration of the Interregional Academy of Personnel Management, Doctor of Sciences in Public Administration, Professor, Honored Lawyer of Ukraine**

A handwritten signature in black ink, appearing to read 'Y. O. Romanenko', written over a light grey rectangular background.

**Y. O. Romanenko**



ministries and other central executive bodies, elimination of surplus administrative units, simplification and relatively cheaper control of the management apparatus, taking into account the assessment of the impact of information networks on the management of entities with bezpechennya national security in a single information space.

Having considered the components of national security, it was concluded that the most important in the overall system of national security is economic security, since it is the material basis of national sovereignty, which determines the real possibilities for securing other types of security.

It is noted that the main content of economic reforms in Ukraine is the creation of conditions for overcoming poverty and excessive property stratification in society, bringing social standards closer to the level of the states of Central and Eastern Europe – the EU member states, achieving the economic criteria necessary for Ukraine to become a member of the EU. According to the adopted “Strategy of National Security of Ukraine”, the main condition for a new quality of economic growth is the provision of economic security.

**Keywords:** state regulation, national security, economic security, political security, environmental security, military security, information security, social security, scientific and technological security, mechanisms of state regulation.

## **РОЛЬ ТА МІСЦЕ ЕКОНОМІЧНОЇ БЕЗПЕКИ В СИСТЕМІ ДЕРЖАВНОГО УПРАВЛІННЯ ЗАБЕЗПЕЧЕННЯ НАЦІОНАЛЬНОЇ БЕЗПЕКИ УКРАЇНИ**

**Анотація.** Розкрито сутність таких понять, як “національна безпека”, “економічна безпека”; визначено складові національної та економічної безпеки України; механізми державного управління економічною безпекою, схарактеризовано основні індикатори економічної безпеки; виявлено загрози, які впливають на економічну безпеку; розроблено рекомендації щодо підвищення ефективності впроваджених заходів та мінімізації наявних загроз.

Визначено, що на сьогодні державне управління суб’єктами забезпечення національної безпеки з урахуванням реальних і потенційних загроз має бути направлене на вдосконалення організаційної структури управління суб’єктів забезпечення національної безпеки, а саме: уточнення функцій міністерств та інших центральних органів виконавчої влади, ліквідацію надлишкових управлінських підрозділів, спрощення і відносно здешевлення апарату управління з урахуванням оцінювання впливу інформаційних мереж на організацію управління суб’єктами забезпечення національної безпеки в єдиному інформаційному просторі.

Розглянувши складові національної безпеки, дійдемо висновку, що найважливішою в загальній системі національної безпеки є економічна безпека, оскільки вона є матеріальною основою національної суверенності, що визначає реальні можливості в забезпеченні інших видів безпеки.

Зазначено, що основним змістом економічних реформ в Україні є створення умов для подолання бідності і надмірного майнового розшаруван-

ня в суспільстві, наближення соціальних стандартів до рівня держав Центральної і Східної Європи — членів ЄС, досягнення економічних критеріїв, необхідних для набуття Україною членства в ЄС. Відповідно до прийнятої “Стратегії національної безпеки України” основною умовою нової якості економічного зростання є забезпечення економічної безпеки.

**Ключові слова:** державне управління, національна безпека, економічна безпека, політична безпека, екологічна безпека, воєнна безпека, інформаційна безпека, соціальна безпека, науково-технологічна безпека, механізм державного управління.

## **РОЛЬ И МЕСТО ЭКОНОМИЧЕСКОЙ БЕЗОПАСНОСТИ В СИСТЕМЕ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ ОБЕСПЕЧЕНИЯ НАЦИОНАЛЬНОЙ БЕЗОПАСНОСТИ УКРАИНЫ**

**Аннотация.** Раскрыта сущность таких понятий, как “национальная безопасность”, “экономическая безопасность”; определены составляющие национальной и экономической безопасности Украины; механизмы государственного управления экономической безопасностью; охарактеризованы основные индикаторы экономической безопасности; обнаружены угрозы, которые влияют на экономическую безопасность; разработаны рекомендации по повышению эффективности внедренных мероприятий и минимизации имеющихся угроз.

Определено, что в настоящее время государственное управление субъектами обеспечения национальной безопасности с учетом реальных и потенциальных угроз должно быть направлено на совершенствование организационной структуры управления субъектов обеспечения национальной безопасности, а именно: уточнение функций министерств и других центральных органов исполнительной власти, ликвидацию избыточных управленческих подразделений, упрощение и относительно удешевление аппарата управления на основе оценки влияния информационных сетей на организацию управления субъектами обеспечения национальной безопасности в едином информационном пространстве.

Рассмотрев составляющие национальной безопасности, можно констатировать, что важнейшим в общей системе национальной безопасности является экономическая безопасность, поскольку она является материальной основой национальной суверенности, что определяет реальные возможности в обеспечении других видов безопасности.

Отмечено, что основным содержанием экономических реформ в Украине является создание условий для преодоления бедности и чрезмерного имущественного расслоения в обществе, приближение социальных стандартов до уровня государств Центральной и Восточной Европы — членов ЕС, достижение экономических критериев, необходимых для обретения Украиной членства в ЕС. Согласно принятой “Стратегии национальной безопасности Украины” основным условием нового качества экономического роста является обеспечение экономической безопасности.

**Ключевые слова:** государственное управление, национальная безопасность, экономическая безопасность, политическая безопасность, экологическая безопасность, военная безопасность, информационная безопасность, социальная безопасность, научно-технологическая безопасность, механизм государственного управления.

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**Formulation of the problem.** In today's globalization, each country is striving for economic independence. In particular, the question of determining the role and place of economic security in the overall system of state regulation of ensuring national security of Ukraine is important for achieving this result. In today's realities, we can see a tendency regarding the impact of the factors threatening the state activities. In the future, these can all lead to a decrease in the level of economic security of Ukraine, which in turn will greatly affect the national security of the country as a whole.

**Analysis of the recent research and publications.** Determining the role and place of economic security in the system of ensuring the national security of Ukraine is one of the most important topics that is reflected in the works of national scholars: O. Baranovsky, I. Bodnar, E. Burovlev, A. Vasin, L. Gerasimenko, O. Hrytsenko, C. Dzyubik, T. Zhyluk, O. Kravchuk, O. Koristin, S. Makuha, A. Melnyk, Y. Mironova, I. Mygus, M. Nebava, S. Onyshko, T. Popovich, T. Poznana, G. Pukhtayevich, O. Rivak, G. Starostenko, V. Stogniy, L. Shevchenko, and many other scientists.

**The purpose of the article is** to reveal the essence of such concepts as "national security", "economic security"; to identify the components of national and economic security of Ukraine; to

characterize the main indicators of economic security; to identify the threats affecting economic security; to develop recommendations for improving the effectiveness of implemented measures to minimize existing threats.

**Essential part.** The state is the main institution that creates the appropriate conditions for the functioning of each economic entity. But in spite of this, one should not forget that the state should be protected from the threats that could affect its economy. To do this, there is a mechanism of state regulation of national security that provides all spheres of public life, the economic security being one of the most important components. For a better understanding of this issue, it is appropriate to consider the definition of "national security" and "economic security".

Article 1 of the Law of Ukraine "On the Fundamentals of National Security of Ukraine" states that national security is the protection of vital interests of a person and a citizen, a society and a state, ensuring the country's sustainable development, timely detection, prevention and neutralization of real and potential threats to the national interests in various activities [1].

It should be noted that the leading component of the national security of the state is economic security, which performing well-defined functions, has a significant functional load. In the economic literature there is no single

definition of the concept of “economic security”. According to S. Dzyubyk and O. Rivak, economic security of the state is a state of the economy and authorities, which guarantees the protection of national interests, harmonious, socially oriented development of the country as a whole, sufficient economic and defense potential, even for the most unfavorable variants of development of internal and external processes [2].

However, O. Koristin believes that economic security should be interpreted as ensuring the ability to survive in the event of natural and environmental disasters or in the face of national and world economic disasters [3]. Scientists G. Starostenko, S. Onyshko and T. Posnov argue that economic security is a complex multifactorial dynamic system, which is expressed in its scale, structure and technical level [4].

We agree with the majority of researchers that economic security contributes to the creation of a reliable state, which is provided with all necessary means, the protection of national and state interests in the field of economy.

According to the Law of Ukraine “On the Fundamentals of National Security of Ukraine”, the main subjects that provide national security are: 1) the President of Ukraine; 2) the Verkhovna Rada of Ukraine; 3) the Cabinet of Ministers of Ukraine; 4) National Security and Defense Council of Ukraine; 5) ministries and other central executive bodies; 6) the National Bank of Ukraine; 7) the courts of general jurisdiction; 8) the Prosecutor’s Office of Ukraine; 9) the National Anti-Corruption Bureau of Ukraine; 10) the local authorities and the local self-gov-

ernment bodies; 11) the Armed Forces of Ukraine; 12) the Security Service of Ukraine; 13) the External Intelligence Service of Ukraine; 14) the State Border Guard Service of Ukraine and other military formations formed in accordance with the laws of Ukraine; 15) the civil protection bodies and units; 16) the citizens of Ukraine, associations of citizens [1].

In Article 9 of the above-mentioned Law it is stated that according to the Constitution and on the basis of the legislative acts of Ukraine, the subjects are endowed with the following powers:

The President of Ukraine as the head of state, the guarantor of the state sovereignty, territorial integrity of Ukraine, the observance of the Constitution of Ukraine, human and civil rights and freedoms, the Supreme Commander-in-Chief of the Armed Forces of Ukraine and the Chairman of the National Security and Defense Council of Ukraine carry out general management in the areas of national security and defense of Ukraine.

The Verkhovna Rada of Ukraine, within the limits of the powers determined by the Constitution of Ukraine, defines the principles of internal and foreign policy, the basis of national security, forms the legislative base in this area, approves decisions on the introduction of emergency and martial law, mobilization, determination of the general structure, number, functions of the Armed Forces Ukraine and other military formations established in accordance with the laws of Ukraine.

The National Security and Defense Council of Ukraine coordinates and controls the activities of executive au-

thorities in the areas of national security and defense; taking into account changes in the geopolitical situation, makes proposals to the President of Ukraine to clarify the Strategy of National Security of Ukraine and the Military Doctrine of Ukraine.

The Cabinet of Ministers of Ukraine, as the supreme body in the system of executive bodies, ensures state sovereignty and economic independence of Ukraine, takes measures to ensure the rights and freedoms of a man and a citizen, defense, national security of Ukraine, public order and the fight against crime.

In accordance with the main principles of monetary policy, the National Bank of Ukraine determines and implements monetary policy in the interests of national security of Ukraine [1].

Ministries, other central executive authorities, the Security Service of Ukraine and the Foreign Intelligence Service of Ukraine, within the limits of their authority, ensure implementation of the tasks provided for by the Constitution and laws of Ukraine, acts of the President of Ukraine, the Cabinet of Ministers of Ukraine, carry out the implementation of the concepts, programs in the field of national security, support the forces and means of ensuring national security in the state of readiness for the use [1].

The local authorities and local self-government bodies provide for resolution of the issues in the field of national security, assigned by the legislation to their competence.

The military organization of the state provides defense of Ukraine, protection of its sovereignty, territorial

integrity and inviolability of borders; counteracts the external threats of the military character. Civil protection bodies and units take measures to protect the population and territories from emergency situations in peacetime and during a special period.

Law enforcement agencies are fighting crime and counteracting terrorism. Courts of general jurisdiction carry out proceedings in cases of crimes that are detrimental to the national security of Ukraine.

The Prosecutor's Office of Ukraine exercises powers in the sphere of national security of Ukraine in accordance with the Constitution of Ukraine and the Law of Ukraine "On the Prosecutor's Office of Ukraine" [1].

The citizens of Ukraine, through participation in elections, referendums and other forms of direct democracy, as well as through the state authorities and local self-government bodies, which they choose, realize national interests, voluntarily and in accordance with the constitutional duties, carry out measures determined by the legislation of Ukraine regarding the ensuring of its national security; both directly and through the associations of citizens, draw the attention of public and state institutions to dangerous phenomena and processes in various spheres of vital activities of the country; legally and lawfully protecting their own rights and interests, as well as their own security [1].

Consequently, the aforementioned subjects are the participants of the corresponding legal relations, which have subjective rights and fulfill legal obligations for ensuring national security. In the general sense of the subject of

the national security provision, one can perceive any element of the state structure, from the supreme bodies of state power to each individual citizen, since they are united by the common goal – national security.

At present, the state administration of the subjects ensuring national security taking into account real and potential threats should be directed to the improvement of the organizational structure of the management of the subjects ensuring national security, namely: the clarification of the functions of ministries and other central executive bodies, the elimination of redundant administrative divisions, the simplification and relatively cheaper control of the management apparatus, considering the assessment of the im-

pact of information networks on the regulation of the entities providing national security in a single information space.

In order to better understand the importance of such an element as economic security, we suggest considering the structural scheme of national security (see Fig. 1).

As we see from fig. 1 the national security of the state is presented by:

- Political security, which is a stable state and effective development of the political system of society that allows you to respond adequately to negative internal and external actions, to preserve the integrity of the society and its essential qualities [5, p. 82].
- Economic security is a state of the national economy providing for

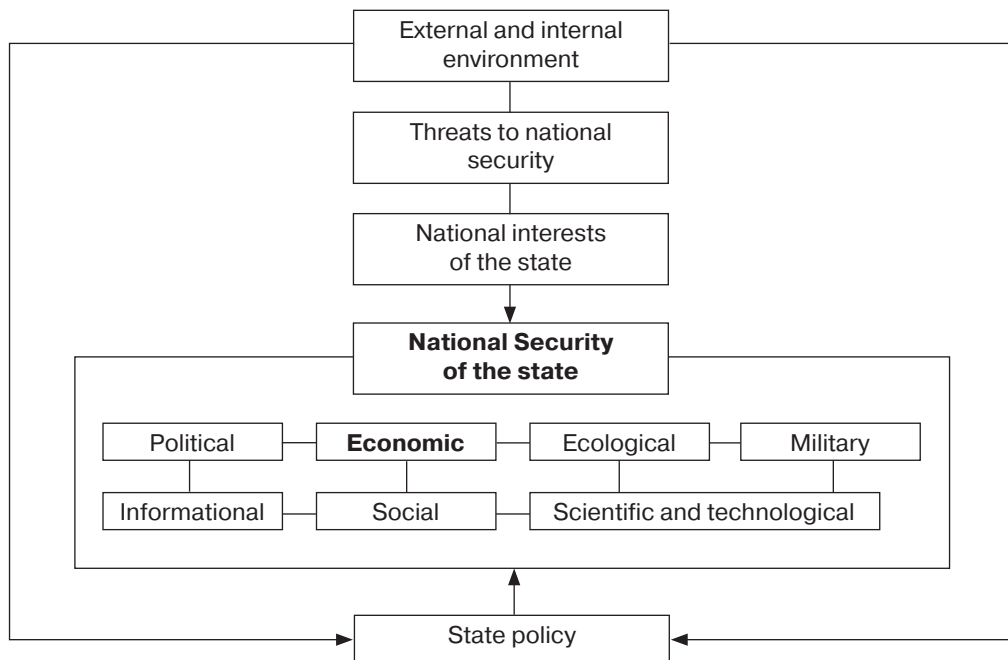


Fig. 1. The scheme of national security of Ukraine<sup>1</sup>

<sup>1</sup> Source: compiled by the author on the basis of the source [3].

the protection of national interests, the resistance to internal and external threats and the ability to develop and protect the vital interests of people, society and the state [6].

- Ecological safety is the state of the environment, which prevents deterioration of the environmental situation and the emergence of danger to human health [7].

- Military security is a state of law that allows: to restrict and consistently reduce the level of military threat and military danger of the use of armed force against the state through security policy; in the event of a military conflict – to repel aggression and to exclude or to limit as much as possible the destructive manifestation of armed forces within the state [8].

- Information security is a set of means of ensuring information sovereignty of Ukraine, protection of the information sphere from external and internal information threats [9, p. 69].

- Social security is the state of society, including all major areas of production, social sphere, protection of internal constitutional order, external security, culture, in which the nominal level of social conditions and social, material, sanitary-epidemiological, ecological, psychological benefits, etc. are ensured, determining the quality of life of a person and society as a whole and guaranteeing the minimum risk for life, physical and mental health of people [4].

- Scientific and technological security is the degree (measure, level) of protection of vital interests of a person, society and the state from inappropriate development (lack of strategy for

the development of innovative, socio-economic, ecologically balanced components) [10, p. 35].

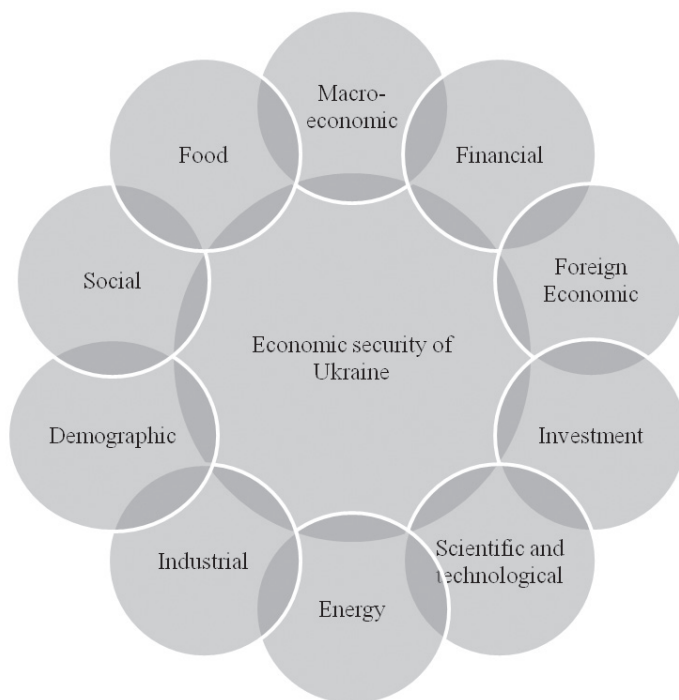
Having examined the components of national security, we consider that the most important in the overall system of national security is economic security, because it is the material basis of national sovereignty, which determines the real possibilities in providing other types of security. Therefore, it is necessary to determine the main components of Ukraine's economic security (Fig. 2).

In order to trace the state of economic security, its level is determined by means of a set of indicators, which have quantitative expression. Indicators of economic security are real statistical indicators of the country's economic development, which most fully characterize the phenomena and trends in the economic sphere [12].

In order to determine this level, experts identify certain groups of indicators:

1. The first group includes indicators of economic growth. These are the most important indicators of economic security. Among them there are the main reproductive macroeconomic indicators of the general plan (gross domestic product, gross national product, national income in absolute and relative terms), as well as the dynamics and structure of domestic production and income, volumes and rates of industrial production, the sectoral structure of the economy and the dynamics of individual branches, volumes and structure of investments, etc.

2. The second group reveals the natural resource, production, scientific and technical, innovation-technologi-



**Fig. 2. The main components of economic security of Ukraine<sup>2</sup>**

cal and other aspects of the country's economic potential [13, p. 48].

3. The indicators of the third group characterize various parameters of the economic mechanism, first of all its dynamism, adaptability, dependence on external influence. These include indicators of inflation, the balance of payments deficit, the stability of the national currency (the level of dollarization, monetization, etc.), internal and external debt.

4. The fourth group of indicators reflects the quality of life in the country. The main among them is GDP, calculated per capita. It reflects the general level of the overall economic development and through it – the quality, level and life expectancy of the popula-

tion, the health of the nation, food security, education level, etc. This group also includes indicators of income, employment and unemployment, the state of the environment, the crime level [13, p. 49].

It is worth noting that the gross domestic product of Ukraine in January-June 2017 increased by 2,5 %, and inflation was 7,6 %. Despite the positive dynamics of GDP in general, Ukraine's industry in the first half of 2017 demonstrated a slight but still negative dynamics. The volume of industrial production decreased by 0,4 %: the output in the mining industry and power sector fell by 6 % and 5,6 % respectively, while the processing industry grew by 3,6 %. In agriculture, the output decreased by 2,1 %. In crop production, there was a fall of 8,5 %, and in animal husbandry – the reduction was 0,9 %.

<sup>2</sup> *Source:* compiled by the author on the basis of the source [11].

Due to unfavorable weather in spring and early summer, the yield of winter wheat was much lower than last year – it was 33,4 centners/hectare on July 1 (–12,3 %). The yield of wheat was low in southern and central areas affected by drought. Relatively high yield was in Odesa region (55,8 centners/hectare) and western oblasts.

In the first half of the year, positive dynamics was demonstrated by wholesale trade turnover (+ 1,5 %), and cargo turnover increased by 9,1 % y/y. Significant was the growth in construction – by 24,6 %. The volume of construction of buildings increased by 28,7 %, non-residential buildings – by 27,3 %. The growth rates in these two sectors were the highest since the beginning of the year. The volume of construction of residential buildings grew by 16,5 % – more than in the first five months of the year, but lower than in the first quarter.

Large and medium-sized enterprises of Ukraine in January-June of 2017 received UAH 186,3 billion in profit before taxation, which is 3 times higher than the indicator for the same period of the previous year at the level of 62,9 billion hryvnias. The share of unprofitable enterprises in Ukraine in January-June 2017 decreased to 31,2 % from 34,6 % a year earlier.

In the first half of 2017, the key role in the development of the economy was played by the restoration of domestic demand and events in the East of the country. At the same time, the support of the economy in early 2017 provided private consumption, thanks to the restoration of real incomes growth and investment growth. In the first quarter of 2017, the growth of nominal incomes

of the population significantly accelerated due to their major components: social assistance and other received current transfers (increased by 31,8 %) and wages (increased by 25,9 %).

The business expectations of enterprises and consumer confidence continued to improve. In addition, in the II quarter, capital expenditures for the consolidated budget increased significantly. Consequently, the volume of construction works continued to grow at high rates, even despite the increase in the base of comparison. In particular, the construction of engineering facilities has significantly intensified due to the transfer of a large part of customs duties within the framework of a “customs experiment” to rehabilitate road infrastructure. This indicates the preservation of the role of investment in economic growth. Consumer demand continued to grow in conditions of rising real wages of the population, the formation of positive consumer expectations against the backdrop of strengthening the hryvnia against the US dollar, as well as the gradual recovery of consumer lending.

Fiscal policy remained restrained in the implementation of budgets of all levels with a surplus. In January-May 2017, the positive balance of the consolidated budget reached 50,5 billion UAH due to the surplus of budgets of all levels. Consolidated budget revenues increased by 46 % year-on-year, including due to tax changes and additional resources (NBU transfers and confiscated funds). High growth rates of tax revenues (31,1 % yoy) were primarily secured by significant income from PIT (personal income tax), corporate income tax and VAT [14].

The indicators presented above may have better positions, but according to Art. 7 of the Law of Ukraine “On the Fundamentals of National Security of Ukraine”, the main real and potential threats to the national security of Ukraine, stability in society, from an economic point of view are: 1) a substantial reduction of the gross domestic product, the decrease of investment and innovation activity and scientific and technological potential, reduction of the research on strategically important directions of innovation development; 2) weakening of the system of state regulation and control in the field of economics; 3) instability in the legal regulation of relations in the sphere of economy, including financial (fiscal) policy of the state; 4) the absence of an effective program to prevent financial crises; 5) the growth of credit risks; 6) the critical state of the main production assets in the leading industries, agro-industrial complex, life support systems; 8) the insufficient pace of reproductive processes and overcoming structural deformation in the economy; 9) the critical dependence of the national economy on the conjuncture of foreign markets, low rates of expansion of the domestic market; 10) the inefficient structure of exports with a predominantly raw material nature and low specific weight of products with a high share of value added; 11) the large debt dependence of the state, the critical amounts of state external and internal debt; 12) the growth of the share of foreign capital in the strategic sectors of the economy is dangerous for Ukraine’s economic independence; 13) the ineffectiveness of antitrust policy and mechanisms of state regu-

lation of natural monopolies, which complicates the creation of a competitive environment in the economy; 14) critical situation with food provision of the population; 15) the inefficiency of fuel and energy resources use, the insufficient rates of diversification of sources of their supply and the absence of active energy saving policy that threatens the energy security of the state; 16) the “shadowing” of the national economy; 17) the predominance of activity of administrative structures of personal, corporate, and regional interests over national [1].

It should be noted that the main content of economic reforms in Ukraine is the creation of conditions for the elimination of poverty and excessive property stratification in society, the approximation of social standards to the level of the states of Central and Eastern Europe — the EU members, the achievement of the economic criteria necessary for Ukraine to become a member of the EU. In accordance with the adopted “National Security Strategy of Ukraine”, the main condition for a new quality of economic growth is the provision of economic security by:

1) controlling export-import activities aimed at supporting priorities important for Ukraine and protecting domestic producers;

2) combating illegal economic activity, counteracting the uncontrolled outflow of national material, financial, intellectual, informational and other resources;

3) increasing the sustainability of the national economy to negative external influences, diversification of external markets, trade and financial flows;

4) ensuring the readiness of the economy to reflect Ukraine's armed aggression;

5) legal protection in international institutions of property interests of individuals and legal entities of Ukraine and the Ukrainian state, violated by Russia;

6) stabilizing the banking system, ensuring transparency of monetary policy and restoring confidence in domestic financial institutions;

7) systematic counteraction to organized economic crime and "shadowing" of the economy on the basis of forming the advantages of legal economic activity and, at the same time, consolidating the institutional capacities of financial, tax, customs and law enforcement agencies, identifying assets of organized criminal groups and their confiscation;

8) creating the best conditions for investors in Central and Eastern Europe, attracting foreign investment in key sectors of the economy, in particular in the energy and transport sectors as a tool for ensuring national security;

9) developing the defense industry complex as a powerful high-tech sector of the economy capable of playing a key role in its accelerated innovation;

10) de-oligarchization, demonopolization and deregulation of the economy, protection of economic competition, simplification and optimization of the taxation system, the formation of a favorable business climate and conditions for accelerated innovation development;

11) ensuring the integrity and protection of infrastructure in situations of crisis, threatening national security, and a special period;

12) effective use of budget funds, international economic assistance and resources of international financial organizations, effective control over the state of public debt [15].

Consequently, economic security is an important element of the public administration system in ensuring national security in general. Economic security is one of the leading places in the system of ensuring national security of Ukraine and concerns almost all other components. We believe that compliance with the above recommendations will bring economic security to a new level, that is, consolidate its position, thereby strengthening the national security of Ukraine as a whole.

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## OF PREVENTION OF PROFESSIONAL DEFORMATION BY WORKERS OF EMERGENCY RESCUE DEPARTMENTS OF THE STATE SERVICE OF UKRAINE ON EMERGENCY SITUATIONS

**Abstracts.** Decrease in the degree of one's own responsibility, loss of altruism, emotional burnout are the most revealing personal changes in the rescuers' specialists, which indicate that they have professional deformation changes. The problem of professional deformation of extreme profile workers is leading within the main problems of labor psychology, engineering, legal and military, as well as the psychology of activity under special conditions.

Service in the DSNC of Ukraine belongs to those kinds of professional activities, the conditions and nature of which can have a traumatic impact on the psyche of workers, therefore the issue of prevention, prevention and prevention of professional deformation among emergency rescue troops of Ukraine is urgent.

It was determined that the priority directions of prevention of professional deformation among workers of the emergency rescue units of the SSNU of Ukraine are based on an integrated approach and include organizational and administrative, rehabilitation and rehabilitation and psychological and pedagogical methods aimed at promoting: the formation of a positive self-esteem and awareness of the uniqueness of the personality of each person ; supporting a personal position based on beliefs and values of the individual; creation of rules of work in divisions that will ensure the effectiveness of interaction; actualization of personal understanding by the employee of the concept of “professional deformation” as negative changes in personality that arise as a result of influencing the conditions of professional activity for themselves and for other employees; understanding the professional deformation of the employee at different stages of his life in order to find out the causes of its occurrence and deepening; awareness of the employee's responsibility for the consequences of the decisions taken; development of readiness for an active life position; activating a sense of personality; development of creativity and overcoming of stereotypes of thinking of workers; development of group interaction skills; development of skills in information analysis; awareness of the connection between causes and manifestations; development of communicative skills, creation of a positive climate in the emergency rescue unit; emotional relaxation of workers; definition of vital values, etc.

**Keywords:** public administration; state service; professional deformation; professional burnout; emergency rescue units; the State Emergency Service of Ukraine.

### **ШЛЯХИ ПОПЕРЕДЖЕННЯ ПРОФЕСІЙНОЇ ДЕФОРМАЦІЇ У ПРАЦІВНИКІВ АВАРІЙНО-РЯТУВАЛЬНИХ ПІДРОЗДІЛІВ ДЕРЖАВНОЇ СЛУЖБИ УКРАЇНИ З НАДЗВИЧАЙНИХ СИТУАЦІЙ**

**Анотація.** Зниження ступеня власної відповідальності, втрата альтруїзму, емоційне вигорання є найпоказовішими особистісними змінами у фахівців-рятувальників, які свідчать про наявність у них професійних деформаційних змін. Проблема професійної деформації працівників екстремального профілю є провідною в межах основних проблем психології праці, інженерної, юридичної та військової, а також психології діяльності в особливих умовах.

Служба у ДСНС України належить до тих видів професійної діяльності, умови й характер яких можуть чинити травмуючий вплив на психіку працівників, тому питання щодо попередження, запобігання та профілактики професійної деформації у працівників аварійно-рятувальних підрозділів ДСНС України є нагальними.

Визначено, що пріоритетні напрями щодо попередження професійної деформації у працівників аварійно-рятувальних підрозділів ДСНС України ґрунтуються на комплексному підході та включають організаційно-адміністративні, відновлювально-реабілітаційні та психолого-педагогічні методи, які направлені на сприяння: формуванню позитивної самооцінки

й усвідомленню унікальності особистості кожної людини; підтримки особистої позиції, яка ґрунтується на переконаннях і цінностях особистості; створенню правил роботи в підрозділах, що забезпечить ефективність взаємодії; актуалізації особистого розуміння працівником поняття “професійна деформація” як негативних змін особистості, які виникають внаслідок впливу умов професійної діяльності як для себе самого, так і для інших співробітників; розумінню професійної деформації службовця на різних етапах його життя для з’ясування причин її виникнення та поглиблення; усвідомленню відповідальності працівника за наслідки прийнятих рішень; виробленню готовності до активної життєвої позиції; активізації відчуття особистості; розвитку креативності та подолання стереотипів мислення працівників; розвитку навичок групової взаємодії; розвитку навичок щодо аналізу інформації; усвідомленню зв’язку між причинами та проявами; розвитку комунікативних навичок, створення позитивного клімату в аварійно-рятувальному підрозділі; емоційній релаксації працівників; визначенню життєвих цінностей тощо.

**Ключові слова:** державне управління; державна служба, професійна деформація; професійне вигорання, аварійно-рятувальні підрозділи, Державна служба надзвичайних ситуацій України.

## **ПУТИ ПРЕДУПРЕЖДЕНИЯ ПРОФЕССИОНАЛЬНОЙ ДЕФОРМАЦИИ У РАБОТНИКОВ АВАРИЙНО-СПАСАТЕЛЬНЫХ ПОДРАЗДЕЛЕНИЙ ГОСУДАРСТВЕННОЙ СЛУЖБЫ УКРАИНЫ ПО ЧРЕЗВЫЧАЙНЫМ СИТУАЦИЯМ**

**Аннотация.** Снижение степени собственной ответственности, потеря альтруизма, эмоциональное выгорание являются наиболее показательными личностными изменениями у специалистов спасателей, которые свидетельствуют о наличии у них профессиональных деформационных изменений. Проблема профессиональной деформации работников экстремального профиля является ведущей в пределах основных проблем психологии труда, инженерной, юридической и военной, а также психологии деятельности в особых условиях.

Служба в ГСЧС Украины принадлежит к тем видам профессиональной деятельности, условия и характер которых могут оказывать травмирующее воздействие на психику работников, поэтому вопросы по предупреждению, предотвращению и профилактике профессиональной деформации у работников аварийно-спасательных подразделений ГСЧС Украины являются неотложными.

Определено, что приоритетные направления по предупреждению профессиональной деформации у работников аварийно-спасательных подразделений ГСЧС Украины основаны на комплексном подходе и включают организационно-административные, восстановительно-реабилитационные и психолого-педагогические методы, направленные на содействие: формированию положительной самооценки и осознанию уникальности личности

каждого человека; поддержания личной позиции, основанной на убеждениях и ценностях личности; созданию правил работы в подразделениях, что обеспечит эффективность взаимодействия; актуализации личного понимания работником понятия “профессиональная деформация” как негативных изменений личности, которые возникают в результате воздействия условий профессиональной деятельности как для себя самого, так и для других сотрудников; пониманию профессиональной деформации служащего на разных этапах его жизни для выяснения причин ее возникновения и углубления; осознанию ответственности работника за последствия принимаемых решений; выработке готовности к активной жизненной позиции; активизации ощущения личности; развития креативности и преодоления стереотипов мышления работников; развития навыков группового взаимодействия; развития навыков анализа информации; осознанию связи между причинами и проявлениями; развития коммуникативных навыков, создание положительного климата в аварийно-спасательном подразделении; эмоциональной релаксации работников; определению жизненных ценностей.

**Ключевые слова:** государственное управление; государственная служба; профессиональная деформация; профессиональное выгорание; аварийно-спасательные подразделения; Государственная служба МЧС Украины.

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**Problem statement.** Strengthening of the society’s need for the highly qualified employees became the main sign of the development of vocational education in the 21<sup>st</sup> century [1]. The specialists of the State Emergency Service of Ukraine (SES) are called upon to fulfill the main vital interests in the field of protecting the population and territories from emergency situations of natural, man-made and social origin. Their activities are always accompanied by super-strong stress factors, which have a negative impact on the personality of the rescuer. The decrease in the degree of one’s own responsibility, loss of altruism, emotional burn-out are the most characteristic personal personality changes of the rescuers, which indicate that they undergo professional deformation changes. The problem of professional deformation of those working under extreme condi-

tions is a leading one in the scope of the main problems of labour psychology, engineering psychology, legal and military psychology, and the psychology of activities under specific conditions [2].

**Analysis of recent research and publications.** The sphere of public administration and public service, problems of social psychology and professional adaptation were the focus of researches of such scientists as N. Afanasyeva, A. Akimov [3], Yu. Bidylo [4], N. Goncharuk [5], I. Krinichnaya [3], N. Lipovskaya [5], L. Pashko [6], S. Seregin [5]. These problems in the system of units and subdivisions of the SES (Ukraine) were studied by T. Seliukova [7], N. Sergienko [8], G. Leshchenko [1] and others.

The problems of the adaptation syndrome began to be studied back in the fifties of the twentieth century by an outstanding scientist G. Selye [9], who

introduced the concept of a general adaptation syndrome. Later in 1974 a well-known psychologist G. Freidenberg first described and introduced the term “burnout” [10], which was previously used as a slang term for a feeling after long-term use of narcotic drugs by a man, but G. Freidenberg defined it as “emotional burnout”, which comes after a long psycho-emotional pressure on a person.

Also, in his works E. Aronson did not ignore such problems of social psychology as the emergence and development of a person’s stress in the conditions of modern fast paced society, accompanied by a large flow of events, information load, the emergence of unforeseen risks, great complexity of problems and tasks performed in daily life and directly while fulfilling official duties [11].

A great contribution to the development of understanding the causes of stress of a modern man was made by such scientists as K. Maslak [12], E. McConnell [13], Y. Shtekhmiller [14], etc., whose work reveals the problems of stress development in the workplace and the occurrence of the burnout syndrome.

Also, it should be noted the scientific works of such scientists as V. Boyko [15], V. Vilyunas [16], N. Vodpoyanova [17], D. Dzvinchuk [18], T. Ronginskoy [19], N. Svetlichnaya [20], S. Umnyashkina [21], who also studied and described the impact of stress on the workplace on the development of burnout syndrome, and its consequences for humans.

Despite the great scientific potential in this field of social psychology, the questions of monitoring and elimination of professional deformation among

the workers of rescue and emergency units of the SES of Ukraine are not fully resolved.

**Determination of the unresolved parts of the overall problem.** The work of the staff of the SES of Ukraine is associated with a constant risk to life and health. One of the most common causes of professional deformation, according to researchers, is the specificity of professional activity and the characteristics of the nearest environment of the specialist. Another, no less important, cause of deformation changes is the division of labour and the narrowing of the specialization of employees. Daily work to solve purposeful tasks over many years improves not only professional knowledge, but also shapes professional habits, stereotypes, determines the style of thinking and that of communication. The work of employees in the SES of Ukraine belongs to those types of professional activity, the conditions and nature of which can have traumatic effects on the psyche (psychological tension of work, the possibility of injury or loss of life, great responsibility) [4].

Taking into account the special working conditions of the employees of the SES of Ukraine (frequent situations with unpredictable outcomes, communication with antisocial elements, risk of injury, mental and physical overload), it is quite logical to assume that in this type of activity, professional deformation will develop especially intensively. The consequence of the development of this phenomenon can be such manifestations of the behavior of the employees of the SES of Ukraine, which do not only coincide with professional ethics or may also

have deep rejection in society, but can lead to direct violation of the law and even crimes [8].

**Purpose of the article.** The main purpose of this work is to analyze the psychological activity of the rescue units of the SES of Ukraine in order to improve the ways of preventing and eliminating professional deformation under special conditions.

**Statement of the study.** In accordance with the Order of the Ministry of Ukraine for Emergency Situations № 89 of 23.02.2004. "On approval of the Instruction on the organization of psychological support for the activities of rescue services", the procedure for organizing and implementing psychological support for the activities of rescue services, professional and psychological selection for the service in the units of the Ministry of Emergency Situations of Ukraine [22] are determined. But, unfortunately, it does not contain a definition of the concept of "burnout syndrome". Among the main tasks that are set before the service in paragraph 1.2.9 "Instructions ..." we are talking only about "psychological analysis of the causes and conditions of the occurrence of psychological trauma ...". But "psychological trauma" and "burnout syndrome" are different maxims that cannot be identified.

In extreme situations, the employee of the rescue unit needs to assess the situation, make the right decision and at the same time maintain adequate behavior. The effectiveness of the professional activities of the employees of the SES of Ukraine depends to a large extent on the professionally important qualities, knowledge, skills acquired in the course of activities. Among the

most important qualities inherent in personality, which constantly works in close interaction with other people in extreme conditions, T. Seliukova emphasizes responsibility, self-control and organization [7].

Behavioral consequences are manifested both at the level of individual workers and at the level of the organization. "Burnt out" workers resort to unconstructive or inefficient models of behavior, strengthen their own experience of distress and increase tension around them. This affects the quality of work and communication. Psychological consequences are reflected in psychosomatic disorders, such as insomnia, headache, general deterioration of well-being, which ultimately can lead to the state of deep depression. The syndrome of professional burnout is an unfavorable reaction of the body to work stress, which includes psychological, psycho physiological and behavioral components [20].

Stress leads to emotional burnout, and consequently to emotional and professional burnout that are very dangerous because they represent not the episode, but the final result of the combustion "utterly" process and have a number of dangerous consequences. The general consequences of burnout are the development of negative attitudes towards people, service, the organization as a whole or to oneself.

Professional deformation of a person is a change in the perception of personality stereotypes, ways of communication, behavior, as well as character, coming under the effect of prolonged performance of professional activity. Professional deformation of employees can be sustained or episodic, positive or

negative, and also have a superficial or global character. As a rule, it manifests itself not only in manners of behavior and jargon, but also in the appearance of a person. The causes of professional deformation may be the following: lack of understanding of the nature and objectives of the work; unwillingness to work in this field; inappropriate discipline; weak control, or even lack of strictness on the part of the authorities; reloading of the employee on business; increased nervousness [23]. Also, as one of the types of professional deformation, scientists consider the “burn-out syndrome”, which is an unfavora-

ble reaction to work stresses, including psychological, psycho physiological and behavioral components [17, p. 8], which is also due to the direct impact on the well-being of workers, their work efficiency and job stability.

In its turn, stress in itself is a negative feeling and imagination that people have when they feel that they are not able to cope with the requirements of the situation [11, p. 466]. So, we give the author’s diagram, which clearly explains the causes of stress in the rescue units of the SES of Ukraine (Figure).

In our opinion, the prevention of professional deformation of emergen-



**Factors leading to stress of workers in rescue units of the SES of Ukraine**

cy rescue units of the SES of Ukraine should include a number of preventive measures aimed at identifying the prerequisites of deformation for their timely elimination. Therefore, let us consider, according to the diagram in Figure, the influence of factors on the person/employee of the SES of Ukraine, which leads to stress and the preventive measures we can apply to prevent its occurrence, namely:

1. *Pressure from family members and relatives* which is connected first of all with the excitement of the workers' relatives for his life and health associated with the performance of his official duties. It is not uncommon for experienced staff of the SES of Ukraine to be released under the influence of this pressure. To soften/weaken the intensity of the flow of events  $\lambda$  that go in it becomes possible by conducting explanatory work, interviews, information and communication companies in the mass media.

2. *The feeling of uncontrollability of the situation* is when the employee realizes that he can not in any way affect the environment, the circumstances and events that accompany him in everyday life and in the performance of his duties. Therefore, it is necessary to involve the employee in the decision of various processes occurring in the organization, which will allow him greater degree of freedom in choosing the mode of his actions, and will alleviate physical tension.

3. *Physical stress*. It is connected first of all with the very specifics of the service. Firstly, these are the conditions for carrying out the service in a daily outfit, when the Charter allows a sleep regime within "no more than 4 hours a

day". Secondly, there are great physical stresses on workers that arise in the process of eliminating extraordinary events (situations). Thirdly, the inhalation of harmful products as a result of burning, spilling chemicals and releases of radioactive elements, etc., which leads to rapid fatigue and rapid loss of strength, but even so, no one cancels the accomplishment of assigned tasks, that is, tasks or "orders" are carried out until they are fully implemented.

4. *Overfatigue*. The performance of his duties by an employee of the SES is always associated with great physical stress, fatigue, chronic lack of sleep and as a result loss of efficiency, development of chronic neurological and cardiovascular diseases. There is a need for a normative settlement of the limitation of the employee's stay in the service. Today, there are limiting standards [24] how much an employee should be in the service "not less", but also the norms in which the "no more" borders would be clearly established. "Therefore, a way out of this situation can be a fictitious balancing between the time allocated for performing official duties and personal time.

5. *Hazards acting in the epicenter of an emergency*. Of the ways, methods and means of liquidating an emergency situation known to modern science, there are no such ones that could protect the worker from the negative influence of external and internal factors at the epicenter of the event. This is the main risk of the profession of an employee of the SES of Ukraine. Only by means of the latest technical equipment, compliance with all established safety rules can reduce the intensity of the event flow  $\lambda$  that arise.

6. *Pressure from the affected and those related to them.* It is necessary to introduce a “damper” between the rescuer and the injured persons in the form of a specially trained officer, who should be the deputy chief of the guard, and who must collect and transmit the necessary information from the place or event where the emergency is resolved.

7. *Pressure from management.* Neutralizing the negative impact of this factor is well described by S. Seregin and N. Goncharuk in the manual “Personnel policy and public service” [5]. Here are some of the main points: refusal from humiliating and rough treatment, establishment of trust, respect from the leader to subordinates, etc. Here, as in paragraphs 7 and 8, public administration has all the full levers, means and methods of educating high managerial culture among managers. And here not the person who is under pressure must manage and deal with the process of reducing this pressure, but the person who creates that pressure must take care of this process, otherwise we will return to pp. 7, 8 “Dissatisfaction with yourself and your position” and “frustration”.

8. *Pressure from subordinates.* To serve in the ranks of the SES is appropriate for already quite mature personalities, some of them have experience of fighting in certain local conflicts. In order for the leader to study the psychological behavior of each of his subordinates, he must have appropriate special training to partially or completely level psychological pressure on himself, learn how to fully control it, apply methods and techniques of “psychological aikido” and “psychological karate”.

9. *Dissatisfaction with oneself and one’s position.* Ways and methods of

working with the psychological state of a person who has dissatisfaction with himself and his position is described a lot in the special psychological and medical literature. In the Main Administration of the SES in every region, there is a specialized service with its head, equipment, and qualified employees. But, it is the belonging to this service in the SES that excludes the information received from the employee of the operational-rescue unit from the category of confidentiality. Such an employee is put on the “register”, and the data of his psychological state are transferred to the head.

10. *Frustration.* Here the responsibility for the emergence of this state of the employee lies with the head. This parameter can and should be fully controlled by removing barriers and obstacles in the activities and life of a worker of the SES of Ukraine. The head within the limits of his competence must determine the ways for unhindered development of the employee’s personality, increase of his self-esteem, prevention of degradation of his personality.

11. *Pressure from the mass media.* The formation of a positive image of an employee of the State Emergency Service of Ukraine, the development of trust in the society, compensation for the negative influence of some media on the activities of this service lies entirely with state and local authorities. The centers of public relations should conduct daily purposeful work in this direction. It is necessary to involve in this work qualified specialists who previously had experience in commercial or state media.

12. *Information overload due to redundancy in the on-line operation of*

*official information.* To reduce the negative impact of this dangerous factor of stress development, public administration should several times reduce the intensity of the event flow  $\lambda$  of service information in terms of one person, get rid of “information noise” in its activities, apply the latest technical and analytical means of analyzing and submitting information. Each unit of information presented, especially in the “top-down” direction should carry not just some amount of information load, but be specifically directed and needed by that group of people or the person to whom it is directed. It is necessary to reduce the number of reports, the preparation of reports, memos, etc. To do this, it is necessary to structure and codify the reporting system that exists in the SES of Ukraine.

Summing up the above, it should be noted that now the SES of Ukraine needs substantial reform, its components should be: optimization of the composition of territorial bodies of administration and streamlining of organizational and staff structures, but not at the expense of the main operational units; the transfer of a number of powers to the field, including the territorial authorities – local authorities (city, district departments, departments, sectors), the final elimination of elements of duplication of functions, including the emergency management bodies of state administrations; refusal from bureaucratic methods of administering the activities of subordinated management bodies and units, and primarily from unnecessary paper information carriers; increasing the level of responsibility of the leaders of all levels for their acceptance of incompetent deci-

sions and committing unlawful actions (acts) in exercising the managerial powers; the introduction of the ban on the appointment to leading positions of those psychologically not ready to work with people who risk their lives in extreme conditions [17].

Overcoming the professional deformation, increasing the sense of stress management [11, p. 476–478], should become the main directions of the activities of institutions and bodies in which employees of this profession work.

**Conclusions.** Thus, the professional activity of rescuers produces deforming effects on the personality of the employee in comparison with non-professional activities and leads to non-random, but to regular differences in professional types of personality. Therefore, the study of factors affecting the employee of the SES of Ukraine which lead to stress, and then emotional and professional burnout, namely: pressure from family members and relatives; feeling of uncontrollability of the situation; physical stress; overfatigue; the dangerous factors operating in the epicenter of an emergency; pressure from the affected and those related to them; pressure from management; pressure from subordinates; dissatisfaction with one’s position; frustration; pressure from the mass media; information overload due to redundancy in the incoming of official information, – allows you to develop ways to improve the prevention and elimination of professional deformation of workers in rescue units.

So, the priority directions for preventing professional deformation among the rescue workers of the SES of Ukraine are based on an integrated

approach and include organizational, administrative, restorative-rehabilitative and psycho-pedagogical methods aimed at promoting positive self-esteem and recognizing the uniqueness of each person's personality; the maintenance of a personal position based on the convictions and values of the individual; creation of rules of work in subdivisions, ensuring the effectiveness of interaction; actualization of the employee's personal understanding of the term "professional deformation" as a negative change in the personality that arises as a result of the impact of the conditions of professional activity for himself and for other employees; understanding the professional deformation of the employee at various stages of his life to determine the causes of its emergence and deepening; awareness of the responsibility of the employee for the consequences of decisions; development of readiness for an active life position; activation of the sense of personality; development of creativity and overcoming stereotypes of workers' thinking; development of skills of group interaction; development of information analysis skills; awareness of the relationship between causes and manifestations; development of communication skills, creating a positive climate in the rescue unit; emotional relaxation of workers; the definition of life values; choice of life priorities; internal trust for receiving feedback; the definition of personality traits (character traits, emotional state, behavioral features) that minimize the manifestations of professional deformation, or increase the risk of professional deformation; development of communication skills; development of self-analysis skills to

increase the level of self-organization; search for internal resources of the individual; creating of a holistic view of the employee to the problem situation; reducing frustration or stress; self-regulation, namely the management of their own psycho-emotional state; analysis of life situations from the perspective of family members of workers of the SES; expanding the possibilities for resolving family conflicts, improving the professional level of the service as a whole and bringing it closer to the standards of the European Union.

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## PAGE OF PUBLIC WORKERS IN UKRAINE: ORIGIN, CONCEPT AND CONTENT

**Abstract.** The article is devoted to the definition of the concept, essence and content of the oath of a civil servant, as an integral part of their legal status. The role and significance of the oath of a civil servant in accordance with the current legislation and the strategy of reforming the civil service and service in local self-government bodies are analyzed.

It is determined that the oath of a public servant is a special type of state-management relations, the content of which is the solemn oath of a citizen who enters the civil service for the functions of the state, loyalty to the Ukrainian people and the state. However, the legislator does not provide a clear definition of the oath of a public servant as a legal and public-management phenomenon in the mechanism of civil service, which in turn makes it impossible to form a highly-qualified civil service. It is the concept, content, essence of the Oath of a public servant who remains little investigated and theoretically worked out. In addition, the analysis of the current legislation shows that there is no single approach to the oath of a civil servant, as to the fact that a citizen of Ukraine acquires the corresponding legal

status and negatively affects the functioning of public administration bodies in general and causes certain conflicts in the legislation.

It was concluded that the oath of a public servant is an integral part of his legal and state-management status, from which the citizen of Ukraine acquires all the rights and duties of a civil servant, including the responsibility to be responsible for refusing to make an oath of a civil servant, or for violation of it. A refusal to make an oath by an entity that enters the position of a civil servant makes it impossible for a person to acquire the subjective rights and legal obligations provided for by the status of a civil servant. Concept, content and essential features The oath of a civil servant is regulated by the system of current legislation, as well as ethical norms of public service and traditions of the corresponding state-management practice in Ukraine.

**Keywords:** oath, civil service, civil servant, oath of a civil servant, legal status of a civil servant.

## **ПРИСЯГА ДЕРЖАВНОГО СЛУЖБОВЦЯ В УКРАЇНІ: ПОХОДЖЕННЯ, ПОНЯТТЯ ТА ЗМІСТ**

**Анотація.** Стаття присвячена визначенню поняття, сутності та змісту присяги державного службовця як складової частини їхнього правового статусу. Проаналізовано роль і значення присяги державного службовця відповідно до чинного законодавства та стратегії реформування державної служби та служби в органах місцевого самоврядування. Визначено, що присяга державного службовця є спеціальним видом державно-управлінських відносин, зміст яких полягає в урочистій клятві громадянина, який вступає на державну службу для виконання функцій держави, на вірність українському народові та державі. Проте законодавець не надає чіткого визначення Присяги державного службовця, як правового та державно-управлінського феномена в механізмі проходження державної служби, що, у свою чергу, унеможливорює формування висококваліфікованого кадрового складу державної служби. Саме поняття, зміст, сутність Присяги державного службовця залишаються мало дослідженими і теоретично напрацьованими. Окрім цього, аналіз чинного законодавства свідчить про відсутність єдиного підходу щодо Присяги державного службовця, як до факту набуття громадянином України відповідного правового статусу та негативно впливає на функціонування органів державного управління в цілому і спричиняє певні колізії в законодавстві.

Отже, присяга державного службовця є невід'ємним елементом його правового та державно-управлінського статусу, точкою з якої громадянин України набуває всіх прав і обов'язків державного службовця, включаючи й обов'язок нести відповідальність за відмову від складення Присяги державного службовця чи за її порушення. Відмова від складання Присяги суб'єктом, який вступає на посаду державного службовця, унеможливорює особу набуття суб'єктивних прав та юридичних обов'язків, які передбачені статусом державного службовця. Поняття, зміст та сутнісні ознаки Присяги

державного службовця регулюються системою чинного законодавства, а також етичними нормами публічної служби і традиціями відповідної державно-управлінської практики в Україні.

**Ключові слова:** присяга, державна служба, державний службовець, присяга державного службовця, правовий статус державного службовця.

## **ПРИСЯГА ГОСУДАРСТВЕННОГО СЛУЖАЩЕГО В УКРАИНЕ: ПРОИСХОЖДЕНИЕ, ПОНЯТИЕ И СОДЕРЖАНИЕ**

**Аннотация.** Статья посвящена определению понятия, сущности и содержания присяги государственного служащего как составной части их правового статуса. Проанализированы роль и значение присяги государственного служащего в соответствии с действующим законодательством и стратегии реформирования государственной службы и службы в органах местного самоуправления.

Определено, что присяга государственного служащего является специальным видом государственно-управленческих отношений, содержание которых заключается в торжественной клятве гражданина, поступает на государственную службу для выполнения функций государства, на верность украинскому народу и государству. Однако законодатель не предоставляет четкого определения Присяги государственного служащего, как правового и государственно-управленческого феномена в механизме прохождения государственной службы, что, в свою очередь, делает невозможным формирование высококвалифицированного кадрового состава государственной службы. Само понятие, содержание, сущность Присяги государственного служащего остаются мало исследованными и теоретически наработанными. Кроме этого, анализ действующего законодательства свидетельствует об отсутствии единого подхода к Присяге государственного служащего, как к факту приобретения гражданином Украины соответствующего правового статуса и негативно влияет на функционирование органов государственного управления в целом и вызывает определенные коллизии в законодательстве.

Констатируется, что присяга государственного служащего является неотъемлемым элементом его правового и государственно-управленческого статуса, точкой с которой гражданин Украины приобретает все права и обязанности государственного служащего, включая обязанность нести ответственность за отказ от принесения Присяги государственного служащего или за ее нарушение. Отказ от принятия Присяги субъектом, который вступает в должность государственного служащего, делает невозможным лицо приобрести субъективных прав и юридических обязанностей, предусмотренных статусом государственного служащего. Понятие, содержание и сущностные признаки Присяги государственного служащего регулируются системой действующего законодательства, а также этическими нормами публичной службы и традициями соответствующей государственно-управленческой практики в Украине.

**Ключевые слова:** присяга, государственная служба, государственный служащий, присяга государственного служащего, правовой статус государственного служащего.

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**Statement of the problem.** According to the Basic Law, Ukraine is a sovereign and independent, democratic, social, legal state which passed a long history of state and took a course on European integration, which pushed Ukrainian society to reforms in all state bodies. At the present stage of development of the Ukrainian state, among the challenges for countries in transition the reform of state administration, its reorientation, which will meet European standards of good governance. The main purpose of the reform is development of strategic directions in forming an effective state management system and all its segments that are able to develop and implement a comprehensive state policy.

According to the Strategy for state administration reform of Ukraine for the years 2016–2020, the main directions of reforms in state administration and state services is the modernization of state service [1]. After all, effective state service, aimed at implementing the main functions of the Ukrainian state, is one of the most important factors of successful economic, social and political reforms in Ukraine.

Therefore, according to the action Plan on realization of strategy of reforming of state service and service in local self-government in Ukraine for the period until 2017 [2], the Law of Ukraine “On state service” dated 10.12.2015 № 889[3] was adopted, which enshrined in its provisions the principles of state service, status of a

state servant, as well as the adoption of the state service and its passage in accordance with the European principles of democratic governance.

However, the legislator does not define the oath of state servant as a legal and public-management phenomenon in the mechanism of the state service, which in turn makes impossible the formation of highly skilled personnel in the state service. That is the concept, the nature of the Oath of the state servant remain is little studied and theoretically worked out. In addition, the analysis of current legislation indicates the absence of a uniform approach to the Oath of state servant, as to the fact of acquisition by the citizen of the appropriate legal status and negatively affects the functioning of the state administration in general, and raises some conflict in the legislation.

**Analysis of recent publications on the subject.** Problems of the theory and practice of research into particular aspects of oath of state servant, as the legal element in the state service is to be investigated by such scientists: H. Ajejanova, T. Vasylevska, N. Hanopolskyi, A. Honcharenko, V. Zavalniuk, O. Kravchuk, V. Krivenko, V. Krugliakov, P. Mykhailenko, N. Mokrytska, N. Nikiforov, Ye. Papenko, A. Rachanskyi, Ye. Romanenko, N. Rusakova, V. Shadra, O. Selivanova, S. Semenov, and others.

However, the problem of defining the concept, content and nature of the oath of state servant, as part of gain-

ing the legal status of state servants in Ukraine remains unexplored.

**Statement of objectives (purpose) of the article.** The main purpose of the article is the definition of the concept, content and nature of the oath of state servant as an important component of his/her legal and public-management status.

**The main material of the study.** The primary meaning of the term “oath” (oath, vow, promise) means “touching the subject of the oath” [4, p. 126]. In Kievan Rus the oath or vow was also called “kissing the cross” which meant commitments to the name of Christ.

The oath is mainly interpreted with the concept of “vow”, and in most cases, the authors reduce it to the banal official, solemn promises to adhere to certain obligations. A study of the scientific literature suggests that the oath was positioned primarily as a ritual that served to confirm the fidelity, obedience and devotion.

As you can see, the oath as a social phenomenon has long historical roots that reach to the time of the animistic cults and customary law. It is based on fear of an invisible force, the ravages of which may affect the person sworn in the case of violations [5, p. 479–480], that is the meaning of it corresponded to a religious ceremony.

The institution of the oath has undergone a challenging process of transformation in the historical development of society, from the collapse of primitive society to which this “ritual” was the institution of “taboo”, to the present, where the institution of the oath gets important for the formation of a democratic legal state. However, until now, quite often in science, the term “oath”

shall be interpreted in a general aspect, which makes it impossible for legal identification. However, archaic ideas about the phenomenon of the oath, do not reflect its legal and public-management nature, the socio-moral and cultural purpose in the modern state.

To understand the legal phenomenon of “oath”, its essence and content, it is necessary to analyze the etymological meaning of not only the concept of the “oath”, but the vow, too. The basis of the oath, as a primary ritual, is not a word, but a certain movement or gesture. The oath in ancient times according to the form was a kind of “body move”. During the ritual of the oath the person touched the sacred object, to confirm fidelity to the oath. From this point on the person was actually assigned specific duties, such as loyalty, obedience, devotion.

Given the above it can be stated that the oath is a kind of vow, which is endowed with all its attributes, but at the same time has a number of specific characteristics. The oath has signs of a legal phenomenon, which distinguish it from other legal phenomena. Therefore, the oath is a kind of vow, formally or legally establishes the legal relationship of a person who swears, with the state for whose benefit the oath is taken, through the acquisition of a certain status.

The oath is taken in a specific order, i.e. a specific procedure when performing certain actions. The ritual of the oath existed throughout the history of the formation of the institute of the oath in the constant reproduction of certain behaviors during the official important situations. Regardless of the historical stage of formation of the in-

stitute of the oath, the oath, the text or the person that made the oath, the ritual has always been characterized by the aim of this oath, namely: the service to the country and people.

Regarding the definition of the concept, content and essence of the oath in the legal literature there is no single point of view. Some authors believe that the oath is a solemn official promise to adhere to certain obligations, the oath of allegiance to anything; a solemn promise, often reinforced by the mention of something precious, sacred to the one who promises; assurance of the truthfulness of the said words [6, p. 654].

In our opinion, the definition of the concept and essence of the oath by N. Rusakova deserves attention. She believes that the oath is a legal fact, which is the adoption of a formal oath to respect and implement the rights and obligations in accordance with the position, which defines the moment changes in the legal status of the subjects and carried out in a special ritual order based on a specialized symbolic actions [7, p. 109].

As you know, a symbol is an object, concept or phenomenon [8, p. 159]. The state symbols are symbols of statehood and sovereignty. However, they are considered to be important attributes of statehood, able to contribute to the patriotic education of citizens, and also used during the procedure of taking the oath. Thus, the legal symbol means specific images enshrined in normative legal acts for the expression of the legal content.

In turn, the legal symbol has its own specific features, reflecting its legal nature, namely: it is an artificial sign,

which is a distinctive sign, image, visible, rarely head phenomenon; a sign having a conventional nature, because the shape of the sign and legal content pronounced by it is not linked by their nature; a sign authorized by a particular state in a procedural manner; the sign that is protected by the state; the token, which is used in the manner prescribed by law; a sign which serves to secure and expression of the socially significant legal content [9, p. 101].

Analyzing the above it can be stated that the oath has all the signs of a legal character. The oath is a visible and audible phenomenon, which represents a change (transformation) of legal status of the person while taking the oath. Oath entails appearance or loss of legal ties to the state, and the acquisition of certain rights and responsibilities. Securing the required procedure related to the oath as the need to acquire or change the legal status of the entity in the normative legal acts of the state. Under current law, legal liability is stipulated for violation of the oath, which is regulated by the apparatus of state coercion. Taking the oath is stipulated in the cases expressly specified in the legal acts. The oath is one of the elements of the legal status of the authority.

The oath is a legal and administrative symbol, and the procedure for its implementation is a system of symbolic actions. The symbolism of the oath is dichotomous. First, the oath as a legal phenomenon constitutes a legal symbol — legislated conditional way that expresses the time of change of the legal status of the subject. From this point of view, the oath symbolizes the adoption of the official new subjective rights and legal duties, its responsibility to society

and the acquisition of new rights and duties [9, p. 32].

The essence of an oath lies in the performance of certain actions, the procedure of taking the oath, that is, the ceremonial of inauguration and the announcement of the text of the oath, which is also a legal symbol. During the ceremony and the proclamation of the oath, as in the days of the formation of the institution of the oath things that carry a certain symbolism are applied, such as: Constitution of Ukraine, the State Flag of Ukraine, State Emblem of Ukraine, the State Anthem of Ukraine.

Thus, all the elements that are inherent in the institution of the oath, not only the procedure of taking the oath and all the necessary attributes for that, but the proclamation of it, change the legal status of the person.

The current legislation of Ukraine establishes the procedure of taking the oath by different categories of persons for positions in the state authorities. In the mechanism of legal regulation the oath is one of the oldest institutions, which has occupied a prominent place in the current legislation of Ukraine.

Consequently, the institution of the oath is reflected in the Constitution that tells about its importance. Article 79 of the Constitution, which enshrines the duty of the MP to take the oath before taking office. In case of refusal of taking the oath, as a consequence there can be the loss of the parliamentary mandate. At the constitutional level, article 104 provides for the procedure of taking office of the President, subject to taking the oath to the people at a ceremonial meeting of the Verkhovna Rada of Ukraine [10]. The legal force

and meaning of the oath of the President is that the rejection of compiling this oath excludes the candidate from gaining the appropriate status.

Oath is pronounced by other categories of officials when they are accepted for state service. In particular, police officers at receipt for service; persons appointed to the position of: senior staff of NABU, SIB, state attorney; first-time appointed judges; person appointed to the position of member of the Cabinet of Ministers of Ukraine; citizens of Ukraine who are accepted for the service of state protection; the members of the High Council of Justice; the Commissioner of the Verkhovna Rada of Ukraine on Human rights; judges of the constitutional court; persons who are appointed for the state service.

The subject, who is for the first time appointed as a state servant, in accordance with paragraph 3 of article 21 of the Law of Ukraine "On state service" takes the oath of a state servant [3]. The procedure of taking the oath provides for a state symbols such as the State Emblem of Ukraine and the State Flag of Ukraine, the official logo or emblem of a state authority, which hires the person. In the presence of the head of a state body, employee of the personnel office and the staff of structural divisions of governmental body, the subject reads out the oath and confirms its text with his signature, what confirms his awareness of high responsibility for compliance with this oath. The text of the Oath of the state servant is the part of his personal file.

According to paragraph 4 of article 36 of the Law of Ukraine "On state service", in case of refusal of the person from taking the oath of state serv-

ant, it is considered that he refused from the position of state service, and the act on his appointment to the position is canceled by the hiring authority. In this case the pending right of the second is applied based on the results of the competition for a candidate for the vacant position of state service. If the Competition Commission does not find such a candidate, there will be a new contest [3].

Analyzing the Law of Ukraine “On state service”, it can be stated that only under the condition of taking the Oath, the person on legal grounds acquires the legal status of a state servant. That is, a citizen of Ukraine, who became the winner in the contest for the vacant position of state service employee acquires all the rights and obligations which the Law of Ukraine “On state service” conferred on him under the specific position.

The Law of Ukraine “On state service” stipulates in the oath as follows: “Being aware of my high responsibility, I solemnly swear that I will faithfully serve the Ukrainian people, will observe the Constitution and laws of Ukraine, will bring them to life, will respect and protect rights, freedoms and legitimate interests of man and citizen, the honor of the state, will bear with dignity the high rank of the state servant and faithfully carry out my duties” [3].

Thus, based on the content of the Oath of the state servant, the oath is the obligation of the person who swears clearly and strictly to comply with rules embodied to state servant by the Oath. In this context, the oath acts as a composite element of legal status of state servants, who are endowed with certain rights and responsibilities.

Some scientists believe that the moment of transition from an ordinary person to the status of the individual, which is endowed with certain powers is the legal meaning of oath. But the moral and ethical meaning of the oath is the substance of the oath [15, p. 233]. It is difficult to accept this statement as the oath in its content contains a duty not just of moral content: to faithfully serve the people of Ukraine, to bear with dignity the high rank state servant, but also the legal content to comply with the Constitution and laws of Ukraine, to bring them to life, to respect and protect the rights, freedoms and legitimate interests of man and citizen.

The jury rules, which are enshrined in the content of the oath of state servant are based on the principles of state service: rule of law – ensuring the priority of rights and freedoms of man and a citizen according to the Constitution of Ukraine, which define the content and direction of a state servant during the execution of the tasks and functions of the state; the rule of law – the duty of a state servant to act only on the basis, within powers and in the way provided by the Constitution and laws of Ukraine; patriotism – devotion and faithful service to the Ukrainian people; honesty – aiming to protect public interests and the rejection of a state servant from prevalence of private interests during the implementation of the powers granted to him; effectiveness – rational and efficient use of resources to achieve state policy objectives; political impartiality – not letting political views, hopes and decisions of the state servant influence his decisions and rejection from demonstrating of his relationship to the political parties,

demonstration of his political views under during the term he performs official duties; transparency – openness of information about the activities of the state servant, except in cases determined by the Constitution and laws of Ukraine [3].

Thus the content of the oath of the state servant acquires legal value and contains the original standards and the evaluation of the concept of legal and moral character. We agree with the authors of the Scientific-practical commentary to the Law of Ukraine “On state service” (2017), which determine the state employee Oath as a “solemn oath of the state servant for the allegiance to the Ukrainian people” [13]. However, a Ukrainian citizen who enters the state service takes the oath of allegiance not only to the people of Ukraine, but to the Ukrainian government, whose functions he is mandated to implement.

The Oath of the state servant is a legal fact that changes his legal status, the “nationalization” of this status. The procedure of taking the Oath by a person entering state service positions is the responsibility stipulated by the current legislation of Ukraine. The text of the Oath of a state servant is an act which creates legal consequences, and in the case of violation of which a legal liability arises. Thus, from the moment of taking the oath of state servant, the citizen acquires subjective rights and legal duties, and the fact of taking the oath by such person records the occurrence of a change in the legal status of the person.

**Conclusions and prospects for further research.** So, the Oath of a state employee is a special kind of pub-

lic-administrative relations, the content of which lies in the solemn oath of the citizen who enters the state service to perform functions of the state, allegiance to the Ukrainian people and state.

The Oath of the state servant is an essential element of his legal and public-management status, with which the citizen of Ukraine acquires all the rights and duties of the state servant, including the obligation to be responsible for the refusal of taking the Oath of state servant or for its violation. The refusal of the Oath-taking on the part of the person who enters the job of a state employee, makes it impossible for a person to acquire subjective rights and legal duties, provided for status of a state servant.

The concept, content and the essential characteristics of Oath of state servant are governed by the system of current legislation and ethical standards of state service and traditions of the relevant public-management practice in Ukraine. In this sense we can agree with N. Tsurkan, who thinks that the oath of the state servant induces a state servant not only to his duties, but also to “the observance of moral and ethical demands”, which are not just desirable but also necessary [3, p. 26]. In turn, the Oath of the state servant is a sophisticated state-management phenomenon, with the functional and semantic load, which requires further comprehensive research.

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# ANALYSIS OF EXISTING METHODS IN THE IMPLEMENTATION OF PUBLIC FIRE SECURITY MANAGEMENT

**Abstract.** The article analyzes the basic principles of the choice of methods for implementation of the mechanisms of state control of the field of fire safety. Considered the necessary factors to consider when choosing the principles. A detailed analysis of the SAST (Strategic Assumption Surfacing and Testing) and MAI (hierarchy analysis method) is carried out.

It is determined that the structural subdivision on the decision of the fire safety issues in the DSNC should choose those methods that should be used to effectively address the problem or solve the problem in the field of fire safety taking into account each stage of the decision-making process. Therefore, this structural unit on fire safety issues must formulate a document (program, plan, etc.), which will reflect the schedule and algorithm for solving the problem or solving the problem, and for each stage of the decision - the results of evaluation of its possible duration and method or set methods for each stage of the solution of the problem (solution of the problem).

It is noted that the methods previously selected for each stage of the solution of the problem in the field of fire safety, can not be considered a dogma. This is due, first of all, to a variety of changes in the external and internal environment of the field of fire safety, which occur or may occur over time. Taking into account such changes may lead to the replacement of the chosen method first for the appropriate stage of the solution of the problem or the solution of the problem to more effective, taking into account the conditions.

It is substantiated that replacing the method with the best in the solution of the problem in the field of fire safety or solving the problem requires the obligatory establishment of feedback, which can be used in a timely manner to identify a less effective method that was not considered to be so before the unforeseen changes or circumstances, for example, of the external environment: political events, military actions, rising energy costs, economic crisis, etc.

**Keywords:** fire safety, mechanisms and methods of public administration, approximation, antiterrorist operation, dynamic programming, "brainstorming", dogma, State Emergency Service.

## АНАЛІЗ ІСНУЮЧИХ МЕТОДІВ ПРИ ЗДІЙСНЕННІ ДЕРЖАВНОГО УПРАВЛІННЯ СФЕРОЮ ПОЖЕЖНОЇ БЕЗПЕКИ

**Анотація.** У статті досліджено основні принципи вибору методів для здійснення механізмів державного управління сферою пожежної безпеки. Розглянуто необхідні фактори, які слід враховувати при виборі принципів. Детально проаналізовано методи SAST (Strategic Assumption Surfacing and Testing) та MAI (метод аналізу ієрархії).

Визначено, що структурний підрозділ з вирішення питань пожежної безпеки у ДСНС має обирати ті методи, які доцільно використовувати для ефективного вирішення поставленого завдання чи розв'язання проблеми у сфері пожежної безпеки із урахуванням кожного етапу формування рішення. Таким чином, цей структурний підрозділ з питань пожежної безпеки має сформувати документ (програму, план тощо), в якому будуть відображені графік і алгоритм вирішення завдання чи розв'язання проблеми, а для кожного етапу вирішення – результати оцінки його можливої тривалості та метод чи набір методів для кожного етапу вирішення завдання (розв'язання проблеми).

При цьому зазначено, що методи, раніше відібрані для кожного етапу вирішення завдання у сфері пожежної безпеки, не можна вважати догмою. Це обумовлено, у першу чергу, різноманітними змінами зовнішнього й внутрішнього середовища сфери пожежної безпеки, що відбуваються чи можуть відбуватися з часом. Врахування таких змін може призвести до заміни обраного спочатку методу для відповідного етапу вирішення завдання чи розв'язання проблеми на ефективніший із урахуванням умов, що склалися.

Обґрунтовано, що заміна методу на кращий під час розв'язання проблеми щодо пожежної безпеки чи вирішення завдання вимагає обов'язкового встановлення зворотного зв'язку, завдяки якому можна своєчасно виявляти менш ефективний метод, що не вважався таким до моменту появи непередбачених змін чи обставин, наприклад, складових зовнішнього середовища: політичні події, військові дії, зростання вартості енергоресурсів, економічна криза тощо.

**Ключові слова:** пожежна безпека, механізми та методи державного управління, апроксимація, антитерористична операція, динамічне програмування, “мозковий штурм”, догма, Державна служба надзвичайних ситуацій.

## **АНАЛИЗ СУЩЕСТВУЮЩИХ МЕТОДОВ ПРИ ОСУЩЕСТВЛЕНИИ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ В СФЕРЕ ПОЖАРНОЙ БЕЗОПАСНОСТИ**

**Аннотация.** В статье исследованы основные принципы выбора методов для осуществления механизмов государственного управления сферой пожарной безопасности. Рассмотрены необходимые факторы, которые следует учитывать при выборе принципов. Осуществлен подробный анализ методов SAST (Strategic Assumption Surfacing and Testing) и МАИ (метод анализа иерархии).

Определено, что структурное подразделение по решению вопросов пожарной безопасности в ГСЧС должно выбирать те методы, которые целесообразно использовать для эффективного решения поставленной задачи или решения проблемы в сфере пожарной безопасности с учетом каждого этапа формирования решения. Таким образом, это структурное подразделение по вопросам пожарной безопасности должно сформировать документ (программу, план и т. п.), в котором будут отражены график и алгоритм решения

задачи или решения проблемы, а для каждого этапа решения — результаты оценки его возможной продолжительности и метод или набор методов для каждого этапа решения задачи (решение проблемы).

При этом отмечено, что методы, ранее отобранные для каждого этапа решения задачи в сфере пожарной безопасности, нельзя считать догмой. Это обусловлено, в первую очередь, различными изменениями внешней и внутренней среды сферы пожарной безопасности, что происходят или могут происходить со временем. Учет таких изменений может привести к замене выбранного сначала метода для соответствующего этапа решения задачи или решения проблемы на более эффективный с учетом сложившихся.

Обосновано, что замена метода на лучший при решении проблемы в сфере пожарной безопасности или решения задачи требует обязательного установления обратной связи, благодаря которому можно своевременно выявлять менее эффективный метод, который не считался до момента появления непредвиденных изменений или обстоятельств, например, составляющих внешней среды: политические события, военные действия, рост стоимости энергоресурсов, экономический кризис и т. п.

**Ключевые слова:** пожарная безопасность, механизмы и методы государственного управления, аппроксимация, антитеррористическая операция, динамическое программирование, “мозговой штурм”, догма, Государственная служба чрезвычайных ситуаций.

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**Problem statement.** Implementation of organizational and legal forms and mechanisms of public administration in general, including the sphere of fire safety in Ukraine, as a rule, depend not only on the totality of management technologies, but also on the chosen configuration of methods, the use of which allows the state authorities to carry out management activities, realizing measures on regulating, organizing and coordinating influences on all components of the field of fire safety and social relations by developing, adopting and implementing the most effective management solutions.

In our opinion, the scientific approach to the definition of the totality (set) of methods in the implementation of the mechanisms of state control of the field of fire safety and their possible

configuration should be an approach based on the substantiation of a set of principles, the use of which will make such a selection objective and aimed at achieving the set goal.

**Analysis of recent researches and publications.** The attention of domestic and foreign scientists and specialists was emphasized on this issue: V. B. Averianov, O. S. Anisimov, H. V. Atamanchuk, O. M. Bandurka, and Yu. P. Bytiak, M. P. Handziuk, V. A. Domanskyi, V. Ts. Zhydetskyi, N. M. Meltiukhova, H. Ponomarenko, H. P. Sytnyk, Yu. H. Uchitiel, T. O. Shcherba and others.

At the same time, the results of a study of the available source base allow to suggest that the question of the choice of methods for the implementation of public administration mecha-

nisms in various spheres of human activity remains rather problematic as a result of the fact that the considerable attention of specialists and scientists of the given theme pay more attention to the issues, related to the conditions for the application of specific management methods, the classification of available management methods and management decision-making methods.

**Formulating the goals of the article.** The purpose of the article is to analyse the existing methods in the implementation of state control of the field of fire safety.

**Presentation of the main material.** Formulating a particular set or set of required methods, public administration bodies in this way should choose the best way to solve a problem or solve a problem that arises or may occur at any stage when implementing the mechanisms of state control of the field of fire safety.

Due to the above, we substantiate the composition of the principles, the use of which will ensure the creation of conditions for the formation of the necessary set of methods for the implementation of the mechanisms of public administration in the field of fire safety. The importance of such an approach is also due to the fact that there are a significant number of methods used in both the theory of organizational management and management, and public administration in particular.

In addition, public authorities in the field of fire safety, having a specific problem or a specific issue (task), as well as a set of combinations or sets of possible methods, need to be determined with the combination of methods that can be used for the conditions that have developed (compiled) the best results. The

presence of the existing set of methods for the implementation of public administration mechanisms should be the basis for further selection of them and use in solving existing (set) tasks at the appropriate stages of the management process within the scope of fire safety. At the same time, the need for the most effective solution requires the selection and specification of methodical tools that are best suited for solving a specific problem or solving a problem [5].

The Ukrainian experience of management activity in the field of fire safety shows, there may also be a temporary limitation, the essence of which is that a large number of tasks (problems) can appear at the same time in the system of state control of the field of fire safety, which, in turn, will require prompt solution (solution): forest fire; a fire at a large enterprise; a fire in a residential or administrative building, etc. Such a situation may force the management of the State Emergency Service (SES) to resort to the use of such methods, which require the use of a minimum of time due to the shortage of time available. The best evidence of this can be considered to be the extinguishing of numerous fires that arose simultaneously at various objects in the context of hostilities during the anti-terrorist operation on the territory of the south-eastern region of our country in residential and administrative buildings, factory shops, hospitals, real markets, etc.

Specialists of public administration should also note which methods and solutions to which problems or solutions to which tasks in the field of fire safety have already been used. This will make it possible, on the basis of the data and experience, to assess the quality of the

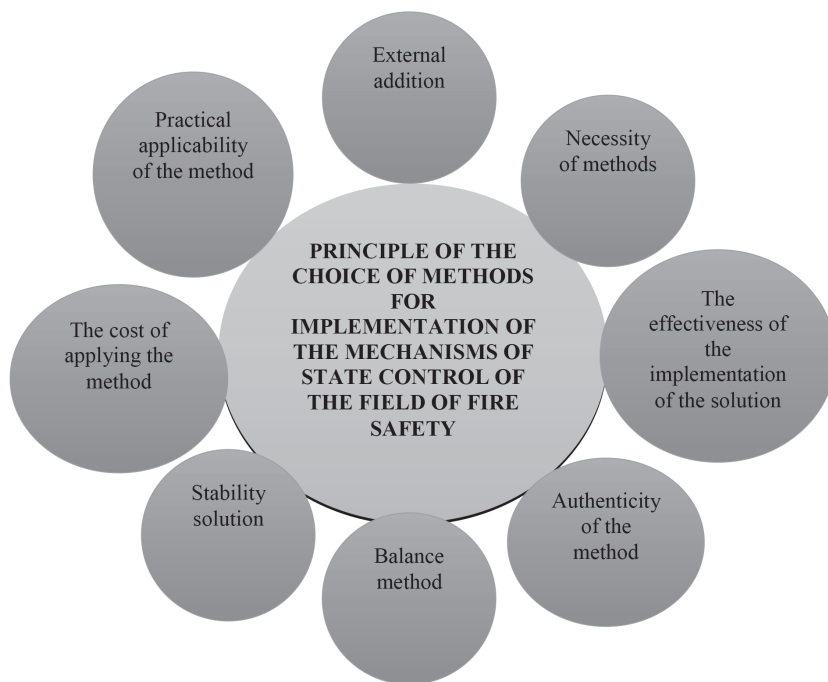
methods used, as well as to conclude that the applied methods have been effective in solving similar problems or solving problems in the field of fire safety. The application of this approach is aimed at creating a knowledge base in the State Emergency Service (SES), where the necessary information on tasks (problems) and methods of their solution will be accumulated [10]. This, according to our opinion, will allow public authorities in the field of fire safety more effectively to carry out their activities. Summing up, it is necessary to emphasize that it is advisable to pay attention to a set of principles (see Figure 1).

The determination of a set of principles for choosing methods for implementing public security fire safety control mechanisms may be considered

necessary but not a sufficient condition for such a choice. First of all, it is necessary to determine the strategy and mechanism for the selection of methods for the implementation of state control of the field of fire safety.

It is advisable to consider each of the existing methods in more detail. One of these principles should be the well-known principle of *'practical applicability of the method'*. According to this principle, the methods used to formulate management decisions in the field of fire safety can only be effective if the conditions are created or when conditions are created, and the possibility of their application may naturally be limited by various constraints.

Another principle of the choice of methods for the implementation of



**Fig. 1. Principles of the choice of methods for implementation of the mechanisms of state control of the field of fire safety**

Source: compiled by the author

state control mechanisms in the field of fire safety is the principle of *'the cost of applying the method'*. According to its content, the cost of finding the best solution to a problem or solution to a problem must always be less than the cost of the result (output) resulting from the application of a particular method or a number of methods. Indeed, in order to obtain such a comparative assessment, it is necessary to have a clear idea of how the cost of using the method(s) and its (their) effectiveness. Despite the fact that, probably, a fairly accurate estimate of the date is sometimes quite difficult, and reasonable limits for its possible values can be established at the same time almost always [1].

Another principle that needs to be taken into account is the principle of *'effectiveness of the solution found'*. If, due to the choice and application of the selected set of methods for the implementation of public management mechanisms, the final result gives a better solution to the problem or the solution of the problem in the field of fire safety, then this set of methods can be considered as meeting the requirements.

Under conditions, if the decision of the problem or solution of the problem will require the authorities of the sphere of fire safety to carry out significant costs, then, with even a slight increase in the accuracy of the results and obtaining a significant positive effect, this, in our opinion, must be sure to do, especially in conditions where large groups of human masses take place.

As experience shows, in general, we have to be satisfied, as a rule, with rational decisions, since with increasing accuracy of the solution the cost of the necessary for this method can grow

faster than any benefits that we can be expected or foreseen in the field of fire safety. If significant efforts are required to achieve a small increase in the level of efficiency of the decision, then the overall effect of such a method of implementation of the mechanisms of public administration will be rather insignificant. It is clear that under such conditions, it is not necessary to risk higher costs for minor (minor) improvements only [13].

An important principle, which, according to our belief, must be taken into account when choosing methods, is the principle of *'authenticity of the method'*. It is known that the level of authenticity of a particular method requires a mandatory answer to the question of what errors are permissible in solving to a problem or solving of a problem. When applying any method, it is necessary not only can to analyse what the expected effect is, nor how reliable this estimation is, and what the limits of its error be predicted. Some methods give a fairly high reliability of the results, and a specialist in the structure of the state control body in the field of fire safety, solving the problem (solving the problem), must be sure that the obtained values of estimates and actual values will almost coincide.

Thus, if a specialist in public administration is to deal with the assessment of potential gains or losses in the field of fire safety, the best approach should be considered to be the selection of a set of methods, the application of which will ensure the most reliable estimate of expected achievements.

Another principle of the choice of methods should be considered the principle of *'stability of the solution'*. Stability of the solution in applying one or

another method, as a rule, is characterized by the direct duration of the use of this solution. If it is considered that the management decision will be used regularly in the field of fire safety and for a relatively long time, then, as a rule, it is standardized [8].

When choosing the stability of a solution it is necessary to take into account changes in the structure of interconnections between the factors of the external or internal environment of the fire safety sphere, which may require modification of management decisions over time. In such cases, in our opinion, a thorough try out managerial decision may prove to be unnecessary, because for the time, when will the decision, a situation for which it was intended, could change, and management solutions for the development of which is spent significant human and material resources would not have at that time. Therefore, in the presence of a fairly dynamic situation, satisfactory will be considered and gross approximation.

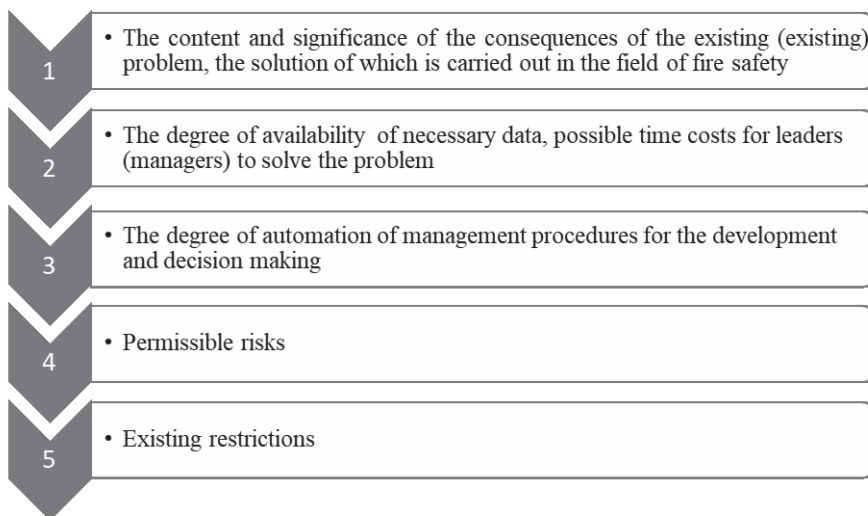
The following principle, which, according to our belief, requires us to take into account when selecting methods for the implementation of the mechanisms of state control of the field of fire safety, is the principle of '*balance of methods*', the application of which makes it compulsory to use mutually compatible methods for each of the stages of the formation of a management decision [11].

The mechanism for forming a managerial decision should always be considered in general, taking into account all interconnections, due to how effectively one or another method can be applied at the appropriate stage of this mechanism. For example, if use primitive

methods for collecting data on changes in factors of its external or internal environment at the stage of detecting a problem in the field of fire safety, then it makes no sense at a later stage to use more complex methods of regression or correlation analysis. It should be borne in mind that the quality of management decisions is conditioned, first of all, the least effective stage in the process of forming such a solution.

One of the important principles of the choice of methods is proposed to consider the well-known principle of '*the necessity of method*'. The essence of this principle is that the methods must be chosen in the light of those problems that require the adoption of a management decision, and not only based on the capabilities of leaders or managers. The presence or absence of, for example, leaders: the director of the department, the head of the department, the head of the department, etc., the experience of using managerial methodological tools or management art should not be considered by the leadership of the State Emergency Service (SES) as a determining criterion for choosing the best available techniques or refusing them. Under conditions, if leaders (managers) are not well trained, it is necessary to provide for special professional programs for their training or advanced training [2].

It is also important to consider that the selection of methods requires the adequate completeness of their set for solving problems or solving problems (tasks) in the field of fire safety. Taking into account the well-known principle of '*external additions*', we must pay attention to the fact that completeness is relative and depends, as a rule, on the



**Fig. 2. Necessary factors to consider when choosing a principle**

Source: compiled by the author

results of various studies carried out both in this direction and in the direction of public administration as a whole, the length of practical experience and the effectiveness of the use of methods, as well as the achievements of scientific and technological progress. In this case, it makes sense to emphasize the possibility of forming a quasi-complete set of methods for implementing mechanisms of public administration in the field of fire safety. This is due to the fact that over time, within the limits of scientific and technological progress, the best known method for the solution of one or another task (issue) may appear [9].

The main idea of the strategy, as such, was rightly pointed out by Yu. H. Uchitel [12], who believed that it was to develop rules in accordance with which appropriate actions applied. On similar positions are H. Kunz and S. O. Donnel, understanding the strategy of the general program of actions. Thus, the definition of a strategy in our case involves finding a set of rules for the application of the set of above

defined principles of the choice of methods that should be guided by public authorities in the implementation of the mechanisms of state control of the field of fire safety in order to ensure the achievement of goals.

For example, to ensure that the management's decision in the field of fire safety is sufficiently high, one will have to agree with the higher costs of resources (informational, financial, material, etc.) for obtaining such solution. At the same time, the requirements of practical applicability and balance of methods must be fulfilled before other principles are considered. This can be explained by the fact that these requirements are actually limited to other principles. In doing so, you need to take into account many different factors (Figure 2). Thus, ensuring applicability and balance must be considered a prerequisite for the transition to the consideration of the other six principles [6].

Moreover, over time, in the process of developing and adopting a management decision, the relative signifi-

cance (weight) of these factors with the change in the initial conditions may change. For example, initially, a simplified set of methods for the implementation of state control mechanisms for fire safety may be selected by the State Emergency Service (SES) leadership, and as a result of the deterioration of the situation and the aggravation of the problem (for example, the growth of the dynamics of fire spread by increasing the wind speed during the forest fire, the fire in the commodity market, fires at an industrial plant with the possibility of man-made danger), when the importance of obtaining a positive result can increase significantly, the requirement may become super-important ensuring the authenticity of the expected result (dynamics of fire suppression, the rate of release of hazardous premises from people, etc.).

Based on this, we can confidently conclude that there is no universal strategy for choosing methods to implement the mechanisms of state control of the field of fire safety on the basis of a well-founded set of principles. At the same time, it should be emphasized that the use of expert methods can allow finding a pleasant strategy for choosing methods from existing ones based on the proposed set of eight principles.

One such method is, for example, the known Delphi method, the essence of which is to establish expert judgments on the conditions of anonymity of experts and their physical separation, as well as the presence of a controlled feedback. Ensuring the maintenance of anonymity and physical separation is due to the need to avoid some potential 'traps' of group decision-making. In this case, the purpose of the feedback is to enable

each expert to become familiar with the averted opinion of other experts [3].

Along with the positive sides, this method has some disadvantages. The first should be attributed to the fact that the physical separation of experts virtually eliminates the emergence of new approaches to solving a problem or solving a problem that can be developed and tested in the process of possible discussions, for example, by 'brainstorming'. Another disadvantage is related to the method of creating questionnaires, which is used to directly jury of opinion. Under conditions, if the questionnaires are not built up objectively, then the expert opinions based on the results of the answers to the questions will also not meet the requirements of objectivity, because the conclusions are determined only by the questions asked.

One of the best-known expert methods to make choices is **the SAST** (Strategic Assumption Surfacing and Testing) method, which is based on the previous so-called 'grinding' assumptions (eliminating contradictions) that are used later in solving problems and their ranking. The method is well adapted to the analysis of weakly structured problem tasks, in which the decision-making is based on a sharply conflicting time-and-time assumption. However, it requires the involvement of a professional arbiter who has a good command of the art of interpersonal dialogue, and is also experienced in the theory of group dynamics. Otherwise, the use of the SAST method may be ineffective. Moreover, the use of the method requires the involvement of a large number of experienced experts [7].

An important and most practical, in our opinion, can be considered an ex-

pert method of choice as the hierarchy analysis method, hereinafter referred to as **the HAM**. The essence of this method is the decomposition of the problem of evaluation and selection on simple components, and then further processing of the matrix algebra of the sequence of judgments of experts, which carry out the evaluation in pairwise comparisons, starting from the original elements and passing to the top from level to level, until it is received final assessment of the decision of the problem of assessment and choice.

Unlike the Delphi method, the HAM creates conditions for maintaining group interaction and discussion. Thus, there are new and important knowledge in the process of studying the assumptions underlying the individual decisions. The rationality of this approach is also confirmed by the experience of conducting business games in the period of the USSR. In case of divergence of judgments, the HAM does not impose an artificial consensus, because it does not exclude it, but takes into account the ideas that fall out of the general channel in calculations (the value of the magnitude of the inconsistency assumed).

A comparison of the HAM with the SAST leads to the conclusion that they are similar at the stage of structuring the problem to be solved. This does not require a well-prepared coordinator, as well as a real manifestation of the possibility of failure to solve the problem due to changes, for example, the psychological environment in the expert environment [4].

Thus, from the analysis we can conclude that the hierarchy analysis method (HAM) should be considered

the most acceptable expert method, the possibilities of which should be used for the selection of methods for the implementation of state control of the field of fire safety on the basis of the eight proposed principles of such choice.

**Conclusions.** Implementation of the strategy involves the need to specify the mechanism of choosing a method. There are several possibilities for directly organizing a mechanism for selecting methods. This can be done, for example, with the help of a structural subdivision or a subsystem that provides a fire safety issue to the State Emergency Service (SES), the immediate middle manager (director of the department, head of the State Emergency Service (SES), or this leader along with the unit or within the subsystem. Consider an option with a structural subdivision.

The structural subdivision on the issues of fire safety in the State Emergency Service (SES), taking into account the above principles, should choose the methods that should be used to effectively address the problem or solve the problem in the field of fire safety, taking into account each stage of the decision-making process. Therefore, this structural unit on fire safety issues must formulate a document (program, plan, etc.), which will reflect the schedule and algorithm for solving the problem or solving the problem, and for each stage of the decision as the results of evaluation of its possible duration and method or set methods for each stage of the solution of the problem (solution of the problem).

It should be noted that the methods previously selected for each stage of the solution of the problem in the field of fire safety, cannot be considered a dog-

ma. This is due, first of all, to a variety of changes in the external and internal environment of the field of fire safety, which occur or may occur over time. Taking into account such changes may lead to the replacement of the chosen method first for the appropriate stage of the solution of the problem or the solution of the problem to more effective, taking into account the conditions prevailing.

Replacing the method at the best when solving a fire safety problem or solving a problem requires a mandatory feedback, which allows you to identify in a timely manner a less efficient method that was not considered to be so before the unforeseen changes or circumstances, for example, constituent of the environment: political events, military actions, rising energy costs, and economic crisis, etc.

If such an approach to choosing methods to implement public administration mechanisms is not implemented in the system of public administration in the field of fire safety in Ukraine, it is rather doubtful that the leadership of the State Emergency Service (SES) will receive effective results in the field of fire safety and will be able to effectively implement the control function.

Detailing the toolboxes of the mechanisms of state control of the field of fire safety in solving problems or solving problems in the field of fire safety requires the study of procedural aspects of the mechanisms of public administration in this field.

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# COOPERATION OF AUTHORITIES WITH INTERNATIONAL ORGANIZATIONS AS AN IMPORTANT ASPECT OF SOCIAL AND ECONOMIC DEVELOPMENT OF UKRAINE

**Abstract.** The article deals with conceptual approaches to the issue of cooperation of state authorities with international organizations; it is noted that Ukraine takes an active position on the international arena and directs its efforts to active cooperation with international organizations. The cooperation of authorities with foreign partners is portrayed as an ongoing process of communication, dialogue, comparison and mutual adaptation of unmatched and even conflicting interests and values. The authors emphasize attention to the fact that international intergovernmental and non-governmental organizations are increasingly attracting representatives of government bodies and the public from different regions of Ukraine to implement joint projects. International organizations influence the state policy during projects' implementation.

Special attention is paid to the fact that the issue of cooperation between the Ukrainian authorities and international organizations is paid special attention and a separate group of legislative and regulatory documents is devoted, in particular: the Constitution of Ukraine, the Laws of Ukraine "On the Principles of Internal and Foreign Policy", "On International Treaties of Ukraine", "On Transfrontier Co-operation", "On the Principles of State Regional Policy" and others. A number of international legal acts, in particular: the European Charter of Local Self-Government, as well as certain documents of the European Union, regulating the procedure of cooperation between the EU and its neighbors, are also relevant in this direction. That is, Ukraine has a thorough regulatory framework for international cooperation.

It has been proved that the intensification of the international dialogue caused a lot of questions regarding the process of management and coordination of authorities of international cooperation. Among the factors that determine the establishment of external relations at the regional level are complex internal processes of democratic transformation that influence the directions and subjects of the construction of international relations. The approaches proposed in this article to the issue of cooperation between the authorities and international organizations are based on the analysis of the accumulated international experience, namely the resolution of systemic conflicts in the sphere of regulation of international cooperation of the regions.

**Keywords:** international organization; international; UN; international relations; international cooperation; public authorities.

## СПІВРОБІТНИЦТВО ОРГАНІВ ВЛАДИ З МІЖНАРОДНИМИ ОРГАНІЗАЦІЯМИ ЯК ВАЖЛИВИЙ АСПЕКТ СОЦІАЛЬНО-ЕКОНОМІЧНОГО РОЗВИТКУ УКРАЇНИ

**Анотація.** У статті розглядаються концептуальні підходи до питання співробітництва органів влади з міжнародними організаціями; відзначається-

ся, що Україна займає активну позицію на міжнародній арені та спрямовує свої зусилля на активну співпрацю з міжнародними організаціями. Співпраця органів влади з іноземними партнерами зображається як безперервний процес комунікацій, діалогу, зіставлення та взаємного пристосування незбіжних і навіть конфліктних інтересів та цінностей. Авторами акцентується увага на тому, що міжнародні міжурядові та неурядові організації все більш активно залучають представників органів влади та громадськості з різних регіонів України до реалізації спільних проектів. Реалізуючи проекти, міжнародні організації впливають на державну політику.

Акцентовано особливу увагу на тому, що питанням співробітництва органів влади України з міжнародними організаціями приділяється особлива увага та присвячена окрема група законодавчих та нормативно-правових документів, зокрема: Конституція України, Закони України “Про засади внутрішньої і зовнішньої політики”, “Про міжнародні договори України”, “Про транскордонне співробітництво”, “Про засади державної регіональної політики” та ін. Цього наряду стосується й низка міжнародних нормативно-правових актів, зокрема: Європейська хартія місцевого самоврядування, а також окремі документи Європейського Союзу, що регулюють процедуру взаємодії ЄС з його сусідами. Тобто Україна має ґрунтовну нормативну базу з питань міжнародного співробітництва.

Доведено, що активізація міжнародного діалогу викликала багато питань щодо процесу управління та координації органами влади міжнародного співробітництва. Серед факторів, що визначають встановлення зовнішніх зв'язків на регіональному рівні, є складні внутрішні процеси демократичної трансформації, які впливають на напрями та суб'єкти побудови міжнародних відносин. Запропоновані в даній статті підходи до питання співробітництва органів влади з міжнародними організаціями спираються на аналіз накопиченого міжнародного досвіду, а саме вирішення системних конфліктів у сфері регулювання міжнародного співробітництва регіонів.

**Ключові слова:** співробітництво органів влади з міжнародними організаціями, міжнародні організації, міжнародні відносини, міжнародне співробітництво, органи державної влади.

## **СОТРУДНИЧЕСТВО ОРГАНОВ ВЛАСТИ С МЕЖДУНАРОДНЫМИ ОРГАНИЗАЦИЯМИ КАК ВАЖНЫЙ АСПЕКТ СОЦИАЛЬНО-ЭКОНОМИЧЕСКОГО РАЗВИТИЯ УКРАИНЫ**

**Аннотация.** В статье рассматриваются концептуальные подходы к вопросу сотрудничества органов власти с международными организациями; отмечается, что Украина занимает активную позицию на международной арене и направляет свои усилия на активное сотрудничество с международными организациями. Сотрудничество органов власти с иностранными партнерами изображается как непрерывный процесс коммуникаций, диалога, сопоставления и взаимного приспособления несовпадающих и даже конфликтных интересов и ценностей. Авторами акцентируется внимание

на том, что международные межправительственные и неправительственные организации все более активно привлекают представителей органов власти и общественности из разных регионов Украины для реализации совместных проектов. Реализуя проекты, международные организации влияют на государственную политику.

Акцентируется особое внимание на том, что вопросам сотрудничества органов власти Украины с международными организациями уделяется особое внимание и посвящена отдельная группа законодательных и нормативно-правовых документов, в частности: Конституция Украины, Законы Украины “Об основах внутренней и внешней политики”, “О международных договорах Украины”, “О трансграничном сотрудничестве”, “Об основах государственной региональной политики” и др. Этого направления касается и ряд международных нормативно-правовых актов, в частности: Европейская хартия местного самоуправления, а также отдельные документы Европейского Союза, регулирующих процедуру взаимодействия ЕС с его соседями. То есть Украина имеет основательную нормативную базу по вопросам международного сотрудничества.

Доказано, что активизация международного диалога вызвала много вопросов относительно процесса управления и координации органами власти международного сотрудничества. Среди факторов, определяющих установление внешних связей на региональном уровне, являются сложные внутренние процессы демократической трансформации, которые влияют на направления и субъекты построения международных отношений. Предложенные в данной статье подходы к вопросу сотрудничества органов власти с международными организациями опираются на анализ накопленного международного опыта, а именно решения системных конфликтов в сфере регулирования международного сотрудничества регионов.

**Ключевые слова:** сотрудничество органов власти с международными организациями, международные организации, международные отношения, международное сотрудничество, органы государственной власти.

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**Target setting.** The processes of globalization and interstate integration lead to certain changes in world politics that prompt to the strengthening of the role of international organizations in international relations, the strengthening of international cooperation, development of economic, scientific, technical and cultural cooperation with foreign partners.

Regional ministries and departments of various profiles establish inter-

national contacts that cover a number of issues that are constantly increasing from the exchange of experience and coordination of actions in the field of regional development, environmental protection, and social policy to the implementation of joint projects in the field of economics, education or sports. The authorities in Ukraine, when entering into international treaties, commit themselves to participate in the alliance and give organizations the opportunity

to interfere in the interests of our country, as enshrined in domestic law.

The intensification of the international dialogue has raised many questions about the process of governance and coordination of international cooperation authorities. Among the factors that determine the establishment of external relations at the regional level are complex internal processes of democratic transformation that influence the directions and subjects of the construction of international relations. The approaches proposed in this article to the issue of cooperation between authorities and international organizations are based on an analysis of the accumulated international experience, namely the resolution of systemic conflicts in the sphere of regulation of international cooperation of the regions.

**Analysis of recent research and publications.** The study of theoretical and practical aspects concerning the cooperation of the authorities with international organizations and the development of foreign policy is devoted to many works of famous domestic scientists such as: Yu. Averyanov, R. Agranoff, O. Amosov, N. Sidorenko.

Some aspects of Ukraine's cooperation with international organizations in the customs field were studied by such domestic and foreign scholars as I. Berzhnyuk, G. Borisov, O. Vottshenikov, S. Galko, A. Dukhnevich, M. Kalensky.

The research of international cooperation of law enforcement bodies is the subject of scientific analysis in the works of leading lawyers, namely: O. Bandurka, Yu. Bytiak, O. Muzychuk, D. Gorbach, O. Kryvenka, D. Savochkina, O. Konoplyanyk and others. However, the problems associated with

international cooperation between government and international organizations require further in-depth study and systematization.

**The purpose of the article** is to conduct comprehensive research conceptual approaches to the issue of cooperation between the authorities with international intergovernmental and non-governmental organizations, as well as the formation of prospects for development and ways of improving of international cooperation.

**The statement of basic materials.** At the present stage of globalization, Ukraine's cooperation with international organizations is one of the priority directions of the development of the foreign-policy development strategy for each of the countries of the world.

The history of modern international relations begins its counting in the period of the Late Middle Ages, the birth and prosperity of national states and the split of the Christian world, Great geographical discoveries. Relations between the states began to develop in the absence of the authority of secular authorities at the supra-state level, so the promotion of national interests took place in conditions of interstate anarchy, which resulted in wars and conflicts between the participants in international relations.

Understanding international politics took place within the framework of the philosophy of the thinkers of the New Age (modern era), in particular: Machiavelli, Guacarchardi, Botero, Grotius, Richelieu, Hobbes and others [1]. However, in their philosophical writings, the authors consider international relations as an aspect of the world. Subsequently Hegel, Saint-

Simon, and Kant, whose works are outlined in two philosophical tendencies: historicism and the doctrine of “open history”, theoretically comprehend international relations. From the middle of the twentieth century international relations are distinguished from philosophy. For the settlement of relations between countries of the world there is the concept of “international cooperation”.

The definition of “international cooperation” reflects such a process of interaction between two or more states, which excludes the use of armed violence and dominate the search for the realization of common interests [2, p. 68]. Contrary to everyday understanding, cooperation is not the absence of conflict, but the “deprivation” of its extreme, crisis forms. J. P. Derryennik noted that “the two participants are in a state of cooperation, when each of them can be satisfied only if the other is satisfied, that is, when each of them can achieve its goal only when it can to achieve another [3, p. 110]”. The cooperation involves bilateral and multilateral diplomacy, which results in the conclusion of various types of agreements that provide for joint regulation of certain issues.

International cooperation is based on the understanding of the modern world as a single space, structured with diverse and increasingly interconnected networks of social interactions, as the process of gradual formation of a global civil society. It interprets the changes that take place today in the world, as a process of creating a new reality, which is characterized by total interdependence and fundamental change in all basic parameters of international relations.

In the twentieth century intergovernmental cooperation becomes multilateral. At the same time, multilateralism is a manifestation of the diversity of subjects of cooperation: states, transnational firms, banks, financial groups, communes, ethnic groups, professional associations with various incentive interests and opportunities [4]. Conceptual approaches to the issue of cooperation between authorities and international organizations are a system of views on the understanding of phenomena and processes, a single, decisive idea on key points in the organization of cooperation between authorities and international organizations.

The “British school” in international relations is associated with the names of M. Banks (Banks, 1984), X. Bull (Bull, 1977), J. Burton (Burton, 1972), M. White (Wight, 1966) and represents an intergovernmental cooperation as a result of the Westphalian Peace and the establishment of inter-state institutions and international norms in it that resulted from the efforts of states to regulate international activities.

O. Bogaturov distinguishes three main approaches to the interpretation of the international system, in terms of applied analysis:

- Realistic — it is the emphasis on the relationship of potentials among the main actors of the international community;
- Social-constructive — it is the interest in rules of conduct between the subjects of the international community;
- Institutional — it is a nod to the regulatory tools based on international institutions as a mecha-

nism of intergovernmental cooperation capable of reconciling and restraining the influence on the behaviour of individual countries in favour of a broad circle in general [5].

As for the realistic approach, which G. Marenthau, R. Aron and K. Waltts began to study, the main idea was to understand the order of the horizontal time slice of international relations, which all the time was determined by the ratio of potentials between large countries. In contrast, L. Miller introduced the principle of international regulation, first introduced by Wilson in 1918. This principle embodied in the policy of the League of Nations, then the UN [6].

Representatives of the sociological approach emphasize that in a new reality, an analysis of international cooperation would be inappropriate if it was not to be conducted on a wider scale of global transnational ties and interactions. Therefore, "new international relations" are beginning to emerge today, requiring increased attention to the role of social norms and institutions, group values and identities, cultures and traditions, which do not deny but motivate the interests of the parties involved.

International cooperation is aimed at the establishment and development of Ukraine as an independent democratic state, the inclusion of the national economy in the world economic system, and the worldwide image of Ukraine as a reliable and predictable partner [6].

In essential conditions, the main areas of international cooperation are:

- compliance with the decisions of the Okinawan Charter of the Global

Information Society (2000), the Geneva (2003) and Tunis (2005) World Summits on the Information Society, the European Strategy for Cooperation (2008), the framework of European programs;

- participation in the development of international rules of law and mechanisms governing the relationship in the use of global information infrastructure, including the management of the Internet;

- participation in international information exchange;

- participation in the formation of the system of international information security, improvement of interaction of law enforcement agencies of Ukraine and foreign states in the field of prevention, detection, termination and elimination of the consequences of the use of ICT for terrorist and other criminal purposes;

- participation of Ukraine in international research projects in the priority directions of science, technology and technology development;

- participation in the development of international standards in the field of information and telecommunication technologies, harmonization of the national system of standards and certification in this area with the international system;

- participation in European Information Society Development Programs and the Open Government Partnership Initiative [7].

Special attention should be paid to the fact that the issue of cooperation between the Ukrainian authorities and international organizations is given special attention and a separate group of legislative and regulatory documents

is devoted, in particular: the Constitution of Ukraine, the Laws of Ukraine “On the Principles of Internal and Foreign Policy”, “On International Agreements Ukraine”, “On Transboundary Cooperation”, “On the Principles of State Regional Policy” and others. A number of international legal acts, in particular: the European Charter of Local Self-Government, as well as certain documents of the European Union, regulating the procedure of cooperation between the EU and its neighbours, are also relevant in this direction. Thus, Ukraine has a solid normative based on international cooperation.

Ukraine has already established close relations with a number of international organizations. In particular, its repeated election to the UN Security Council testifies to the high authority of our state in the UN, one of the co-founders of which Ukraine was in 1945.

Our country receives significant technical, advisory and financial assistance from UN specialized agencies, its funds and programs, in particular in the areas of democratic governance, poverty reduction, the achievement of the goals of sustainable development, support of public administration, the fight against HIV/AIDS and other serious diseases and environmental protection. In June 2001, Ukraine became the main initiator of the convening of the first special session of the UN General Assembly on the issue of HIV/AIDS. Currently, our country is actively using the UN's capabilities to fight HIV/AIDS, in particular, involving the design and technical assistance of UN bodies. Thus, for these purposes during 2012–2017 the Global Fund to Fight

AIDS / AIDS allocated approximately 305 million US dollars to Ukraine [8].

In 2017, the duration of the Government of Ukraine and UN Partnership Framework for 2012–2016 (over 133 million US dollars) and the programs of cooperation of Ukraine with the UN Children Fund (UNICEF) for 2012–2016 (budget – over 22 million US dollars) and the United Nations Population Fund (UNFPA) for 2012–2016 (budget – 6,5 million US dollars). In the context of overcoming the humanitarian consequences of the Russian aggression against our state, active cooperation between Ukraine and the organizations of the United Nations system (UNHCR, OCHA, UNDP, WFP, IOM, WHO, UNFPA, UNICEF, etc.) in the humanitarian sphere in the Donbass continues. During 2016 and 2017, UN organizations implemented the annual UN Humanitarian Response Plan in Ukraine, which mobilized 97,5 million US dollars in humanitarian assistance to the wounded people in the east of Ukraine in 2016. USA. In 2017, the budget amounted to 214 million US dollars [8]. In the framework of the implementation of the UN Humanitarian Response Plan, only 2,6 million people received assistance during the last year.

In Ukraine, through the UN Volunteers Program (UNV), the volunteer movement has become a form of civic and youth cooperation in Ukraine and has become an integral part of UN work in the country. Within the framework of two projects implemented jointly with UNDP in 2008–2011 and 2012–2016, UNV has helped to increase the capacity of 52 youth centers and volunteer organizations in Ukraine [9]. UNV, in

conjunction with Ukrainian non-governmental organizations, helped mobilize hundreds of thousands of Ukrainians to participate in volunteering activities. The United Nations Office in Ukraine provides for the implementation of United Nations Development Program projects in Ukraine (UNDP), actively cooperates with the Ministry of Economic Development and Trade, the Ministry of Environment and Natural Resources, the Ministry of Family, Youth and Sports, and other Ukrainian agencies. In addition to UNDP, the Office coordinates activities of the World Health Organization (WHO), the IAEA, the ILO, the Office of the United Nations High Commissioner for Refugees (UNHCR), the Joint United Nations Program on HIV/AIDS (UNAIDS), the United Nations Office on Drugs and Crime, UNESCO and UNICEF.

The International Labor Organization (ILO), during its 25 years of existence in Ukraine, promotes work through the development of a social dialogue to support economic transformation, investment, entrepreneurship, skills development, job creation and sustainable livelihoods, occupational safety and health, protection of rights at work and strengthening of social protection.

It should be noted the high activity of Ukraine in international cooperation in the field of health care. For example, the UNFPA has been supporting Ukraine for 20 years to develop a family planning system that has reduced maternal mortality and abortion by more than 2 times. Recently, the UN Population Fund focuses on issues of gender equality and gender-based violence. As of October 2017, the Foundation pro-

vided assistance to more than 20,000 survivors of violence [9]. Medicines and medical equipment provided by the United Nations Population Fund help to secure the birth of children and promote the health of women.

Since its inception in Kyiv in 1997, UNICEF has been promoting the rights of children in Ukraine. Since 2014, over 270,000 children and families with children have received psychological support; more than 1.8 million people have access to safe drinking water in areas affected by the military conflict. Access to the education of children living near the collision line was supported by the restoration of 70 schools [9]. UNICEF has provided children and their families with the necessary knowledge about the safe handling of mines and unexploded objects in the area of hostilities.

With the accession of our country to WTO membership in May 2008, Ukraine participates in meetings of the WTO General Council. Membership in the WTO has opened the door for Ukraine to negotiate a free trade with the EU and the European Free Trade Association, and has strengthened our country's position in the implementation of the existing bilateral free trade agreements.

Ukraine's activities in the OSCE ensure the equal participation of our state in discussing and solving urgent problems of international security and cooperation. Among the main areas of Ukraine's cooperation with the OSCE is the intensification of its participation in the settlement of "frozen" conflicts.

Today, the Association of European Border Regions (AEBR) is the oldest European regional policy organization.

Immediately after its formation in 1971, the AEBR established close contacts with the Council of Europe, the European Commission, the European Parliament, the Council of European Municipalities and Regions (CEMR), as well as with numerous border regions [10]. The AEBR is a voluntary non-governmental association, its members pay entry and membership fees. Along with this, AESR receives subsidies from the European Commission and national governments [11]. Currently, more than 180 European border regions (Euroregions) of Europe are among the members of the AESR, including the Euroregions with the participation of the oblasts of Ukraine: Odesa Oblast is a member of the AESR as one of the regions within the Euroregion "Lower Danube", Sumy oblast is the founder of the Euroregion "Yaroslavna". The Kharkiv region is a member of the Slobozhanschina Euroregion [12]. From the above, one can conclude that Ukraine as a whole is an active player in the international arena.

Today, an important step towards the formation of international cooperation in Ukraine is the implementation of the decentralization reform, which will promote the role of local self-government bodies. Local governments become international cooperation actors and actively interact with partner municipalities, international non-governmental organizations, participate in joint projects. This helps to analyse and improve the ways of their own development.

**Conclusions.** Cooperation of the Ukrainian authorities with international organizations is an important aspect of the strategic development of our country. Strategic directions of ex-

ternal activity determine additional opportunities for cooperation of authorities with international organizations, and also ensure participation in their activities. Cooperation with the international organizations described above is only a few examples of successful international relations, approaches, forms and principles of their activities.

It is a good thing that cooperation between local authorities and international intergovernmental and non-governmental organizations can contribute to the implementation of modern world-wide experience of governance. The implementation of various projects with the support of international organizations is aimed at activating the regions of Ukraine and targets the united territorial communities for responsible participation in the municipal activities.

The cooperation of the Ukrainian authorities with international organizations in today's conditions is formed as a priority communication direction, a dialogue of mutual adaptation of conflicting interests and values in the conditions of globalization.

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# IMPROVEMENT OF MECHANISMS OF PUBLIC ADMINISTRATION IN FIELD OF FIRE SAFETY AS A COMPLEX NATIONAL SECURITY

**Abstract.** The article describes the objects of administrative influences from the position of development of the sphere of fire safety. Mechanisms of state management of the fire safety sphere in Ukraine are investigated. The main causes of fires in Ukraine are identified according to experts. Proposals have been made on the necessary changes to the law of Ukraine “On the Fundamentals of National Security of Ukraine”. The proposed scientific and theoretical foundations of mechanisms for the implementation of state governance in the field of fire safety.

It was determined that the state should always act as a reliable guarantor of mandatory liability of organizations operating hazardous industrial facilities, establish criteria for determining the amount of financial security for civil liability for damage caused by an emergency situation related to the occurrence of a fire; introduction of scientifically sound approaches to the assessment of fire damage with the involvement of independent expert organizations; development of the regulatory and legal framework for the implementation of supervisory functions and ensuring the responsibility of managers of enterprises (institutions, organizations) and executive authorities in the field of fire safety. At the same time, it is justified that the main indicators in the state regulation should be considered: the frequency of fires, losses, the costs of measures to prevent and eliminate emergencies associated with the occurrence of a fire and prevented damage.

It is specified that the understanding of the importance of fire safety as a priority component of national security is not very deep in our opinion, is also due to the fact that the losses that result from the occurrence of fires are not always properly calculated. In our opinion, the calculations of only a set of known losses can not expose all the costs that the state and society bear on the results of fires. The most obvious example is the consequences of a fire in the forest.

**Keywords:** fire safety, state administration, emergency situation, man-made disaster, mechanisms of state administration, national security of the state, ranking of danger.

## УДОСКОНАЛЕННЯ МЕХАНІЗМІВ ДЕРЖАВНОГО УПРАВЛІННЯ У СФЕРІ ПОЖЕЖНОЇ БЕЗПЕКИ ЯК СКЛАДОВОЇ НАЦІОНАЛЬНОЇ БЕЗПЕКИ

**Анотація.** У статті схарактеризовано об'єкти управлінських впливів з позиції розвитку сфери пожежної безпеки. Досліджено механізми державного управління сферою пожежної безпеки в Україні. Виділено основні причини пожеж в Україні. Внесено пропозиції щодо необхідних змін до Закону України “Про основи національної безпеки України”. Запропоновано науково-теоретично засади механізмів здійснення державного управління сферою пожежної безпеки.

Визначено, що держава повинна завжди виступати надійним гарантом обов'язкового настання відповідальності організацій, що експлуатують небезпечні виробничі об'єкти, встановлювати критерії для визначення розміру фінансового забезпечення цивільної відповідальності за: шкоду, спричинену в результаті надзвичайної ситуації, пов'язаної з виникненням пожежі; впровадження науково обґрунтованих підходів щодо оцінювання збитку від пожеж із залученням незалежних експертних організацій; розвиток нормативно-правової бази з реалізації наглядових функцій і забезпечення персональної відповідальності керівників підприємств (установ, організацій) і органів виконавчої влади у сфері пожежної безпеки. При цьому обґрунтовано, що основними показниками в державному регулюванні слід вважати: частоту виникнення пожеж, збитки, затрати на заходи з попередження та ліквідації надзвичайних ситуацій, пов'язаних з виникненням пожежі, і відвернений збиток.

Конкретизовано, що не зовсім глибоке, на наш погляд, розуміння важливості пожежної безпеки як пріоритетної складової національної безпеки обумовлюється також і тим, що збитки, які виникають унаслідок виникнення пожеж, не завжди розраховуються належним чином. На нашу думку, розрахунки тільки сукупності відомих збитків не можуть покривати всіх витрат, які практично несе держава і суспільство за наслідками пожеж. Найпоказовішим прикладом можна вважати наслідки пожежі в лісі.

**Ключові слова:** пожежна безпека, державне управління, надзвичайна ситуація, техногенна катастрофа, механізми державного управління, національна безпека держави, ранжування небезпеки.

## **СОВЕРШЕНСТВОВАНИЕ МЕХАНИЗМОВ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ В СФЕРЕ ПОЖАРНОЙ БЕЗОПАСНОСТИ КАК СОСТАВЛЯЮЩЕЙ НАЦИОНАЛЬНОЙ БЕЗОПАСНОСТИ**

**Аннотація.** В статті охарактеризовані об'єкти управленческих воздействий с позиции развития сферы пожарной безопасности. Исследованы механизмы государственного управления сферой пожарной безопасности в Украине. Выделены основные причины пожаров в Украине по мнению специалистов. Внесены предложения по необходимым изменениям в Закон Украины "Об основах национальной безопасности Украины". Предложены научно-теоретические основы механизмов осуществления государственного управления сферой пожарной безопасности.

Определено, что государство должно всегда выступать надежным гарантом обязательного наступления ответственности организаций, эксплуатирующих опасные производственные объекты, устанавливать критерии для определения размера финансового обеспечения гражданской ответственности за: вред, причиненный в результате чрезвычайной ситуации, связанной с возникновением пожара; внедрение научно обоснованных подходов к оценке ущерба от пожаров с привлечением независимых экспертных организаций; развитие нормативно-правовой базы по реализации надзорных функций и

обеспечению ответственности руководителей предприятий (учреждений, организаций) и органов исполнительной власти в сфере пожарной безопасности. При этом обосновано, что основными показателями в государственном регулировании следует считать: частоту возникновения пожаров, убытки, затраты на мероприятия по предупреждению и ликвидации чрезвычайных ситуаций, связанных с возникновением пожара, и предотвращенный ущерб.

Конкретизировано, что не совсем глубокое, на наш взгляд, понимание важности пожарной безопасности как приоритетной составляющей национальной безопасности обуславливается также и тем, что убытки, которые возникают вследствие возникновения пожаров, не всегда рассчитываются должным образом. По нашему мнению, расчеты только совокупности известных убытков не могут разоблачать всех расходов, которые практически несет государство и общество по результатам пожаров. Самым наглядным примером можно считать последствия пожара в лесу.

**Ключевые слова:** пожарная безопасность, государственное управление, чрезвычайная ситуация, техногенная катастрофа, механизмы государственного управления, национальная безопасность государства, ранжирование опасности.

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**Problem statement.** In modern conditions, the crisis has already reached such proportions that the Ukrainian economy will not be able to cover losses from fires caused by negative processes in the natural and man-made spheres in the near future according to a number of professional indicators and forecasts of Western experts.

This situation is worsening the critical situation in the south-eastern region of our country due to the prolongation of hostilities in order to protect the territory of our state when after artillery or rocket-artillery bombardments there were and continue to occur fires in residential areas and in the enterprises as a consequence of access to them shells and missiles.

In such difficult conditions, the harmonious, stable and safe development of Ukrainian society becomes practically problematic without the purposeful increase of the level and effectiveness of

prognostic, preventive and preventive measures that reduce the threat, scale and negative social and economic consequences of emergencies related to the occurrence of fires.

**Analysis of recent researches and publications.** In particular, and enough scientific works are devoted the study the problems of public administration in general and categorical-conceptual apparatus.

In particular, this issue was considered in their scientific works by the following scholars, namely: M. V. Andrienko, V. A. Domanska, L. A. Zhukova, and Yu. H. Koroliuk, S. P. Taranenko, O. O. Trush, M. V. Udod, H. P. Ferdman, O. V. Fedorchak and other.

**Formulating the goals of the article.** The purpose of the study is to analyse existing mechanisms of public administration and ways to improve these mechanisms in the field of fire safety as a component of national security.

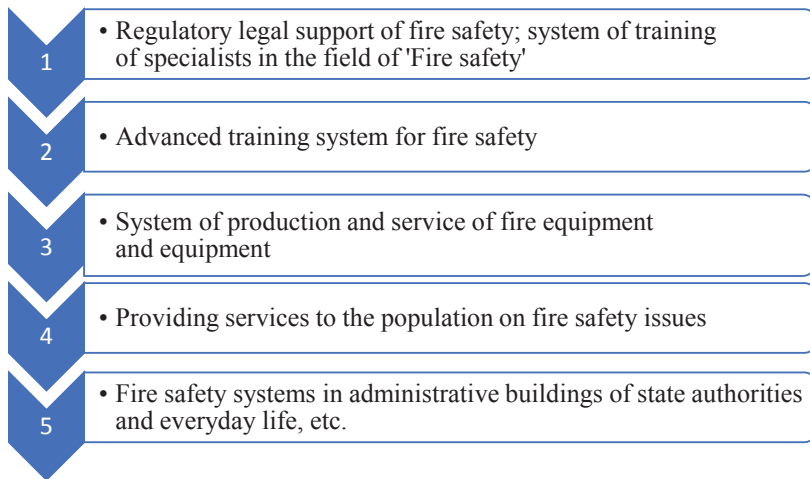
Presentation of the main material. The state of any society depends on the level of public administration; therefore, in the opinion of many politicians, scholars and statesmen, the problem of its effectiveness comes to the fore. This statement is particularly relevant for Ukraine. The solution to this problem is a pledge and a prerequisite for solving all other problems of the Ukrainian society, which is experiencing a systemic crisis of governance. Fundamental theoretical and methodological research of the problems of state administration, creation of the developed theoretical base, realized in scientific theories, concepts and projects, is fundamental.

Taking into account the postulated world practice experience that management is an important tool for achieving the goals set before society and for ensuring the well-being of its members, it can be considered that the final conclusive reflection of the activities of society and the state on the generation of proactive actions within the public administration in the public development is the process of improving the forms and methods of implementing the mechanisms of public administration [5].

The target orientation of strengthening the mechanisms of public administration in the sphere of fire safety is connected, firstly, with the aim of ensuring the maximum correspondence of managerial influences and coordination actions of state authorities and local self-government with existing needs and laws of the functioning of the fire safety sphere, as well as relevant tendencies and modern conditions; secondly, to form the most ra-

tional and effective interconnections between all components of the system of public administration in the sphere of fire safety taking into account the relations between objects and subjects of management; thirdly, maintain in the rational (quasi-optimal) and capable state the organizational structure of the state control system for the field of fire safety for the existing or emerging conditions; in the fourth, to contribute to the dynamics of the gradual reduction of public spending on public administration, using the presidential course on decentralization; fifth, to find more effective and flexible forms and methods, as well as progressive European and world-wide experience in the field of state control of the field of fire safety, especially in the event of possible emergence of significant risks, hazards and threats in the field of fire safety in Ukraine (Fig. 1) [3].

An analysis of international statistics over the past decade suggests a constant increase in fires in the vast majority of countries around the world. The regularity of the fact that with increasing population size by 1 %, the number of fires increases by about 5 %, and the damage from them increases by about 10 %. If we take into account the population growth rate on our planet from 1,6 billion people at the beginning of the 20<sup>th</sup> century to 5,5 billion at the beginning of the 21<sup>st</sup> century, then the growth rate of fire danger becomes clear, which is due, first of all, to the increase in the scope of human economic activity and the negative consequences of human use of the results of scientific and technological progress. The combined damage to the fires increases significantly, and the number of victims,



**Fig. 1. Objects of administrative influence from the position of development of the field of fire safety**

Source: compiled by the author based on [11].

and not only human, increases at the same time. Today, even the most developed economies suffer serious fires from losses: direct losses amount to 0,3–1 % of GDP [2] only.

According to forecasts made on the basis of fire statistics, in the world every year, almost 100 thousand people could die in fires, more than 1 million people could be injured, and more than 4 million people could receive severe burn injuries. Material losses from fires amount to tens of billions of the US dollars. The elimination of almost 6 million fires on the planet requires about 300 million m<sup>3</sup> water every year only.

In addition, it is worthwhile to note that for further improvement of the mechanisms of state control of the field of fire safety can be divided into external and internal objectives (Fig. 2).

Thus, the more rapidly and faster the world society, science and technology develop, the more dynamic the growth rate of industry, the more urgent is the problem of providing the necessary level of fire safety. It is no exception

in this case, and our country, although the number of Ukrainian population, unfortunately, according to the annual statistics, is decreasing each year.

One of the real causes of the fires in our country is the growth of man-made disasters, the probability of which is high due to the maximum exhaustion of resources of equipment and technologies, various tools and equipment manufactured during the Soviet Union's time and used to ensure human life, as well as the negative impact of human factors to the state of fire safety. Since the year 2005, the danger of various man-made disasters in Ukraine was warned even in 2000 (Table 1) [13].

The sad examples of Ukrainian man-made disasters that were accompanied by fires include: a fire at the warehouses of the 275<sup>th</sup> artillery shell storage facility near the village of Novobogdanivka of Zaporizhzhia region (2006), when the fire covered an area of about three hectares; the burning of 15 yellow phosphorus tanks, which followed from Ka-

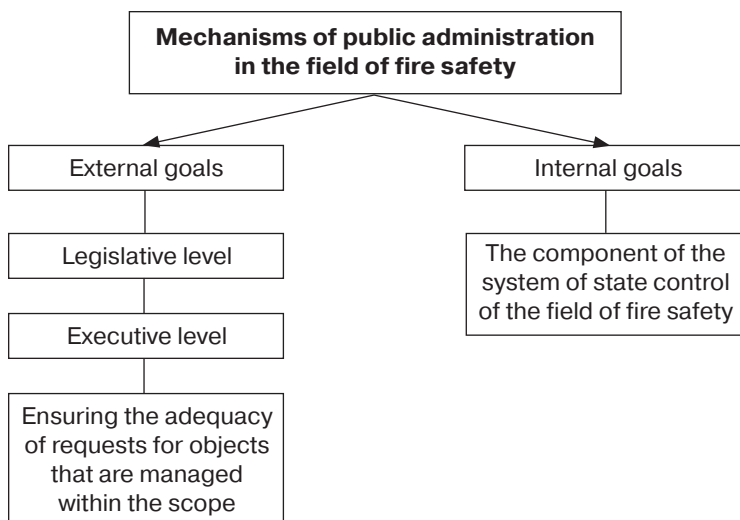


Fig. 2. Mechanisms of public administration in the field of fire safety in Ukraine  
Source: compiled by the author based on [12].

Table 1

According to experts, the main causes of fires in Ukraine

No	Causes of occurrence	Percentage ratio
1	Careless man's behaviour with fire	58–60 %
2	Violation of the rules of installation and operation of electrical equipment and household appliances	18–20 %
3	Heating appliances	11–12 %
4	Naughty children with fire	7–8 %
5	Arson	2 %

Source: compiled by the author

zakhstan to Poland (2007) and turned over near the village of Ozhydov in the Lviv region; fire at the Otradnoie station in poison chemicals storage facility in Dzhankoi district in Crimea (2009), which resulted in the burning down of about 160 tons of pesticides; fire in the city of Svitlodarsk of Donetsk region at the Uhlehorsk Thermal Power Station, the Tsentrenergo state-owned joint-stock power supply company in the second block after the explosion (2013); there was a fire on the oil storage near the city of Vasyilkov (2015), explosions

in the arsenal of ammunition Balakliia (2017), and explosion of shells near Vinnytsia (2017) [8].

Every day there are about 150 fires, and sometimes more, resulting in the death of ten and injuries of five people, the fire destroys 55 houses and 10 units of equipment in the country on the average. The vast majority of forest fires (90 %) are of artificial origin and fall into suburban areas. It should be emphasized that fire is considered one of the known and very dangerous elements of the world, if it comes out of control.

At the same time, the Law of Ukraine 'On the Fundamentals of National Security of Ukraine' does not define fire safety in general as a component of national security. This was not fixed at the time and in the law of Ukraine 'On fire safety', although the person, material and natural resources of the society are considered objects of national security of Ukraine. They are lost due to fires with the simultaneous deterioration of the state of the environment and the overall ecological situation. As the realities prove the provision of fire-safe living conditions for citizens and society remains unannounced to the priorities of national interests of our state. The attention should be paid to the fact that even the main directions of the state policy on national security are not in any way related to the issue of fire safety at the same time [9].

Due to the existence of this situation, fire safety is perceived by the majority of Ukrainian society at the household level as prevention and extinguishing of fires, and fire safety, as the most important component of national security, is not given due attention from the state institutions only.

Not very deep, in our opinion, understanding of the importance of fire safety as a priority component of national security is also conditioned by the fact that losses caused by the occurrence of fires are not always calculated properly. In our opinion, calculations of a set of known losses cannot expose all the costs that are practically borne by the state and society as a result of fires only. The most striking example is the consequences of a fire in the forest. As a result of a fire, direct losses are calculated in the monetary equivalent only. In addition, if

you calculate all costs and losses, then as a result, huge numbers can be obtained, which will exceed many times those that are officially fixed after each fire [4].

In connection with the foregoing, it should be emphasized that the issue of fire safety as a component of national security is not new, but still remains without effective decisions, first of all at the legislative level.

Currently, there are no relevant quantitative indicators and criteria for assessing the level of fire safety, uncertain ties with the indicators of national security, the quantitative basis of which, in turn, remains insufficiently researched, although many studies have been published in this area [6].

In order to remedy the situation, it is proposed to return to the issue of the resumption of the Law of Ukraine 'On Fire Safety' in the light of world and European experience, as well as to amend the Law of Ukraine 'On the Basics of National Security of Ukraine' regarding fire safety as a separate component of the national security of the state (Table 2).

Implementation of the mechanisms of public administration in the field of fire safety from the standpoint of national security requires maximization of the degree of realization of potential opportunities not only of the control facilities, but also of the system of public administration of the field of fire safety in Ukraine. This requires clarification of the essence of the effectiveness of the mechanisms of state control of the field of fire safety. Under the effectiveness of the mechanism of state control of the field of fire safety, it is proposed to understand the extent of its influence on the achievement of the goals set by the

**Necessary changes to the Law of Ukraine  
'On the Fundamentals of National Security of Ukraine'**

№	Article of the law	Required changes
1	To paragraph 9 of the Art. 6 'Priorities of national interests'	Make changes in taking into account the fire-safe conditions of life of citizens and society
2	To the provisions of Art. 7 'Threats to national interests and national security of Ukraine'	Add a new paragraph in the direction of the sphere of civil protection of the following content: the deterioration of the state of fire protection of objects and the decrease of the general level of fire safety in the state
3	To Art. 8 'Main directions of the state policy on national security issues'	The direction of the sphere of civil protection, which are associated with an increase in the level of fire safety
4	To Art. 6 'Priorities of national interests'	Provision of environmentally friendly, fire and technogenic safe conditions for the life of citizens and society, preservation of the natural environment and rational use of natural resources
5	To Art. 7 'Threats to national interests and national security of Ukraine'	The deterioration of the state of fire protection of objects and the decrease of the general level of fire safety in the state
6	To Art. 8 'Main directions of the state policy on national security issues'	Raising the levels of environmental, fire; nuclear and radiation safety to the norms and standards in the relevant sphere, including transformation of the 'shelter' facility into the ecologically safe system of the Chernobyl Nuclear Power Plant

Source: compiled by the author

state in the field of fire safety or the degree of use of the potential of the field of fire safety in the formation of situational opportunities [7].

The efficiency indicator of the mechanism of state control of the field of fire safety in a generalized form  $K_{\text{ef}}$  can be formalized as a factor of usefulness, reflecting the degree of use of the potential of the field of fire safety:

$$K_{\text{ef}} = C_{\text{r}}M/\Pi_{\text{r}}C, \quad (1)$$

where  $C_{\text{r}}M$  – Situational opportunities that are realized through the appropriate mechanism in the conditions that are determined by the current or emerging situation in the field of fire safety;  $\Pi_{\text{r}}C$  – The existing potential of

the sphere of the fire safety at the time of the occurrence of the situation.

Effective activity will be considered the activities of government agencies using the appropriate mechanisms that ensure: timely development and adoption of optimal (rational) solutions that are to a great extent correspond to the specific situation in the field of fire safety, the successful implementation of the latter, the achievement of a high degree of implementation of situational opportunities within the existing the potential of the field of fire safety.

In order to ensure a high degree of efficiency of public administration in the field of fire safety, it must be carried out in accordance with the require-

ments imposed on it, to develop in the light of its specific laws and contemporary world tendencies. This, in turn, requires the availability of both criteria for assessing the effectiveness of the mechanisms of public administration in the field of fire safety, and the implementation of the control function for building information feedback [1].

In our opinion, the ability of managers, officials, other parts of the public safety management system to perform qualitatively management and management functions should be added to the understanding of the concept

of ‘State Management of the Sphere of Fire Safety’. This requires the need to formulate a set of requirements for the qualities of leaders (managers) in the system of public administration in the field of fire safety.

An important aspect of improving the mechanisms of public administration in the field of fire safety is the use of a system approach to integrate together a set of measures to prevent, detect and eliminate or mitigate hazards in the field of fire safety and the consequences of emergencies related to fires, irrespective of the reasons for their occurrence (Table 3).

Table 3

**Scientific and Theoretical Foundations of Mechanisms for Implementation of Public Administration in the Field of Fire Safety**

Scientific and theoretical foundations of mechanisms for the implementation of public administration in the field of fire safety	Component elements	The main characteristics	Research methods	
	Laws and theoretical foundations	A set of laws for combating fire during fires; a set of laws of state governance specific to the field of fire safety; theoretical approaches to the reflection of the mechanisms of state control in the field of fire safety; scientific and theoretical approaches to the development and adoption of managerial decisions in the field of fire safety		
	Principles	Principles of implementation of the mechanisms of state control in the field of fire safety; principles of the choice of methods; principles of the formation of management decisions in the field of fire safety; a mechanism for the formation and implementation of management decisions in the field of fire safety		
	Concepts, mechanisms, and models	Strategy and mechanism of choice of methods; conceptual approach to the evaluation of the effectiveness of the mechanisms of public administration in the field of fire safety; model of self-government in the system of public administration in the field of fire safety; The concept of the implementation of ISO 9001: 2008 the State Emergency Service (SES)		
	Terminology	Fire Security; sphere of fire safety; state management of the field of fire safety; mechanism and principle of state control of the field of fire safety; the concept of the formation of requirements for the qualities of the heads of the State Emergency Service (SES) regarding the field of fire safety; conceptual approach to the development of mechanisms of the field of fire safety		

Source: compiled by the author

At the same time, the development and practical use of this approach does not mean simultaneous and complete elimination or mitigation of all hazards, which is impossible, given the limited human knowledge, technologies, and the most importantly as time and resources. Taking into account these restrictions means the need to rank the dangers, the allocation of the set of priority threats in the field of fire safety.

An effective solution to such a difficult task is possible on the basis of the concept of acceptable risk. The essence of the concept is manifested in the definition of acceptable risk as a compromise, often compelled, between the three parties. Firstly, the state authorities that are authorized to make decisions on fire safety issues. Secondly, the population, which oftentimes differently assesses the extent and severity of the risks arising or existing in those or other regions and districts, and therefore not always satisfied with the actions of the above-mentioned state bodies. Third, business structures and corporations whose objects or activities present a potential or actual threat to the state of fire safety and which, as a rule, have significant opportunities for lobbying their interests in legislative and executive bodies [10].

In our opinion, in general, the concept of acceptable risk may be the basis for the formation of state policy not only in the field of fire safety, but also the basis of the state policy on the protection of the population and territories of Ukraine from any emergency situations that can be made within the limits of the existing the Uniform State Civil Protection System in Ukraine.

The relevant economic mechanisms should be of great importance together with the legal, administrative and theoretical and methodological tools for improvement of public administration in the field of fire safety in Ukraine. The importance of economic mechanisms in the resolution of fire safety issues is manifested not only in the correctness of calculating or predicting losses from fires. More important, in our opinion, is the introduction of effective mechanisms for stimulating practical work on preventing and preventing emergencies related to fires, as well as attracting the necessary investments.

**Conclusions.** Thus, improvement of the approach to public administration in the field of fire safety in the new conditions of market economy and the transfer of a significant number of fixed assets to the ownership of non-state structures should be carried out, in our opinion, in the following areas: the introduction of economic instruments that promote the implementation of protective measures, strengthening responsibility and the interest of managers of potentially hazardous facilities in reducing the risks of emergencies associated with the occurrence of fires; the development of a set of tax privileges, preferential bank loans, public investment, as well as strict sanctions for enterprises (institutions, organizations) that violate the requirements of fire safety; the development of mechanisms for compensating the population for the losses from the fires from the funds that are to be created and by insurance.

The state must always act as a reliable guarantor of the mandatory liability of organizations operating hazardous production facilities, to establish

criteria for determining the financial security of civil liability for damage caused by an emergency resulting from the occurrence of a fire; introduction of scientifically grounded approaches to the estimation of damage from fires with the involvement of independent expert organizations; development of the regulatory framework for the implementation of supervisory functions and ensuring personal responsibility of the heads of enterprises (institutions, organizations) and executive authorities in the field of fire safety.

The main indicators in the state regulation should be considered: the frequency of the occurrence of fires, losses, costs for measures to prevent and eliminate emergencies associated with the occurrence of fire and distorted damage at the same time.

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## **WAYS OF IMPROVING THE SYSTEM OF TRAINING OF PHYSICAL CULTURE AND SPORTS IN HIGHER EDUCATIONAL INSTITUTIONS**

**Abstract.** This article is devoted to the study of the problem moments of teaching physical culture in higher educational institutions. He considers the problems of the organization of physical education, the shortcomings of the modern system of the educational process, as well as the need to introduce new methods and methods of teaching students to make educational goals that give to the preservation and strengthening of the health of the future generation.

It is determined that interactive learning is a form of organization of cognitive activity, is a method of knowledge, which is carried out in the form of a joint activity of the teacher and the student, when all participants interact with each other, exchange information, solve problems together, simulate situations, evaluate the actions of others and their own behavior, etc.

It is envisaged that the main goal of the interactive form of conducting physical education classes will be to immerse students in the real atmosphere of business

cooperation, in solving problems, optimally developed skills and qualities of a future specialist. However, there are difficulties in using this method in the educational process, among which are the following: lack of knowledge of the content of the method, inability to use it in practice, misunderstanding of its place in the structure of the class, mistrust of the effectiveness of its use in the learning process.

It is proved that one of the perspective directions of improvement of physical education of students is the development of scientific principles of monitoring of physical and motor development on the basis of involving a complex of information and technological approaches that will meet the current state. At the same time, the fundamental changes in the development of civilization affect the changes in the system of requirements, which are presented to both the specialist and the education system as a whole.

**Keywords:** physical education, interactive methods of teaching, healthy lifestyle, physical condition of students.

## **ШЛЯХИ УДОСКОНАЛЕННЯ СИСТЕМИ НАВЧАННЯ ФІЗИЧНОЇ КУЛЬТУРИ І СПОРТУ У ВИЩИХ НАВЧАЛЬНИХ ЗАКЛАДАХ**

**Анотація.** Стаття присвячена вивченню проблемних моментів викладання фізичної культури у вищих навчальних закладах. Розглядаються проблеми організації занять фізичного виховання, недоліки сучасної системи процесу освіти, а також розкривається необхідність впровадження нових методів і способів навчання студентської молоді для досягнення освітніх цілей, які сприяють збереженню і зміцненню здоров'я майбутнього покоління.

Визначено, що інтерактивне навчання являє собою форму організації пізнавальної діяльності, є способом пізнання, яке здійснюється в формі спільної діяльності викладача і студента, коли всі учасники взаємодіють один з одним, обмінюються інформацією, разом вирішують задачі, моделюють ситуації, оцінюють дії інших і свою власну поведінку тощо.

Передбачено, що основна мета інтерактивної форми проведення занять з фізичного виховання полягатиме в зануренні студентів у реальну атмосферу ділового співробітництва, у вирішенні проблем, оптимальному виробленні навичок та якостей майбутнього спеціаліста. Однак існують труднощі використання даного методу в освітньому процесі, серед яких виділяють такі: незнання змісту методу, невміння використовувати його на практиці, нерозуміння його місця в структурі заняття, недовіра ефективності його використання у процесі навчання.

Доведено, що одним із перспективних напрямів удосконалення фізичного виховання студентів виступає розроблення наукових принципів моніторингу фізичного та рухового розвитку на основі залучення комплексу інформаційних і технологічних підходів, які будуть відповідати сучасному стану. Разом з цим принципові зміни розвитку цивілізації позначаються на змінах системи вимог, які висуваються як до спеціаліста, так і до системи освіти в цілому.

**Ключові слова:** фізичне виховання, інтерактивні методи навчання, здоровий спосіб життя, фізичний стан студентів.

## ПУТИ СОВЕРШЕНСТВОВАНИЯ СИСТЕМЫ ОБУЧЕНИЯ ФИЗИЧЕСКОЙ КУЛЬТУРЕ И СПОРТУ В ВЫСШИХ УЧЕБНЫХ ЗАВЕДЕНИЯХ

**Аннотация.** Данная статья посвящена изучению проблемных моментов преподавания физической культуры в высших учебных заведениях. Рассматриваются проблемы организации занятий физического воспитания, недостатки современной системы процесса образования, а также раскрывается необходимость внедрения новых методов и способов обучения студенческой молодежи для достижения образовательных целей, которые способствуют сохранению и укреплению здоровья будущего поколения.

Определено, что интерактивное обучение представляет собой форму организации познавательной деятельности, является способом познания, которое осуществляется в форме совместной деятельности преподавателя и студента, когда все участники взаимодействуют друг с другом, обмениваются информацией, вместе решают задачи, моделирующие ситуации, оценивают действия других и свое собственное поведение и т. п.

Предполагается, что основная цель интерактивной формы проведения занятий по физическому воспитанию будет заключаться в погружении студентов в реальную атмосферу делового сотрудничества, в решении проблем, оптимальном приобретении навыков и качеств будущего специалиста. Однако существуют трудности использования данного метода в образовательном процессе, среди которых выделяют следующие: незнание содержания метода, неумение использовать его на практике, непонимание его места в структуре занятия, недоверие эффективности его использования в процессе обучения.

Доказано, что одним из перспективных направлений совершенствования физического воспитания студентов выступает разработка научных принципов мониторинга физического и двигательного развития на основе привлечения комплекса информационных и технологических подходов, которые будут отвечать современному состоянию. Вместе с этим принципиальные изменения развития цивилизации сказываются на изменениях системы требований, которые предъявляются как к специалисту, так и к системе образования в целом.

**Ключевые слова:** физическое воспитание, интерактивные методы обучения, здоровый образ жизни, физическое состояние студентов.

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**Problem statement.** The socioeconomic transformations that have taken place in our country in recent times have a progressive nature, but generate numerous several of problems that adversely affect the physical state of the

population, in particular student youth. It is important to note that the physical condition and health of the population of any country is an important criterion for its well-being. This indicator becomes the basis for the preservation

and strengthening of human potential in the interests of national security of the state.

The issue of improving physical education in higher educational institutions are a long time by many specialists. Attention is drawn to over the past decade the number of research works devoted to physical education in educational institutions has considerably increased.

It should also be noted that under the existing conditions of development of our state there is an increase in the social significance of physical activity in society, and its role in a healthy way of life increases. It is determined that physical activity of moderate and high intensity directly and indirectly promotes preservation and strengthening of health. At the same time, these studies show us that in Ukraine only about 20–30 % of young people regularly take part in sports, while in economically developed countries they make up about 60 %. At the same time, the decrease in the level of physical activity in higher educational institutions, together with an increase in nervous and emotional stress, leads to deterioration of health.

Thus, the relevance of studying the problem points of teaching physical culture and sports in universities is not in doubt.

**Analysis of recent publications on research issues.** Problems of improving physical education in the university for many years is the subject of close attention of leading specialists, among whom we can find such researchers as M. D. Zubal, A. S. Kuts, S. M. Dombrovskaya and others.

A variety of issues in the field of professional physical training of uni-

versity students worked fruitfully. Ashmarin, Yu. P. Michuda, T. A. Loza, A. A. Kukhta.

However, the real structure of the physical education of students in the university, based on the existing organizational and methodological programs, ceased to satisfy the main task – effective recovery and education of students from the place of consciously compulsory motor activity, as well as personal interest in the comprehensive development of the personality of the young specialist.

Thus, the relevance of the research topic is caused by the need to search for new directions in organizing physical culture and sports for students studying in a higher educational institution.

**Purpose of the article.** The purpose of the article is to identify ways to improve the system of teaching physical culture and sports in higher educational institutions, which will help to increase the motivational and health-improving complex of training specialists.

**Presenting the main material of research.** Scientific and technological progress adversely affects the natural physical activity and physical development of students. The computer is not only actively used in the educational process, but also takes almost all the time for young people. Thus, there is a decrease in motor activity, which in turn cut the physical qualities of the body of students, worsens their health and affects the quality of future specialists.

In this regard, physical education, as part of the educational process, is an important place for maintaining the physical activity and physical health of students.

Today we can see a rather negative situation of the level of health and physical ready of students, and the scale of this problem requires cardinal decisions. In practice, teachers often face the reluctance of students to actively exercise and skip classes. Such a problem exists because of the low-level of interest of students in this discipline [1].

In addition, the influence of the media is not conducive to an increase in physical culture. However, full-fledged promotion of physical education can be carried out in each separate educational institution. In our opinion, it would be correct in universities to organize the broadcast of their own sports channel, which will cover training and training sessions, sports competitions and holidays with the participation of athletes of the institution. In places reserved for smoking, it is necessary to provide visual information, including sound information, which will explain the carefulness of this harmful habit.

Physical culture has always been a sphere of social activity for preserving and strengthening health, and give to the development of the person's psycho physical abilities in the process of consciously-motor activity. However, physical culture in its modern form can not give to the formation of a healthy lifestyle for students.

We assume that there are some disadvantages of physical education and development of students, can be explained by the influence of the following factors:

1. Absence in the higher educational institutions of our country necessary conditions for the organization of physical education and sports, contributing

to the preservation and strengthening of health.

2. Insufficient several of physical training because of the reduction in the number of hours for discipline.

3. Absence of material and technical conditions and financial possibilities for the organization of independent physical activity and active leisure.

4. Shortcomings in the use in the educational establishment of modern forms, methods and technologies of physical education, health-saving, innovative and interactive technologies.

5. Decrease in students' interest in physical education, employment in sports sections due to the influence of more powerful factors, including television, entertainment and the Internet.

6. Insufficient number of modern scientific and methodological developments devoted to the real issues of the development of physical education and mass sports in educational organizations.

7. Insufficient control over the state and results of physical education, motor activity of physical fitness and the introduction of a healthy lifestyle by teachers and the management of the system of upbringing.

8. Insufficient medical diagnostics of students' health by medical institutions.

9. The discrepancy between the payment of the teacher of physical culture and its results, which lead to a decrease in the quality of educational, organizational and sports-mass work on physical education.

10. Decline in sociocultural, sports, entertainment and other institutions, which should make sure the upbringing and holding of leisure time for young

people, infrastructure facilities to promote student employment.

11. Student conduct of unhealthy lifestyles, namely: smoking, use of toxic substances, alcohol and the like.

12. Insufficient level of staffing of local and district executive bodies on issues of healthy lifestyles among children and youth, and the like.

Taking into account the above, not that one of the important components that make up the structure of activity in physical culture and sports is the inner want and interest of each individual. Therefore, the formation of the needs of physical activity for young people should be placed in the center of the physical culture and health work of each educational institution.

**Research results and their discussion.** One of the promising areas for improving the physical education of students is the development of scientific principles for monitoring physical and motor development based on the attraction of a complex of information and technological approaches that will meet the current state [2]. Along with this, the fundamental changes in the development of civilization affects the changes in the system of requirements that are presented to both the specialist and the education system as a whole.

The level of modern production causes a constant need to improve the system of higher education and the professional level of the specialists of the chosen activity. In this regard, in our opinion, the system of upbringing in higher education institutions requires careful improvement [3]. In this regard, there is a need to use the methods and means of professional and applied

physical culture in developing physical qualities in the formation and improvement of motor skills that give to the effective and successful mastery of production processes, and the education of the necessary psychophysical qualities of future specialists. The need for such a direction is justified by the basis for the mechanical impact of exercising on the success of production activities is the transfer of skills and abilities that were formed in the course of classes, the results of mastering skills and skills in new areas.

It should be noted that at the present stage of the development of society, the specialists are faced with high-level requirements. However, today we can see a tendency of a gradual decrease in the share of muscle effort in professional activity. This helps to cut the likelihood of a direct “transfer” of the effect of physical exercises on the scope of professional activity. At the same time, we do not exclude the possibility of another “transfer”, which can be expressed in the fact that the general increase in the level of the body’s functional capabilities, together with personal health and the level of the adaptive potential that are achieved by means and methods of physical culture, will positively affect the professional activity of future specialists.

It was noted above that today we have a rather low level of youth health. A growing number of students are characterized by abnormalities in health status [4]. As practice shows, the current method for teaching physical culture is not effective for everyone. This is due to the fact that students are united in the study groups with different levels of physical readiness, efficiency

and health. That is why, in our opinion, it is necessary to introduce interactive teaching methods into the educational process, which will be oriented towards a broader interaction of students not only with the teacher, but also among themselves, including the activity of students in the process of training for physical education.

Interactive is such training, based on the psychology of human relationships and interaction [5]. In the activity of the teacher the main place is occupied by a group of students, co-dependent with each other, who stimulate and activate each other. The use of interactive methods most influences the intellectual activity of the spirit of competition and rivalry, which appears in the collective interaction. The effect of such a psychological phenomenon is similar to infection, when one of the participants in the educational process exercises an involuntary influence on the other. In other words, the students of the new generation need to be trained so that they can effectively and successfully master the technique that exists today and expect the possible emergence of a new one. Students should be ready for the further development of science and technology. Therefore, the education and upbringing of the younger generation must be guided by the future [6].

Interactive methods are characterized by a number of advantages:

1. Accounting for the needs of modern students.
2. Accounting for the development trend of society as a whole.
3. Accounting for development trends of higher education institutions.
4. Accounting for trends in the development of teaching methods [7].

To realize these advantages of interactive methods of teaching physical culture, it is necessary to develop new programs that will take into account the following patterns:

- Training should be directly proportional to the amount of enjoyment received from the learning process;
- Proper training and practice should prevent poor training performance;
- Such programs should influence the increase of the motivational level of students to the classes, while students should have their own motivation, and not take into account external factors [8].

Thus, interactive learning is a form of organizing cognitive activity, is a method of cognition, which is implemented in the form of joint activities of the teacher and student, when all participants interact with each other, exchange information, together solve problems modeling situations, assess the actions of others and their own behavior the like.

We assume that the main goal of the interactive form of conducting physical education classes will be to immerse students in a real atmosphere of business cooperation, in solving problems, optimally produced skills and qualities of a future specialist. However, there are difficulties in using this method in the educational process, among which are the following: ignorance of the content of the method, inability to use it in practice, lack of understanding of its place in the structure of employment, distrust of its effectiveness in the learning process [9].

At the same time, it becomes clear that the use of the interactive me-

thod of teaching changes the role of the teacher, increasing its role in the organization of the learning process. So it is necessary for him to prepare in advance necessary tasks, to create a direction for physical education, to control the time and order of the planned plan [10]. All this suggests that the teacher should use a creative approach in organizing and conducting classes.

**Conclusions and prospects for further research.** The conditions for the development of modern society presuppose the special importance of the issues of personality development, as well as its preparation for an active form of life activity. Together with communicative value-oriented and cognitive activities, the role of physical and sports culture that helps the person in her striving to realize himself, to show potential physical, psychological and spiritual powers and possibilities is growing.

With the use of modern means and methods of physical education and physical culture and health work in all parts of education, the process of laying the groundwork for the provision and development of social and spiritual health of the younger generation is proceeding.

The problems of strengthening and preserving health, as well as attracting students of higher education to systematic physical training of students, is the key to preserving the nation. Only through joint efforts of state institutions, educators and health professionals will their solution be the most effective and successful.

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## LEGAL REGULATION OF RELATIONS IN THE FIELD OF IMPLEMENTATION OF FINANCIAL CONTROL, ACTIVITIES OF HIGHER EDUCATIONAL INSTITUTIONS

**Abstract.** The article generalizes the existing approaches to the definition of the term “financial control”. A detailed analysis of the Law of Ukraine “On Education”, the Regulation “On State Audit Office” and the Concept of Development of State Internal Financial Control are carried out. The state and prospects of internal and external financial control in higher educational institutions are investigated.

It is substantiated that the legal department, in the state of which the specialist with special knowledge in the field of budget institution activity is desirable, is responsible for the legality and legal validity of the decisions taken. The specified person has the authority and responsibility for receiving and using funds from the budgets with the maximum achievement. In the framework of internal financial control, it is expedient to build an information and communication system for monitoring and processing of common methodological and organizational control principles through the development of the Regulations on the implementation of internal control, job descriptions of employees and the Guidelines for the implementation of internal control.

It is noted that financial control, as a separate field of research has always been in demand and caused considerable interest. Given the cross-cutting nature of financial control, it is logical that it is unique and unique in various areas of implementation. Uniform unified financial control knowledge can not be applied — each industry has its own nuances.

It is determined that financial control occupies the leading place in the activity of the University and, subject to its high quality, results will surpass all expectations. The existence of a legislative framework regulating the procedure for the implementation of financial control, the rights and powers of controlling bodies is not a guarantee of success. First of all, it is necessary that the specified laws be fulfilled and the controlling entities deliberately comply with the requirements of the legislation not because of the fear of negative consequences, but because of the desire for effective, economical use of funds in order to achieve the best result.

**Keywords:** financial control, legal regulation, state budget, non-profit organizations, budgetary institutions, business project, state administration, allocations for education.

## **ПРАВОВЕ РЕГУЛЮВАННЯ ВІДНОСИН У СФЕРІ ЗДІЙСНЕННЯ ФІНАНСОВОГО КОНТРОЛЮ ЩОДО ДІЯЛЬНОСТІ ВИЩИХ НАВЧАЛЬНИХ ЗАКЛАДІВ**

**Анотація.** У статті узагальнено існуючі підходи до визначення терміна “фінансовий контроль”. Детально проаналізовано Закон України “Про освіту”, Положення “Про державну аудиторську службу” та Концепцію розвитку державного внутрішнього фінансового контролю. Досліджено стан та перспективи внутрішнього та зовнішнього фінансового контролю у вищих навчальних закладах. Обґрунтовано, що за законність та правову обґрунтованість прийнятих рішень відповідає юридичний відділ, у штаті якого — бажана посада фахівця зі спеціальними знаннями у галузі діяльності бюджетної установи. На зазначену особу покладаються повноваження та обов’язки щодо отримання та використання коштів з бюджетів з досягненням максимального результату. В рамках здійснення внутрішнього фінансового контролю доцільною є побудова інформаційно-комунікаційної системи контролю та опрацювання єдиних методично-організаційних засад контролю через розроблення Положення про здійснення внутрішнього контролю, посадових інструкцій працівників та Методичних вказівок зі здійснення внутрішнього контролю.

Відзначено, що фінансовий контроль як окрема сфера досліджень завжди користувався попитом та викликав чималий інтерес. Враховуючи наскрізний характер фінансового контролю, логічними є його особливості та унікальність у різних сферах здійснення. Неможливо застосувати єдині уніфіковані знання з фінансового контролю — кожній галузі властиві свої нюанси.

Визначено, що фінансовий контроль посідає провідне місце у діяльності ВНЗ, й за умови якісного його здійснення результати перевершать усі сподівання. Наявність законодавчого масиву, який регламентує процедуру здійснення фінансового контролю, права та повноваження контролюючих

органів не є запорукою успіху. Насамперед необхідно, щоб зазначені закони виконувалися та підконтрольні суб'єкти свідомо виконували вимоги законодавства не через страх настання негативних наслідків, а через бажання ефективного, економного використання коштів з метою досягнення найкращого результату.

**Ключові слова:** фінансовий контроль, правове регулювання, державний бюджет, неприбуткові організації, бюджетні установи, бізнес-проект, державне управління, асигнування на освіту.

## **ПРАВОВОЕ РЕГУЛИРОВАНИЕ ОТНОШЕНИЙ В СФЕРЕ ОСУЩЕСТВЛЕНИЯ ФИНАНСОВОГО КОНТРОЛЯ, ПО ДЕЯТЕЛЬНОСТИ ВЫСШИХ УЧЕБНЫХ ЗАВЕДЕНИЙ**

**Аннотация.** В статье обобщены существующие подходы к определению термина “финансовый контроль”. Осуществлен подробный анализ Закона Украины “Об образовании”, Положения “О государственной аудиторской службе” и Концепции развития государственного внутреннего финансового контроля. Исследовано состояние и перспективы внутреннего и внешнего финансового контроля в высших учебных заведениях.

Обосновано, что за законность и правовую обоснованность принятых решений отвечает юридический отдел, в штате которого — желаемая должность специалиста со специальными знаниями в области деятельности бюджетного учреждения. На указанное лицо возлагаются полномочия и обязанности по получению и использованию средств из бюджетов с достижением максимального результата. В рамках осуществления внутреннего финансового контроля целесообразно построение информационно-коммуникационной системы контроля и обработки единых методически-организационных основ контроля за разработку Положения об осуществлении внутреннего контроля, должностных инструкций работников и Методических указаний по осуществлению внутреннего контроля.

Отмечено, что финансовый контроль как особая сфера исследований всегда пользовался спросом и вызвал немалый интерес. Учитывая сквозной характер финансового контроля, логичными есть его особенность и уникальность в различных сферах осуществления. Невозможно применить единые унифицированные знания по финансовому контролю — каждой отрасли присущи свои нюансы.

Определено, что финансовый контроль занимает ведущее место в деятельности вуза, и при условии качественного его осуществления результаты превзойдут все ожидания. Наличие законодательного массива, регламентирующей процедуру осуществления финансового контроля, права и полномочия контролирующих органов не являются залогом успеха. Прежде всего необходимо, чтобы указанные законы выполнялись и подконтрольные субъекты сознательно выполняли требования законодательства не из-за страха наступления негативных последствий, а из-за желания эффективного, экономного использования средств с целью достижения наилучшего результата.

**Ключевые слова:** финансовый контроль, правовое регулирование, государственный бюджет, неприбыльные организации, учреждения, бизнес-проект, государственное управление, ассигнование на образование.

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**Statement of the problem.** The intention of Ukraine to become an integral part of the European community requires following particular requirements and corresponding to fixed standards. Official bodies corruption issues have already become a barrier in the achievement of defined goals not once and resulted in lack of confidence from the international financial institutions and foreign investors. One of the displays of corruptness is various illegal machinations with state budget funds, which lead to their non-efficient and improper use.

**Analysis of recent publications on the subject.** Financial control as a separate area of research has always been in demand and generated high interest. Taking into consideration the throughout character of the financial control, its particularity and uniqueness in different implementation spheres are logical. It is impossible to apply unified financial control practice – each branch has its own peculiarities. The works of outstanding scientists, such as L. A. Savchenko, I. Vashchenko, M. Horbach, O. Hrytsenko, S. P. Pankiv, P. Petrenko, N. D. Pohosian, D. S. Rohovenko, S. O. Shokhin, are devoted to the financial control studies.

**Statement of objectives (purpose) of the article.** The purpose of the article is to analyze the legal regulation of relations in the field of financial control, on the activities of higher educational institutions.

**The main material of the study.** There has never been any undivided

opinion as for the financial control definition. Each scientist had his or her own view, which he or she tried to justify from the scientific point of view. L. A. Savchenko defines financial control as an activity of state bodies and non-governmental organizations, the very entrepreneurs or their structural subdivisions, natural persons empowered with corresponding powers or rights that is directed to the provision of legitimacy, financial discipline, and wisdom during mobilization, distribution and application of financial resources; public financial control means the regulated by legal norms activity of state bodies, local government bodies, other public entities and non-governmental organizations, entrepreneurs or their structural subdivisions, natural persons empowered with corresponding powers or particular rights that is directed to the provision of legitimacy and efficiency of their distribution, redistribution and application as well as legitimacy and efficiency of state and communal property management [1, p. 44].

S. O. Shokhin and L. I. Voronina consider financial control as the cross-sectoral control system by the empowered with controlling functions state and public bodies in terms of financial and economic activity of enterprises, institutions and organizations with the aim to estimate objectively the economic efficiency of this activity, determine legitimacy and expediency of economic and financial operations and

detect state budget income reserves [2]. Hracheva O. I. defines financial control as the activity of bodies and organizations empowered by the state to provide legitimacy in the process of mobilization, distribution, redistribution and application of the state financial funds and create municipalities aimed at performing efficient financial policy in the society to provide civil rights and freedoms [3, p. 14].

Financial control over higher educational establishments activity also has its peculiarities. It is impossible to research it without studying legislative batch, which regulates the procedure of creating and empowering bodies in the stated area.

Art. 78 of the Law of Ukraine “On Education” states that financing of establishments, institutions and organizations in the system of education shall be performed from corresponding budgets as well as other sources not forbidden by law. The Law of Ukraine “On Higher Education” contains an equal norm, namely art. 71 states that financing of state higher educational establishments shall be performed from state budget on the conditions of government order on paying for services related to training specialists, scientific and academic staff and from other sources not forbidden by law following the principles of target and efficient use of funds, publicity and transparency in making decisions; financing of communal higher educational establishments shall be performed from local budgets and other sources not forbidden by law; financing of private HEE shall be performed by their founders and from other sources not forbidden by law. HEE with the state form of ownership

have to establish quality and efficiency standards of services provided, since such institutions exist at the account of taxpayers’ money, and it is completely understandable that requirements towards their level are tougher with higher expectations.

Annually the Law on State Budget for the corresponding year determines the amount of appropriation for education. At this, it is necessary to remember that such expenditures are protected and their size cannot be less than 7 percent of GDP and they are financed from state and local budgets as well as other financial sources not forbidden by law (art. 78 of the Law of Ukraine “On Education”). The source and amount of financing are determined by profiled laws on the contrary to implementation of control means over financial resources use. The Law of Ukraine “On Education” (art. 69) contains the provision on performing state supervision (control) aiming at realization of the unified state policy in this sphere and satisfaction of the society’s interests regarding duly education and training activity quality. Other control arrangements, including the ones related to finances, are not considered. On the other hand, the profiled law shall not contain powers and duties of the financial control bodies, since these are separate spheres of state management regulated by a different legislative batch. It is necessary to start determining bodies’ powers with norms fixed in the Budgetary Code of Ukraine.

In their majority, HEE work at the account of funds from state budget, though an opportunity of their financing either from local budgets, or other sources not forbidden by law is also

stipulated. According to art. 22 of the BC of Ukraine, the ministries refer to the key funds managers. The Ministry of Education and Science is not the exception. Among the authorities of the key managers are management of budget funds in terms of established budgetary powers, provision of the efficient, effective and target use of budget funds, organization and coordination of the lower level budget funds managers' and budget funds beneficiaries' performance within the budgeting process; internal control over the completeness of revenues, taking budget commitments by the lower level budget funds managers and budget funds beneficiaries as well as their spending of budget funds; provision of organization and accounting, filing and submission of financial and budget reporting according to the procedure stipulated by law. The MEE authorities in the field of financial control are stipulated directly by the Code. Chapter 17 of the BC of Ukraine contains the list of bodies with the citation of key controlling powers aimed at providing the budget legislation observance. The Verkhovna Rada of Ukraine as a general competence body is also empowered to carry out financial control at all the stages of budgeting process; however, it is not its main activity. Thus, we offer to consider more in detail special competence bodies' authorities mentioned in the Code.

The Ministry of Finances of Ukraine performs financial control with general management features. It is empowered to perform control over the budget legislation observance at each stage of the budgeting process as for either the state budget, or local budgets. In case of violations detection it may stop

operations and further consider these violations at including the budget order to the State Budget. The provision on the Ministry of Finances contains the list of authorities and rights to their implementation, mainly directed to the budgetary and financial policy.

The authorities of the Treasury of Ukraine as a special competence body refer to the budget legislation requirements observance. Financial control of HEE of the state form of ownership is interdependent and interconnected with budget control. The State Treasury Service implements its control authorities during accounting the state and local budgets income and expenses, filing and submission of financial and budget reporting by managers and budget funds beneficiaries. The Treasury controls the estimates conformity of budget funds managers towards the budget markup indicators, the conformity of budget funds taken by managers of budget commitments towards the corresponding budget allocations or budgetary program passport (in case of program-and-target method application within the budgeting process). The Treasury state budget execution system stipulates the authorities of the body mentioned, which are primary directed to the performance of settlement and cash operations for managers and state budget beneficiaries.

Legal relations between HEE and the State Fiscal Service are quite mediated. Budgetary institutions do not refer to the taxpayers of corporate profit tax, whether registered in the Register of Non-Profit Organizations. However, they remain to be tax agents for employees at paying personal income tax

and single social tax. Besides, HEE are bound to pay land fees.

HEE have the toughest relations with the State Audit Service and the Accounting Chamber in the sphere of financial control. The legal nature of the controlling bodies mentioned differs, but they were created and operate with the only goal to control the use of (the Accounting Chamber also controls the income of) state budget funds.

The State Audit Service is a central executive body, which principal task is to control the use of and saving state budget funds. It implements its authorities through the state financial audit, inspection, state purchases checks and purchases monitoring. The necessary and minimally enough task of the financial control is to detect deviations from fixed standards and principles of legality, efficiency, effectiveness and cost-effectiveness of resource management violations.

Availability of financial control in a budgetary institution (HEE) is a condition required for the efficient operation in the sphere of education with the aim of preventing, detecting and terminating financial violations [4, p. 337].

The provision on The State Audit Service bounds it key tasks, namely formation and implementation of the state policy in the sphere of state financial control; performance of state financial control directed to the evaluation of the efficient, legal, target and effective use and saving of state budget sources, irrevocable and other assets, achievement of the budget funds economy; provision of administration services in cases stipulated by law. The Cabinet of Ministers coordinates its activity, and the Service reports on the performance results

to the executive. The Audit Service has various authorities, which display themselves in different branches; however, their goal is to perform financial control. The financial control body is empowered with jurisdiction authorities that have a positive impact on the implementation of its functions with further opportunity to bring offenders to justice.

The Accounting Chamber is the only special competence body, which authorities to perform financial control are fixed in the Constitution of Ukraine. Representatives of scientific societies have repeatedly suggested creating the single state financial control system led by the supreme body of financial control recognized by INTOSAI and EUROSAI – Accounting Chamber. They have grounded the expediency of finance control process coordination, creation of a unified informational-and-communication system aimed at the exchange of information on control measures results, violations detected with further opportunity to track means for their cessation, liquidation and bringing to justice for their execution. Art. 98 of the Constitution of Ukraine fixes that the Accounting Chamber controls funds income to the state budget and their use on behalf of VRU. The Accounting Chamber provides state external financial control (audit) by means of the financial audit, efficiency audit, expertise, analysis and other control measures. Any sphere of activity of a budgetary institution regarding funds income to the state budget and their use is controlled by the Accounting Chamber. During the execution of control measures an external financial control body has an opportunity to

see the condition of affairs from any perspective, detect budget misses and arrears. Everything would turn right, but the absence of empowering with jurisdiction authorities is observed. As a result of performing control (audit) the Accounting Chamber cannot bring offenders to justice; it reports and forwards materials to VRU and informs the police on violations in case of their detection. The absence of opportunity to bring to justice reduces authority of the Accounting Chamber in the society, non-response of the police to violations detected by it provokes abuse of their rights and non-performance of duties by the budget funds beneficiaries and managers.

Currently, the Ukrainian society is not ready to follow legislation requirements without sanctions for their non-performance. We will definitely see the spread of audit measures with the achievement of their execution goal, but in future.

HEE internal financial control is worth extra attention. The necessity of formation an efficient system for HEE internal financial control is driven not only by the fact that they are budget beneficiaries, but also by the fact that educational activity is financed from the protected expenditures. According to art. 55 of the Budgetary Code of Ukraine, budget protected expenditures mean general budget fund expenditures, which volume cannot be changed at cutting fixed budget assignments directed (including) for staff training by higher educational establishments of I-IV levels of accreditation.

Internal financial control is a self-organized audit process to check execu-

tion and implementation of management decisions in the sphere of financial management aimed at achieving strategic goals and preventing crisis situations [5]. The State Internal Financial Control Development Concept for the period up to 2017, which aimed at strengthening financial discipline, optimizing expenditures and promoting efficient use of budget funds by means of transition from administrative to managerial culture, was devoted to issues concerning organization and operation of the internal financial control back in 2005. We think that the tendency to try using audit instead of control-and-revision measures (revision is one of the most spread ones) is connected with it.

Audit aims to detect disadvantages and give recommendations as for their elimination, while revision aims mainly at bringing to justice by means of penalties application, as a rule. The primary goal of internal control is the provision of an educational establishment operation efficiency by means of efficient and target use of funds and property belonging to it with observing legislation requirements, providing educational services of high quality and satisfying customers (higher education acquirers) needs. Primarily an establishment manager must have interest in the reliability of the internal control results. Reliable information based on the control results contributes to making justified managerial decisions, taking into consideration the up-to-date management requirements towards scheduling activity of HEE as a business project, which is expected to achieve particular goals. It is possible to timely prevent a number of financial violations, which can lead to unwanted results, thanks

to the information on accounting and financial records state.

Systematical implementation of internal financial control in an educational establishment will boost functional rights and duties determination and clear fixing to implement empowered authorities. It is necessary to foresee liability and other types of responsibility, stipulated by law, to provide duly efficacy.

**Conclusions.** In the internal financial control system, apart from audit, internal administrative control is distinguished, which at the level of a budget funds manager should be presented as a system for organization and implementation of control measures that aim to check conformity of processes, performed operations and/or decisions made by an establishment through regulatory documents, management instructions, authorities and responsibility of employees [6, p. 189]. To achieve goals of internal financial control, it is not enough to execute the requirements listed. The key success criteria for the provision of the efficient operation of budget funds managers in general and HEE in particular is the strict compliance with Legal Acts requirements that regulate legal relations sphere mentioned. Legal department is responsible for legality and legal justification of the decisions made. Its staff shall contain the position of a specialist with specific knowledge in the sphere of a budgetary establishment activity. This person authorities and duties must be connected with the receipt and use of funds from budgets to achieve the best results. In the frames of internal financial control implementation it would be wise to establish

informational-and-communication control system and develop unified methodological-and-organizational control principles by means of the Provision on Internal Control, job description for employees and Methodical Instructions in terms of performing internal control.

Financial control occupies a leading place in the frames of HEE operation, and the results will exceed all expectations under the condition of its qualitative implementation. Availability of legislative batch that regulates the procedure of financial control implementation as well as rights and powers of controlling bodies does not guarantee the success. First of all, it is important to follow the laws mentioned, and controlled entities must comply with legislation requirements consciously, not due to the fear of negative consequences occurrence, but due to the intention to use funds efficiently and cost-effectively aiming at achieving the best result.

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## DECENTRALIZATION: THE MAIN THEORETICAL APPROACHES TO THE CONCEPT

**Abstract.** The article defines and analyses the theoretical aspects of decentralization as a component of a democratic model of governance; summaries general approaches to decentralization of power as an important component of democratic reforms in Ukraine; analyses the legislative basis for reform conduction; pointes to the problems of decentralization in Ukraine and proposes solutions for the improvement of democratic reforms; it is determined that the introduction of decentralization processes will contribute to the further development of democracy in the state and the stabilization of the social and economic situation.

It is noted that decentralization is to provide local authorities with the maximum amount of authority and budget revenues that will become a solid foundation for the stable development of the joint territorial communities, will increase the responsibility of local self-government bodies for fulfilling their commitments on community development and ensure compliance with legislative documents. It is grounded that the process of decentralization of government bodies is a push which is possible with certain quantitative changes in society, the result of the

transformation of state power, division of powers, democratization of society, provision of the population of new political rights and freedoms.

It has been proved that today a considerable number of preconditions have emerged in the socio-economic, political, and cultural spheres of life of Ukrainian society, which can become the basis for decentralization of government.

It has been determined that for the further development the necessary condition is the mutual co-ordination of various legislative and normative documents concerning issues of territorial communities expansion, independence and responsibility in solving problems of life support and development of territories of cities, settlements and other settlements taking into account local specifics due to effective decentralization process on the part of bodies executive.

**Keywords:** decentralization, local self-government, public administration, globalization and democratic reforms.

## **ДЕЦЕНТРАЛІЗАЦІЯ: ОСНОВНІ ТЕОРЕТИЧНІ ПІДХОДИ ДО ПОНЯТТЯ**

**Анотація.** У статті визначено та проаналізовано теоретичні аспекти децентралізації як складової демократичної моделі управління; узагальнено сучасні підходи до децентралізації влади як важливої складової демократичних реформ в Україні; проаналізовано законодавчу базу проведення реформи; вказано на проблеми децентралізації в Україні та запропоновано рішення для удосконалення демократичних реформ; визначено, що впровадження децентралізаційних процесів сприятиме подальшому розвитку демократії в державі та стабілізації соціально-економічної ситуації.

Відзначено, що децентралізація полягає у наданні місцевим органам влади максимальної кількості повноважень та бюджетних надходжень, що стане міцним підґрунтям стабільного розвитку об'єднаних територіальних громад, сприятиме зростанню відповідальності органів місцевого самоврядування за виконання взятих на себе зобов'язань щодо розвитку громади та забезпечить дотримання законодавчих документів. Обґрунтовано, що процес децентралізації органів влади — це поштовх, який можливий при певних кількісних змінах у суспільстві, результат трансформації державної влади, поділу влади, демократизації суспільства, забезпечення населення нових політичних прав та свобод.

Доведено, що на сьогодні виникла значна кількість передумов у соціально-економічній, політичній, культурній сферах життя українського суспільства, які можуть стати фундаментом для децентралізації органів влади.

Визначено, що для подальшого розвитку необхідною умовою є взаємоузгодження різних законодавчо-нормативних документів стосовно питань розширення територіальних громад, самостійності та відповідальності у вирішенні завдань життєзабезпечення та розвитку територій міст, селищ та інших населених пунктів з урахуванням місцевої специфіки за рахунок ефективного децентралізаційного процесу з боку органів виконавчої влади.

**Ключові слова:** децентралізація, місцеве самоврядування, публічне управління, глобалізація, демократичні реформи.

## ДЕЦЕНТРАЛИЗАЦІЯ: ОСНОВНЫЕ ТЕОРЕТИЧЕСКИЕ ПОДХОДЫ К ПОНЯТИЮ

**Аннотация.** В статье определены и проанализированы теоретические аспекты децентрализации как составляющей демократической модели управления; обобщены современные подходы к децентрализации власти как важной составляющей демократических реформ в Украине; проанализирована законодательная база проведения реформы; указано на проблемы децентрализации в Украине и предложены решения для совершенствования демократических реформ; определено, что внедрение децентрализационных процессов будет способствовать дальнейшему развитию демократии в государстве и стабилизации социально-экономической ситуации.

Отмечено, что децентрализация заключается в предоставлении местным органам власти максимального количества полномочий и бюджетных поступлений, станет прочной основой стабильного развития объединенных территориальных общин, будет способствовать повышению ответственности органов местного самоуправления за выполнение взятых на себя обязательств по развитию общества и обеспечит соблюдение законодательных документов. Обосновано, что процесс децентрализации органов власти — это толчок, который возможен при определенных количественных изменениях в обществе, результат трансформации государственной власти, разделения властей, демократизации общества, обеспечения населения новых политических прав и свобод.

Доказано, что сегодня возникло значительное количество предпосылок в социально-экономической, политической, культурной сферах жизни украинского общества, которые могут стать фундаментом для децентрализации органов власти.

Определено, что для дальнейшего развития необходимым условием является взаимоувязка различных законодательно-нормативных документов по вопросам расширения территориальных общин, самостоятельности и ответственности в решении задач жизнеобеспечения и развития территорий городов, поселков и других населенных пунктов с учетом местной специфики за счет эффективного децентрализационного процесса со стороны органов исполнительной власти.

**Ключевые слова:** децентрализация, местное самоуправление, общественное управление, глобалізація, демократические реформы.

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**Problem statement.** The strategy of development of local self-government represents one of the priority directions of the formation of the state policy, therefore considerable attention is paid to one of the largest democratic re-

forms, which should completely change the system of governance and promote its improvement as decentralization at the current stage of development of the Ukrainian independent state. This issue is rather sharp and widely discussed in the scientific community, experts and the public.

**Analysis of recent research and publications.** There are many approaches to defining the definition of 'decentralization'. Certain aspects of the implementation of local governance were considered in the works of O. Batanov, S. Berezovska, I. Bondarenko, O. Boryslavska, Yu. Hlushchenko, M. Ilzha, I. Lytvyn, Yu. Torokhtii, A. Tkachuk and M. Honda, etc.

The issues of decentralization were studied as one of the means of increasing the efficiency of the functioning of public power as domestic scientists and experts (I. Hrytsiak, M. Dolishnii, I. Koliushko, I. Koziura, O. Kopylenko, S. Maksymenko, N. Plakhotnyuk and M. Kharitonchuk, etc.) as foreign ones (M. Kitting, S. Lipset, M. Porter, V. Rokkan and E. Thompson, etc.).

M. Butko, S. Pysarenko, S. Pukhyr, O. Khomyk, S. Shultz emphasized the need to harmonize the strategic priorities of state policy in Ukraine with the European integration vector of social development, emphasized the formation of the foundations of a new policy.

The following scholars A. Buriachenko, O. Vasylyk, I. Volokhova, V. Demianyshyn, V. Kravchenko, T. Reva and others have been devoted their research to issues concerning the local budgets. The researchers examined the formation, execution of local budgets, and the problems of intergovernmental relations in their works.

It becomes urgent and requires clarification and resolution of the issue of a clear division of powers between local self-government bodies and executive authorities.

**The purpose of the article** is a detailed analysis of the concept of 'decentralization', clarification of the implementation of this process in Ukraine and the definition of solutions for improving the system of public administration.

**Presentation of the main material.** Among the most important documents of international law with regard to local self-government is the European Charter of Local Self-Government. This document is one of the main sources of municipal law of European states.

The local self-government reform, which is being conducted in Ukraine, is designed to make the management system more capable. The basis of reform is the following principles of local self-government [1]:

- *Principle of decentralization*, primarily financial, according to which most of the powers and finances for their implementation are transferred to the community level;

- *Principle of widespread*, which means that local self-government should be carried out throughout the territory of Ukraine, that is, there are no territories that are not subject to the jurisdiction of territorial communities.

- *Principle of subsidiarity*, which provides for the solution of specific problems at the closest to everyday needs of people of the power stage;

Subsidiarity is organizational and legal principle according to which the community is unable to any measures only if they are more effective for ap-

appropriate measures at the national, regional or local levels (the exceptions are the areas exclusive competence of the Community); one of the fundamental principles of the European Union. It means the constant assessment of the validity of EU action in terms of available opportunities at the national, regional and local levels [2, p. 17].

Principle of subsidiarity is the distribution of the types of spending between the state budget and local budgets, as well as between local budgets based on the necessity of maximum possible approximation of providing guaranteed services to their immediate consumer [3].

The principle of subsidiarity is worded in Article 4 Clause 3 of the European Charter of Local Self-Government as follows: 'Municipal functions are generally carried out mainly by the authorities that have the closest contact with the citizen. In providing any other functions of the authority, it is necessary to take into account the scope and nature of the task, as well as the requirements for achieving efficiency and economic stability'.

The basis for the reform conducting is the legislative basis. Therefore, the Concept for the Reform of Local Self-Government and Territorial Organization of Power in Ukraine was approved [4] on April 1, 2014, which was the start of the reform, known as 'decentralization'. The concept defines the directions, mechanisms, stages and expected results of the reform, and provides for the creation of a system of providing accessible public services, the establishment of institutions of direct democracy, satisfaction of the interests of citizens in all spheres of life in

the respective territory, harmonization of interests of the state and territorial communities. There are several different approaches to the concept of 'decentralization', in particular:

- Decentralization means this way of defining and demarcating tasks and functions, in which most of them are transferred from the level of central bodies to a lower level and become their own task and powers of the lower level bodies [5];

- Decentralization is a set of principles or institutional mechanisms established at the level of laws that delegate some governmental authority to lower authorities, local associations or decentralized units [6, p. 28];

- Decentralization is a management system, the reverse centralization, that is, the expansion of the networks of authority and authority of local administrative bodies and institutions of public administration [7, p. 752];

- Decentralization is a way of a territorial organization of power in which the state transfers the right to make decisions on specific issues or in a specific area of the local or regional level structures that are not part of the system of executive power and are relatively independent of it [8];

- Decentralization as a delegation of powers is the temporary transfer of powers by some state authorities to other bodies of state power or bodies of local self-government, enterprises, institutions and organizations [9, p. 54];

- Decentralization is often understood to mean the redistribution of powers and competences between central and local levels of public administration, shifting the emphasis on the local level in the implementation of

functions predefined and guaranteed by the state [10];

- Decentralization is related to the restructuring or reorganization of the authorities, resulting in a system of co-responsibility between central, regional and local governance institutions in accordance with the principle of subsidiarity, thus increasing the overall quality and efficiency of the management system, while contributing to the strengthening of the power and capabilities of the subnational levels [11, p. 5].

The following conclusion can be drawn after analysing different approaches to substantiating the concept: decentralization is a prerequisite for the formation of effective directions of regional development and the introduction of effective reforms at the local, regional and state levels.

The goal of decentralization is 'to increase the efficiency of the state mechanism and increase the development of regions and municipalities on the basis of democracy, and indicators of such efficiency and activation are full ensuring the rights, legitimate interests and responsibilities of the local population, structured in communal and municipal and regional groups, and also bodies of territorial self-organization' [12, p. 140].

According to the definition, decentralization is divided into two types as follows:

- Administrative decentralization, which implies the expansion of the competence of local administrative bodies that act within this competence independently and to a certain extent, irrespective of the central authority;

- Democratic decentralization, which envisages the creation of a rami-

fied system of local self-government, when local issues are solved not by representatives of the central government, but by individuals elected by the local population [13, p. 152].

By the subjects and spheres of influence, the following main types of decentralization are distinguished:

- Subjective decentralization is professional self-government as a system of managerial relations between all representatives of a particular profession, implemented by a representative organization under the supervision of state bodies;

- Territorial decentralization is the formation of public administration bodies that provide governance in the administrative-territorial units independently and independently of state authorities, being outside their hierarchical system and subordination;

- Functional decentralization is the recognition of independent and independent specialized organizations by the authorities of the authorities with the delegation of the right to carry out a certain amount of tasks of a public character, in particular, with regard to the management and execution of the corresponding functions in the areas of public life determined by the legislation and in accordance with the established procedure [14, p. 15].

In the opinion of O. Boryslavska, decentralization is a rather complicated concept that can be disclosed because of its influence on the administrative and territorial structure of the state, the system of public administration bodies, the division of functions, powers and financial resources between them.

'The structure of a democratic state should contribute to the maximum re-

alization of the preferences and priorities of citizens living in its territory. In view of this, it is advisable to investigate under what conditions collective decisions are in line with the preferences of citizens: when they are adopted at the level of a huge unitary state or numerous small administrative units', argued the well-known German scholar Sh. Blankart on decentralization [15, p. 74].

Decentralization of public administration involves the transfer of part of the powers of the national level of government to the local level. Certain changes in the sphere of local self-government are directed at the necessity of realization of the right of citizens to participate in the management and creation of an effective system of state power at all levels. Otherwise, local authorities are ineffective. Their structure does not meet the needs of the local population, thus slowing down the reform process.

It should be noted that the authorities try to balance each year and introduce an effective system of governance through legislative documents. Thus, on June 17, 2014, the Law 'On Cooperation of Territorial Communities' was approved. It is the first document on the implementation of the reform, which enables the territorial communities to move towards strengthening their own capabilities.

The next step is the adoption of amendments by the Supreme Council of Ukraine to both the Tax Code of Ukraine and Budget Code of Ukraine. The changes introduced define a new financial strategy of local self-government bodies, establish a new distribution of national taxes and introduce new local taxes.

Further documents were the Law of Ukraine 'On Voluntary Association of Territorial Communities' [№ 16] № 157-VIII of February 5, 2015 (the main document that allows for the consolidation of communities without amending the Constitution of Ukraine), Resolution of the Cabinet of Ministers of Ukraine № 214 'On Approval of the Methodology for the Formation of Capable Territorial Communities' dated April 8, 2015 and the approval by the Supreme Council of Ukraine of amendments to the Constitution on decentralization of power of August 31, 2015.

According to Article 133 of the Constitution of Ukraine [17], the system of administrative and territorial organization of Ukraine consists of: the Autonomous Republic of Crimea, regions, districts, cities, districts in cities, urban villages and villages. The structure of Ukraine includes: Autonomous Republic of Crimea, Vinnytsia, Volyn, Dnipropetrovsk, Zhytomyr, Zakarpattia, Zaporizhzhia, Ivano-Frankivsk, Kiev, Kirovograd, Lviv, Mykolaiiv, Odesa, Poltava, Rivne, Sumy, Ternopil, Kharkiv, Kherson, Khmelnytskyi, Cherkassy, Chernivtsi, Chernihiv regions, the cities of Kyiv and Sevastopol. The cities of Kyiv and Sevastopol have a special status, which is determined by the laws of Ukraine. According to the Law of Ukraine 'On special procedure for local governments in some parts of the Donetsk and Luhansk regions', a special procedure is introduced there. Thus, there is a three-level system of administrative and territorial organization of Ukraine in Ukraine.

As of June 2017 [18], according to the Register of Treaties on Cooperation of Territorial Communities, 84 agreements

on cooperation between territorial communities of Ukraine were concluded. As a rule, these treaties deal with rather local projects of cooperation, although there are some projects on the creation and maintenance of a common landfill for solid household waste. In general, this law will be most actively applied in the zone of influence of large cities on the surrounding communities.

As of July 15, 2017, there were already 413 united territorial communities in Ukraine that had formed local self-government bodies, and more than 120 expected the appointment of elections. Currently, 3,6 million citizens live in the united territorial communities. Their share of the territory is 16,7 % of the entire sovereign territory of Ukraine. These decisions of the executive authorities lead to an increase in people's trust in local authorities. Today, local authorities enjoy a much greater confidence than central government: the president is trusted 7 %, the government is 3 %, the Supreme Council is 2 %, the local authorities are trusted 12 %, experts and scholars are 11 %. The highest level of trust has power in small municipalities of village or urban type (according to a poll conducted by the Council of Europe in December 2016) [19].

Implementation of a decentralized management system is a rather complex and long-lasting process that should be clearly and carefully defined. Decentralization reform requires constant attention and correction, political and technical support from the government. It should be noted that global practice still does not have a single decentralized management model that could be recommended for use in all countries.

The population of the country must understand the essence and significance of its activities, see the final result of their work, understand that welfare depends on each other, stable economic development of territorial units, their financial support, implementation of programs of social and economic development [20].

**Conclusions.** The process of decentralization of power and the reform of local self-government involves the formation of a new effective system of governance at the state, regional and local levels in today's conditions of the formation of Ukraine as an independent democratic country. Decentralization consists in providing the local authorities with the maximum amount of authority and budget revenues that will become a solid foundation for the stable development of the joint territorial communities. It will increase the responsibility of local self-government bodies for fulfilling the commitments on community development and ensure compliance with legislative documents.

The process of decentralization of government is a push that is possible with certain quantitative changes in society, the result of the transformation of state power, separation of powers, democratization of society, provision of the population of new political rights and freedoms.

To date, a significant number of pre-conditions have emerged in the social and economic, political, and cultural spheres of life of Ukrainian society, which could become the basis for the decentralization of government bodies.

On the basis of the considered problem for further development, the necessary condition is the mutual co-

ordination of various legislative and normative documents concerning issues of territorial communities expansion, independence and responsibility in solving problems of life support and development of territories of cities, urban villages and other settlements taking into account local specifics due to effective decentralization process from the side executive bodies.

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## **PUBLIC ADMINISTRATION AS AN ELEMENT OF DECENTRALIZATION OF POWER IN UKRAINE: THE THEORETICAL, TECHNOLOGICAL ASPECT AND PECULIARITIES OF THE INTRODUCTION OF PUBLIC ADMINISTRATION IN UKRAINE**

**Abstract.** The article details the relationship between public administration as an element of the decentralization of power in Ukraine and the peculiarities of the implementation of public administration in Ukraine. The peculiarities of our country that distinguish it from the European countries with experience of implementation of public administration and control are considered. The main technological tools that can be used to implement public administration in Ukraine are considered. The emphasis is on public administration as the main instrument for implementing the state decentralization strategy.

It is substantiated that consideration of the regulatory framework for decentralization clearly indicates the need for the allocation of public administration as the main point of involving society in state governance at the level of territorial communities. Strategically, the state has taken all necessary steps to imple-

ment the relevant reforms. However, there is still unregulated uncertainty between strategic planning and practical implementation, as there is uncertainty at the level of both the state and territorial communities about the instruments for achieving the goals.

The article focuses on public administration as the main instrument for implementing the state decentralization strategy. The main differences between our country and the European countries, which have already successfully implemented the possibilities of public administration and ways to overcome these differences, are considered.

The last section of the article is devoted directly to modern technological capabilities that can be used for the effective implementation of public administration at the level of territorial communities. The main existing tools and ways of their use are considered. Separately, the most perspective directions of realization of public administration and conditions of their effective implementation with support of the state and local self-government bodies are considered.

**Keywords:** public administration and administration, technological implementation, decentralization, territorial communities, public control, implementation of public administration.

## **ПУБЛІЧНЕ УПРАВЛІННЯ ЯК ЕЛЕМЕНТ ДЕЦЕНТРАЛІЗАЦІЇ ВЛАДИ В УКРАЇНІ: ТЕОРЕТИЧНИЙ, ТЕХНОЛОГІЧНИЙ АСПЕКТ ТА ОСОБЛИВОСТІ ВПРОВАДЖЕННЯ ПУБЛІЧНОГО УПРАВЛІННЯ В УКРАЇНІ**

**Анотація.** У статті детально розкрито взаємозв'язок публічного управління як елемента децентралізації влади в Україні та особливості впровадження публічного управління в Україні. Розглянуто особливості нашої країни, які відрізняють її від європейських країн, які мають досвід впровадження публічного управління та контролю. Розглянуто основні технологічні інструменти, які можуть використовуватися для впровадження публічного управління в Україні. Акцентовано увагу на публічному управлінні як на основному інструменті реалізації державної стратегії децентралізації.

Обґрунтовано, що розгляд нормативної бази стосовно проведення децентралізації чітко вказує на необхідність виділення публічного управління, як основний момент залучення суспільства до державного керування на рівні територіальних громад. Стратегічно держава зробила усі необхідні кроки проведення відповідних реформ. Проте між стратегічним плануванням та практичною реалізацією досі існує нерегульована невизначеність, оскільки на рівні як держави, так і територіальних громад існує невизначеність з інструментами досягнення поставлених цілей.

У статті акцентовано увагу на публічному управлінні як на основному інструменті реалізації державної стратегії децентралізації. Розглянуто основні відмінності нашої країни від європейських країн, які вже успішно реалізували можливості публічного управління та шляхи подолання цих відмінностей.

Останній розділ статті присвячений безпосередньо сучасним технологічним можливостям, що можуть використовуватися для ефективної реалізації публічного управління на рівні територіальних громад. Розглянуто основні існуючі інструменти та шляхи їх використання, а також найперспективніші напрями реалізації публічного управління й умови їх ефективного впровадження за підтримки держави і органів місцевого самоврядування.

**Ключові слова:** публічне управління та адміністрування, технологічне впровадження, децентралізація, територіальні громади, публічний контроль, впровадження публічного управління.

### **ПУБЛИЧНОЕ УПРАВЛЕНИЕ КАК ЭЛЕМЕНТ ДЕЦЕНТРАЛИЗАЦИИ ВЛАСТИ В УКРАИНЕ: ТЕОРЕТИЧЕСКИЙ, ТЕХНОЛОГИЧЕСКИЙ АСПЕКТ И ОСОБЕННОСТИ ВНЕДРЕНИЯ ПУБЛИЧНОГО УПРАВЛЕНИЯ В УКРАИНЕ**

**Аннотация.** В статье подробно раскрыта взаимосвязь публичного управления как элемента децентрализации власти в Украине и особенности внедрения публичного управления в Украине. Рассмотрены особенности нашей страны, которые отличают ее от европейских стран, которые имеют опыт внедрения публичного управления и контроля. Рассмотрены основные технологические инструменты, которые могут использоваться для внедрения публичного управления в Украине. Акцентировано внимание на публичном управлении как на основном инструменте реализации государственной стратегии децентрализации.

Обосновано, что рассмотрение нормативной базы по проведению децентрализации четко указывает на необходимость выделения публичного управления, как основной момент привлечения общества к государственному управлению на уровне территориальных общин. Стратегически государство сделало все необходимые шаги проведения соответствующих реформ. Однако между стратегическим планированием и практической реализацией до сих пор существует нерегулируемая неопределенность, поскольку на уровне как государства, так и территориальных общин существует неопределенность с инструментами достижения поставленных целей.

В статье акцентировано внимание на публичном управлении как на основном инструменте реализации государственной стратегии децентрализации. Рассмотрены основные отличия нашей страны от европейских стран, которые уже успешно реализовали возможности публичного управления и пути преодоления этих различий.

Последний раздел статьи посвящен непосредственно современным технологическим возможностям, которые могут использоваться для эффективной реализации публичного управления на уровне территориальных общин. Рассмотрены основные существующие инструменты и пути их использования, а также более перспективные направления реализации

публичного управления и условия их эффективного внедрения при поддержке государства и органов местного самоуправления.

**Ключевые слова:** публичное управление и администрирование, технологическое внедрение, децентрализация, территориальные общины, публичный контроль, внедрение публичного управления.

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**Problem statement.** According to the bill of introduction of amendments to the Constitution of Ukraine (concerning decentralization of the power) decentralization and delegation of the power to the sphere of responsibility of local communities is one of the most important ways of state system reforming. According to this act a number of the normative documents concerning management of local governments, the budgetary management and management of authorities on places has been changed.

The purpose of this reform is distribution of direct influence of territorial communities on development of own region and reallocation of funds. However right after adoption of these laws there was a question of the rights realization and requirements of local communities in the practical plane. How to connect legislative initiatives at the level of the state with activity of an active part of society directly in each certain region.

Among many possible options of development of regional decentralization according to the resolution of the Cabinet of Ministers of Ukraine "About the adoption of the State strategy of regional development for the period until 2020" [30] public administration has been chosen as a basic element thanks to which the state program has to be realized.

In the Constitution of Ukraine [28] (Art. 5) clearly stated that "the people carry out the power directly and

through public authorities and local governments". So, when we speak about the public power, we mean the power the source of which are the people. When we speak about public management, respectively, we mean management, part in which is taken by the people.

**Actual scientific researches and issues analysis.** The main developers of public management strategy in the western literature are: D. Ketli [8], D. Osborne [9], L. Otul [11], T. Peters [10], D. Feldman [5] and others.

Detailed interest in a phenomenon of public management has caused attention from the Ukrainian scientists including: V. Averyanov [21], V. Bakuhenko [15, 16], O. Zabuzhko [23], Yu. Kovbasyuk [24, 29], A. Collodiy [22], I. Kresina [31], V. Troshchinsky [24] and others.

Proceeding from it, the main idea of article consists in justification of public management use as qualitatively new model of realization of public administration in the conditions of the power decentralization.

Process of evolution of social and economic system promoted gradual transformation of public administration system that has been established in a resolution of the Cabinet of Ministers of Ukraine "About the adoption of the State strategy of regional development for the period until 2020" [30].

**Purpose of the article.** To disclose interrelation of public management as

element of decentralization of the power in Ukraine and feature of introduction of public management in Ukraine. To consider features of our country that distinguish it from the European countries which have experience of introduction of public management and control, the main technological tools which can be used for introduction of public management in Ukraine.

The attention is focused on public management as on the main instrument of realization of the state strategy of decentralization.

To accumulate the world's experience for allocation of the main aspects of implementation of the power decentralization reform in Ukraine because of strengthening of territorial communities' influence thanks to the instrument of public management.

**Presentation of basic material of the research. Main steps of carrying out of decentralization reform.** Use of public management on each of stages of reform. According to the resolution of the Cabinet of Ministers of Ukraine "About the adoption of the State strategy of regional development for the period until 2020" [30] 5 steps are provided for the reform introduction and delegation of power and budgets from public authorities of the power to local governments:

1. Definition of a territorial basis of local governments and executive power.

2. Differentiation of powers between local governments of various levels.

3. Differentiation of powers between local governments and executive power.

4. Determination of volumes of resources for each of self-government levels.

5. Accountability of local governments before voters and the state.

Use of public management on each of stages represents set of actions for involvement of territorial communities to governance process.

At the first stage — Definition of a territorial basis of local governments and executive power, creation of three-level system of the administrative-territorial system in Ukraine is carried out. According to the resolution of the Cabinet of Ministers of Ukraine creation of 27 regions, 120–150 districts is provided, in which 1500–1800 communities carry out vigorous activity.

At this stage it is planned to publicly manage at the level of information differentiation of an active part of local communities and attraction them to appropriate levels of local government.

At the second stage — Differentiation of powers between local governments of various levels, it is intended to delegate the powers, most important for people, to the level of the power next to them. Public management at this level except information function passes to creation of an opportunity to local communities directly to operate processes of ensuring the most important functions at the local level connected with ensuring work of local self-government institutions in relation to most important questions for local communities.

At the third stage — Differentiation of powers between local governments and executive power, it provides transfer of the main powers of local public administrations to local governments. At the same time only the right of control over local self-government institutions has to be delegated to the government.

This stage provides carrying out active dialogue of local self-government institutions and territorial communities for the purpose of definition of the main tools and decision-making processes concerning management of processes at the level of local self-government institutions. Thanks to carrying out two previous stages it is expected that an active part of territorial communities will already create the main mechanisms and options of cooperation with local self-government institutions thereby the efficiency of public management will reach the greatest possible level. Fixing of the main conditions of cooperation at the level of local processes will provide further effective cooperation of territorial communities with local governments.

At the fourth stage — Determination of volumes of resources for each of self-government levels, creation of budgets of territorial communities is provided. At the same time thanks to the main instruments of cooperation between local governments and a territorial community public management will consist in direct definition of the direction of financial flows of local level on the requirements, the most important for this territorial community. The second important element of public management is cooperation of communities at the level of districts (regions) for combination of efforts of several communities during the work on projects of district (regional) value.

At the fifth stage — the Accountability of local governments before voters and the state, public management is intended in the form of creation of reports system and explanations

which, on the one hand, will perform function of the report (feedback) of local self-government institutions on executed by them projects before a territorial community, on the other hand — local self-government institutions will report to the state in a section of ensuring by them the control functions of public funds use.

Public management in classical understanding is defined as influence of the subject of management (possessing the public power) on an object — society (public processes, relations) according to socially significant functions and powers entrusted to it [18]. That is public management arises as result of a certain public contract between the state and society when appropriate authorities and officials are vested with authority [15, with. 25].

A subject and at the same time object of public management is civil society, the non-state organizations (various self-coping structures (public organizations, associations and their bodies), public authorities [4].

Directly administrative link of subjects of management are bodies of public management: the institutes elected by direct elections and their executive structures, official and the officials elected by direct elections; official and the officers appointed by institutes and their executive structures.

Thus exactly thanks to public management the reform of the government decentralization provided by the resolution of the Cabinet of Ministers of Ukraine “About the adoption of the State strategy of regional development for the period until 2020” [30] has chance the transfer from theoretical to the practical plane.

**Features of introduction of public management in Ukraine.** Upon transition to the public administration model it is necessary to take into account a number of the features distinguishing territorial communities in Ukraine from the European countries which have already passed a way on creation of effective systems of public management:

- the considerable sizes of the country territory – by the sizes of the territory Ukraine takes the second place in Europe, at the same time some regions and the cities prevail by the sizes some of the European countries. According to it public administration at introduction will demand accounting of geographical (territorial) aspect in total with aspect of population of territories and age distribution of the available population;

- existence of outdated infrastructure on all territory of the country – the majority of material assets at the disposal of territorial communities were created at the time of the USSR that accordingly affects their state and needs modernization at the same time practically in all directions according to what public resource management of budgets will demand creation of the state program of infrastructure modernization that is supported and controlled on places by local governments by means of instruments of public management;

- existence of polarization of society thanks to the existing historical situation. Today social surveys demonstrate presence at society of accurately opposite views on development of the country in general, and on less important question. The corresponding polariza-

tion considerably complicates process of the public management establishing. According to this aspect the public management will demand emphasis of attention on processes that unites territorial community (education, medicine, providing social protection). At that time a set of questions, concerning a course of the State in general have to be accepted according to nationwide strategy, despite requirements of parts of society which have opposite opinion;

- existence of a significant amount of the corruption processes created for years of existence of the previous public administration system. According to the world rankings, Ukraine is included into series of one of the most corrupted countries. According to this aspect the public management has to undertake additional function of public control over corruption processes through network of public activists and the organizations. Other important element is need of change of electoral laws towards bigger responsibility of authorities to territorial communities which choose them.

Accounting of the specified distinctions demands basic change of the existing European experience of public management creation when carrying out decentralization in Ukraine.

Other aspect to which it is necessary to pay attention at introduction of public management is existence of the fixed distribution of society on aspects of social activity by the following criteria:

- socially active part of the population. This part of the population makes up to 10 percent from total of people. At the same time on age and the social

status this part of the population accumulates the greatest percent of tax revenues in budgets of territorial communities;

- passive part of the population. It represents other 90 % of the population and includes practically all range of the social and unprotected part of society (children, pensioners, disabled people, the unemployed).

Main objective of instruments of public management at the same time are:

- attracting as much as possible of socially active part of the population to processes of public management in the field of anti-corruption activity, adoption of public decisions and accumulation of socially active part of the population in one place thanks to qualitative information policy and granting to this share of the population of instruments of impact on activity of local self-government institutions;

- attracting as much as possible of a passive part of the population through granting instruments of influence on the processes which are directly connected with life of territorial community (education, medical support, social security, other).

Accounting of the above-stated features when transforming theoretical bases of the state strategy of decentralization to the practical plane will allow to turn public management into the effective instrument of a state government.

**Technological aspect of introduction of public management.** Experience of the European countries in the field of introduction of public management in total with fast information technology development gives a

boundless number of opportunities for implementation of public management.

The modern level of information technologies development allows to use a number of tools for introduction of public management:

- **social networks (Facebook)** — according to the conducted surveys today the volume of the Ukrainian audience in Facebook network is nearly 12 million people (nearly — population of the country). At the same time the age and social status of users of this network testifies to belonging of its users to the most active part of the population. According to it, since 2014 process of active involvement of users of this network to public management is carried out. However, together with coverage of audience there is also a number of the factors complicating public management by means of this resource:

- complexity of a binding of the certain user to territorial community to which he (she) belongs at the place of residence;

- complexity of use of standard elements of social network Facebook at public management of separate territorial community for lack of due standard functionality of social network;

- complexity of expand the audience, making decisions in public management through specific policy of identification on social network and accessory of this resource to commercial structure of other country.

However, despite these minuses, Facebook can become a fine source of information for the persons wishing to participate in public management thanks to using of it as electronic mass media and sources of information messages for representatives of territorial

community. Proceeding from a price/quality ratio this source of information will cover much more potential readers and users, than regional printing editions of local self-government institutions which were used by them at the time of the Soviet Union.

**Twitter** can become another wide on volume and the operational instrument of informing territorial community, it has essential shortcomings in the form of restriction in number of printing symbols in the message, but has pluses in the form of unpretentiousness to resources of the mobile device thanks to which the participant of public management can get access to information necessary for him (her). As the separate instrument of informing the community Twitter can't be used, however as the auxiliary element of information policy of local government when using Facebook network as the main source of informing, this tool has no peers.

Historical experience of active actions with self-government of community in the territory of our country at the time of "the Revolution of Dignity" and fight against military aggression of Russia has proved efficiency of such combination of sources of information during the work with community.

The following technological instrument of public management that can be used proceeding from modern development of technologies, can become **use of mobile applications on the basis of Android**. For today in Ukraine more than 20 million devices on the basis of Android function that provides the technological level of coverage of the population at the level from 40 % to 50 %. Other plus of such instrument

use of public management is the technical capability of functionality creation that will include all necessary tools for all aspects of public management: adoption of administrative decisions, authorization for expenditure, anti-corruption activity, and other processes. And finally – exactly this instrument of public management provides the most accurate identification that will make impossible artificial of voices "cheats" and frauds with will of a voice of a community at adoption of administrative decisions in the field of public management and administration.

Advantage of this tool before national multilevel web services consists in "smashing" of similar mobile applications on each territorial community separately. Thus introduction of the tool won't encounter so big resistance from the bureaucratic corruption machinery in comparison with national introduction.

At the same time existence of the uniform service center which is responsible for development and service of a standard mobile application and installation of screens stands becomes nation-wide business as it goes beyond functioning and payment of a mobile application development.

Therefore, use of this tool has also certain shortcomings:

- need of advance of the made mobile application among potential users that is possible only on condition of existence of the state program of advance of this public management instrument. Use of the similar state program will provide additional benefit to the participant of territorial community at his (her) consent to use a mobile ap-

plication. This method of expansion of users network demands as the correct workmanship (creation of the available and efficient interface), and essential efforts on accumulation of data from various nation-wide bases and tools. However, when performing necessary conditions on coverage of audience and overall performance, this instrument of public management will have no peers.

The last instrument of public management — **functioning of the web services on questions connected with public management**. Today Ukraine already has positive experience of introduction of similar online resources, the most effective of which is the nation-wide system ProZorro e-procurement system. Functionality and identification that is provided with this type of public management instrument actually corresponds to similar pluses of mobile applications, however there is a number of minuses that characterize the given type public management tool and control:

- increased requirements to safety in comparison with mobile applications (especially proceeding from high probability of cyber-attacks from the Russian Federation);
- need of the considerable amount of capital investments;
- need of an adoption of this software product introduction through counteraction of the bureaucratic mechanism.

Thus today the level of development of information technologies allows to make transition to public management in the course of carrying out reforming of decentralization of the power in the country for the relatively short period of time with maximum efficiency.

**Conclusions and prospects of further researches.** Today before our

country there is an important question of transition to a democratic control system of the country and the choice of the European vector of development. At the same time, it is a question, considering military aggression of the Russian Federation, is beyond political or economic contents and becomes a question of survival of our country.

Consideration of the regulatory base concerning carrying out decentralization accurately indicates the need to allocate the public management as a main issue of society involvement to public administration at the level of territorial communities. Strategically, the state has taken all necessary steps for carrying out the corresponding reforms. However, between strategic planning and implementation there is still an unregulated uncertainty as at the level, both the state, and territorial communities there is an uncertainty with instruments of goals achievement.

In article the attention is focused on public management as on the main instrument of realization of the state strategy of decentralization. The main differences of our country from the European countries which have already successfully realized possibilities of public management and the ways of overcoming these distinctions, are considered.

The last section of article is devoted to directly modern technological capabilities which can be used for effective realization of public management at the level of territorial communities. The main existing instruments and ways of their use are considered. The most perspective directions of realization of public management and a condition of their effective introduction with as-

sistance of the state and local governments are separately considered.

Thus, the full algorithm of introduction of decentralization at government of a state by means of technical introduction of public management from territorial communities, is considered.

Direct detailed consideration of modern technologies for public management of local governments from communities and search of the most optimal variants in a price/quality ratio and easy opportunities for introduction, will be the directions of further researches.

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## **STRESS-TESTING OF COMPLEX RISKS IN THE BANKING SYSTEM, AS AN INSTRUMENT OF STATE ANTI-CRISIS MANAGEMENT**

**Abstract.** In the article the basic methods of crisis management of financial activity of banks are investigated. The constituent elements for the development of the program of financial rehabilitation of Ukrainian banks under the state anti-crisis management have been identified. The typology of stress-testing according to the functional orientation (sphere of use) is described. The types of stress-testing of risks in the banking system, as an instrument of state crisis management, are described. The basic methods of stress testing in the banking system as a tool of state crisis management are offered. The emphasis is on the factors in which stress testing is effective.

Determined that the criteria for a successful exit from the crisis of the banking institutions, in addition to these results can be considered the use of certain methods of crisis management financing activities Bank: stop outflow of customers; creation of sufficient reserve of liquid assets; Achieving an optimal balance between assets and liabilities by maturity; reaching an agreement on restructuring with all or an absolute majority of creditors; absence of arrears of the bank before contractors; positive tendencies in returning debts by borrowers, increase of share of standard loans; stable tendency to reduce losses and subsequently – increase of the level of profitability of work; raising capitalization with a sufficient buffer of capital

in the event of stress events and a steady excess of regulatory capital over statutory; stabilization of the management at the level of government and key units; closure of unprofitable or unpredictable and long-term business development projects of the bank; completion of the restructuring of the bank's affiliate network.

**Keywords:** crisis management, stress testing, bank risks, financial crisis, public administration, banking system, state.

## **СТРЕС-ТЕСТУВАННЯ КОМПЛАЄНС-РИЗИКІВ У БАНКІВСЬКІЙ СИСТЕМІ ЯК ІНСТРУМЕНТ ДЕРЖАВНОГО АНТИКРИЗОВОГО УПРАВЛІННЯ**

**Анотація.** Досліджено основні методи антикризового управління фінансовою діяльністю банків. Виділено складові елементи для розроблення програми фінансового оздоровлення банків України при державному антикризовому управлінні. Описано типологію стрес-тестування за функціональною спрямованістю (сферою використання). Схарактеризовано типи стрес-тестування ризиків у банківській системі як інструменту державного антикризового управління. Запропоновано базові методи проведення стрес-тестування в банківській системі як інструменту державного антикризового управління. Акцентовано увагу на факторах, за яких стрес-тестування є ефективним.

Визначено, що критеріями успішного виходу банківської установи з кризи, крім виконання, можна вважати такі результати використання певних методів антикризового управління фінансовою діяльністю банку: припинення відтоку коштів клієнтів; створення достатнього запасу ліквідних коштів; досягнення оптимального балансу між активами і зобов'язаннями за строками; досягнення домовленості про реструктуризацію з усіма або абсолютною більшістю кредиторів; відсутність простроченої заборгованості банку перед контрагентами; позитивні тенденції у поверненні боргів позичальниками, збільшення частки стандартних кредитів; стійка тенденція до скорочення збитків і згодом — зростання рівня прибутковості роботи; підвищення капіталізації з достатнім буфером капіталу на випадок стресових подій і стійкого перевищення регулятивного капіталу над статутним; стабілізація керівного складу на рівні правління та ключових підрозділів; закриття нерентабельних або неперспективних і довгострокових проектів розвитку бізнесу банку; завершення реструктуризації філійної мережі банку.

**Ключові слова:** антикризове управління, стрес-тестування, банківські ризики, фінансова криза, державне управління, банківська система, держава.

## **СТРЕСС-ТЕСТИРОВАНИЕ КОМПЛАЕНС-РИСКОВ В БАНКОВСКОЙ СИСТЕМЕ КАК ИНСТРУМЕНТ ГОСУДАРСТВЕННОГО АНТИКРИЗИСНОГО УПРАВЛЕНИЯ**

**Аннотация.** Исследуются основные методы антикризисного управления финансовой деятельностью банков. Выделены составляющие элементы для разработки программы финансового оздоровления банков Украины при государственном антикризисном управлении. Описана типология стресс-тес-

тирования по функциональной направленности (сферой использования). Охарактеризованы типы стресс-тестирования рисков в банковской системе как инструмент государственного антикризисного управления. Предложены основные методы проведения стресс-тестирования в банковской системе как инструмент государственного антикризисного управления. Акцентируется внимание на факторах, при которых стресс-тестирование является эффективным.

Определено, что критериями успешного выхода банковского учреждения из кризиса, кроме выполнения, можно считать такие результаты использования определенных методов антикризисного управления финансовой деятельностью банка: прекращение оттока средств клиентов; создание достаточного запаса ликвидных средств; достижение оптимального баланса между активами и обязательствами по срокам; достижение договоренности о реструктуризации со всеми или абсолютным большинством кредиторов; отсутствие просроченной задолженности банка перед контрагентами; положительные тенденции в возвращении долгов заемщиками, увеличение доли стандартных кредитов; устойчивая тенденция к сокращению убытков и впоследствии — рост уровня прибыльности работы; повышение капитализации с достаточным буфером капитала на случай стрессовых событий и устойчивого превышения регулятивного капитала над уставным; стабилизация руководящего состава на уровне правления и ключевых подразделений; закрытие нерентабельных или неперспективных и долгосрочных проектов развития бизнеса банка; завершение реструктуризации филиальной сети банка.

**Ключевые слова:** антикризисное управление, стресс-тестирование, банковские риски, финансовый кризис, государственное управление, банковская система, государство.

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**Problem statement.** The current economic and financial crisis that has exploded lately is plundering companies, banks, insurance companies, enterprises that are closing down and dismissing workers, depriving the general public of work and livelihoods. The economic crisis began with problems in the banking sector at the same time in Ukraine.

Thus, anti-crisis management should be prepared even when the bank is in normal condition, in order to quickly 'incorporate' the emergency mechanism of salvation, and not to carry out experiments with transformations. Current research of the crisis management sys-

tem based on stress testing is relevant, since the management presents a set of management decisions and their implementation in order to restore the normal state, eliminate the internal causes of the crisis and ensure the bank's readiness for new tests.

**Analysis of recent researches and publications.** Foreign researchers, such as K. Borio, M. Drechmann, T. Ojamaa, R. Rebonato and K. Tsatsaronis were thoroughly engaged in questions of constructing models, selecting risk factors, developing scenarios, and quantitatively measuring stress-testing. Foreign scientists such as K. Borio,

M. Drechmann, T. Oiama, R. Rebonato and K. Tsatsaronis were thoroughly engaged in this issue. P. Ye. Zhytnyi, I. B. Ivasiv, T. D. Kosova, R. S. Lysenko, A. V. Maksimova, V. I. Mishchenko, S. V. Naumenkova, S. M. Shapovalova and others. Due to the emergence of new stress testing functions after the global financial crisis, a small amount of research is devoted to the study of the role of this tool to ensure the financial stability of banking systems in modern conditions. Therefore, this issue requires a more detailed study.

**Formulating the goals of the article.** The purpose of the study is to assess the stress-testing of compliance risks in the banking system as an instrument of state crisis management.

**Presentation of the main material.** An important condition for economic development is the stability and reliability of the banking sector. Under the current conditions that are the result of the de-

ployment of the financial and economic crisis in our country, the issue of ineffective crisis management, and sometimes, in general, its absence was acute.

Antichrists management can be considered as a multifunctional and multifaceted system, which includes a large number of various elements that are in a certain relationship, are interconnected and form a single whole [1].

In addition, there is an objective need to develop appropriate crisis management measures aimed at improving the financial performance of banks and stabilizing their functioning in general, given the deterioration in the financial situation and the loss-making performance of many banking institutions, the low level of capitalization and liquidity, and a significant deterioration in the quality of their assets. It is advisable to consider in more detail the methods of crisis management of the financial activity of the bank (Table 1).

Table 1

**Methods of crisis management of financial activities of banks**

<b>№</b>	<b>Basic methods of crisis management</b>	<b>Characteristics of existing methods of crisis management</b>
1	<b>Regulatory and legal</b>	Development of internal legal documents on crisis management of financial activities of the bank
2	<b>Informational and analytical</b>	Preliminary diagnostics and forecasting of crisis processes; conducting of stress-testing; development of programs for financial rehabilitation, plans for crisis management of liquidity; assessment of the quality of assets and liabilities
3	<b>Organizational and managerial</b>	Development and implementation of risk management systems; restructuring procedures; outsourcing; benchmarking; reduction of staff; forming a positive image of the bank; closing of non-profit affiliates; refusal from unpredictable business directions
4	<b>Financial</b>	Diversification of resource base and assets; establishment of internal financial standards and limits; attraction of long-term resources in the form of capital instruments and subordinated debt; restructuring of financial debt; asset sale; introducing new methods for managing profits

Source: compiled by the author

Thus, the functioning of banking institutions is connected with the necessity of constant avoidance of negative consequences of risks, which are caused by their current activity and interconnection with the external environment. Therefore, the National Bank of Ukraine should not only identify the risks, but also identify possible alternatives to the management of the bank to overcome the consequences of adverse events. Effective tool for solving this problem is stress testing, which provides an opportunity to quantify the risks, and as a result, focus the attention of the management of the bank on the most cost-effective aspects of the banking institution in the context of its financial security.

In addition, stress testing allows you to assess how specific a bank or banking system is generally resistant to 'exceptional but probable shocks'. It is intended to provide an overview of available adverse scenarios related to different risks and the amount of capital required absorbing losses in the event of a shock scenario [2].

If banks are in a phase of a crisis that threatens their further existence and requires an immediate financial recovery, which is to restore the bank's solvency and bring the financial performance of its activities in line with the

requirements in force. To do this, you need to develop a program of financial rehabilitation (Fig. 1).

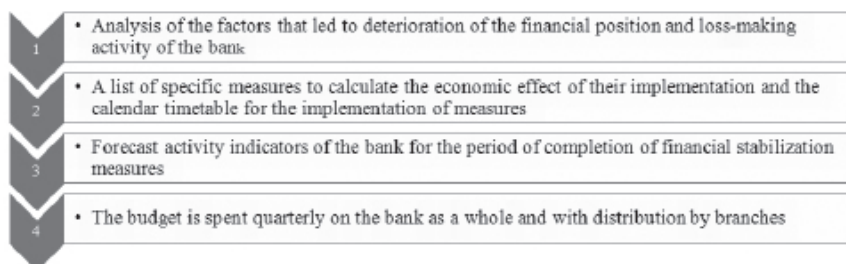
Stress testing is a general term that combines a group of methods to assess the impact on the financial situation of the organization of adverse events, defined as 'exceptional, but possible' (in the English version, 'exceptional but plausible') [3].

In fact, this is a sensitivity testing or scenario test to assess the insurer's readiness for possible crisis situations.

Stress testing is widely used to assess liquidity risk, currency risk, and interest rate risk.

According to Ukrainian legislation, stress testing is a method of quantification of risk, which is to determine the magnitude of the uncoordinated position that puts the bank at risk and in determining the shock value of the external factor change [4].

The most vulnerable areas of individual areas of activity of banks are determined with the help of stress testing. In this case, the obvious feasibility of a comprehensive approach to stress tests should contribute to the formation of a unified approach to managing various risks, as in a crisis situation, simultaneously implemented and mutually reinforcing heterogeneous



**Fig. 1. The main components for the development of the program of financial rehabilitation of Ukrainian banks under state anti-crisis management**

Source: compiled by the author

risks: fluctuations in exchange rates and quotes coincide with the crisis of the interbank market, delays payments on corporate loans and mass removal of client resources, which creates an extreme load on the banking system.

We consider it appropriate to divide the various goals of this technique to determine the role of stress testing in today's financial space. Variety of approaches to stress testing is reflected

in the typology proposed by the IMF (Table 2) [5].

The Bank's ability to overcome temporary and longer-term difficulties in financing some or all of its activities with a reasonable level of expenditure may depend on the adequacy of its official anti-crisis plans. The anti-crisis plan to overcome liquidity problems should consist of several components that involve managerial coordination.

Table 2

**Typology of stress-testing according to the functional orientation (sphere of use)**

<b>Characteristics</b>	<b>Macro-prudential approach</b>	<b>Micro-prudential approach</b>	<b>Anti-crisis management</b>	<b>Internal Risk Management System</b>
<b>The purpose of stress testing</b>	Identify sources of systemic risk and sensitive system vulnerabilities	Evaluate the sustainability of a separate institution for regulatory purposes	Provide the basis for recapitalization, restructuring, etc.	Manage the risks of an existing portfolio
<b>Organizer</b>	Central banks, macro-prudential bodies, the IMF	Regulatory body (micro-prudential)	Micro-and macro-prudential)	Financial institutions
<b>The observed shocks</b>	Systemic shocks, or events, probable for a specific sector and group of institutions	Specific for an institution taking into account macroeconomic forecasts	Current system risk with particular attention to insolvency risks	Specific or systemic risk (depending on the institution)
<b>Object of study</b>	Financial sector, banking system, and systemically important institutions	Individual financial institutions	Financial institutions that are in a condition crisis	A separate financial institution
<b>Examples</b>	Supervisory Sector Assessment Program (FSAP), Global Financial Stability Report (GFSR)	Basel Approach Stress Test, Comprehensive Capital Analysis and Review in the US (CCAR), EU Stress Test (CEBS/EBA)	Supervisory Capital Assessment Program by supervision bodies of the United States (SCAP), EU Stress Tests (CEBS/EBA)	VaR (Value at Risk) Model of J. P. Morgan

Source: compiled by the author on the basis [6]

The anti-crisis plan must describe the procedures for ensuring the timeliness and continuity of cash reserves or other highly liquid assets, which will allow managing a temporary, unexpected cash outflow. Other components of the anti-crisis plan should be to maintain client relationships with bondholders, borrowers, as well as trading and off-balance counterparties [7].

In general, it is advisable to identify four types of stress tests, taking into account their ultimate goal (Table 3).

Each bank can develop its own stress-testing procedure and introduce its models for analysing the impact of various risk factors on the financial result, taking into account the individuality of the risk portfolio and the specifics of its activities. Worldwide practice involves conducting stress testing quarterly. Given that

in today's conditions there is a rapid spread of crisis events and accelerated development of extreme situations; it is expedient for banks to carry out operational stress testing. Therefore, the introduction of stress testing techniques for each bank should be an objective necessity, and not a mandatory norm of the National Bank of Ukraine (NBU) [9].

In addition, paying attention to the European experience, you can distinguish four basic methods of stress testing (Table 4).

It is advisable to emphasize that the most common methods of stress testing in Ukraine are scenario analysis and sensitivity analysis. Stress testing scenario is a model of the possible development of events under the influence of various risk factors. Stress testing scenario should cover all prerequisites

Table 3

**Types of stress-testing of risks in the banking system, as an instrument of state anti-crisis management**

No	Types	Description of components
1	Stress testing as an internal risk management tool	Financial institutions use stress testing to assess and manage their own investment risks. One of the first was J.P. Morgan, who introduced Value-at-Risk (VaR) model in the mid-1990s to assess market risk
2	Micro-prudential analysis	In the framework of the standardized approach, Basel II requires banks to conduct stress tests for market risk and, in some cases, credit risk, in order to determine the minimum capital for their coverage
3	Macro-prudential analysis	In the last two decades, many countries have begun to use stress tests to analyse overall systemic risks. This analysis enables continuous monitoring of the state of the financial system, its internal interactions, interaction with the real sector, the budget sphere, as well as with the tendencies of development of world financial and commodity markets in order to ensure its stable functioning
4	Stress testing during anti-crisis management	The use of stress tests has become particularly necessary in order to assess the extent to which key financial institutions in countries need recapitalization and state aid after the Global Financial Crisis of 2008–2009

Source: compiled by the author on the basis [8]

**Basic methods of stress testing in the banking system, as an instrument of state anti-crisis management**

№	Basic methods of stress testing	Brief description of the existing methods of conducting stress-testing
1	The method of elasticity	The method is intended for the analysis of sensitivity, which assesses the risk as a result of the standard change in market indicators, when it is impossible to give a probabilistic quantified estimate that would allow to statistically determine the required amount of capital, and reserves, etc.
2	Method of estimating losses	It is related to the analysis of the most probable events, or determination of losses due to the implementation of economic risks. In this case, the risk assessment is called the expected risk, which may seem paradoxical at the level of an individual event. However, the expected risk is the most important statistical characteristic of the position, and therefore it is the basis for making many managerial decisions
3	The method of scenario analysis	It is based on analysing moderately-adverse events, which allows us to determine the maximum amount of damage that an investor can incur for a certain period of time at a given probability and shows a change in the value of the investment portfolio
4	Index method or 'risk indexes'	The dynamics of the indexes established on the results of the stress test depends on the aggregate impact of the main risks, which today are considered significant and affect the stability

Source: compiled by the author

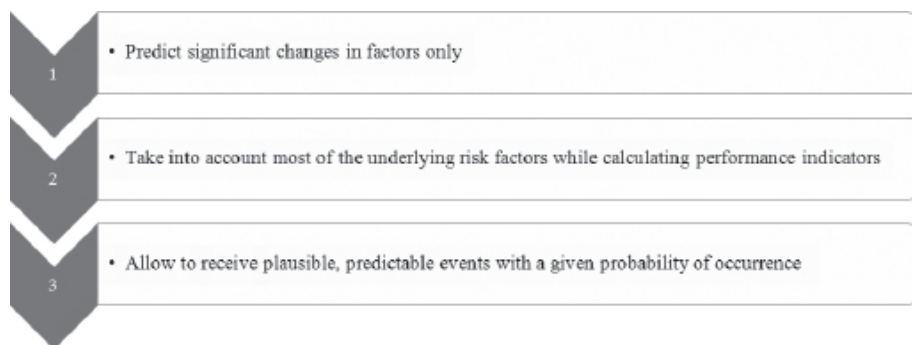
that may seriously affect the financial stability of the bank [10].

If historical scenarios cannot take into account certain risk factors, then it is advisable to use hypothetical scenarios. The advantages of this type of scenario are the possibility of a more flexible formulation of possible crises. These scenarios can be used to identify events for which the portfolio of banking assets is most vulnerable. It is imperative that these scenarios are probable and plausible and reflect the real facts of historical events. The choice of scenarios depends on many factors and should take into account the relationship between the historical event and the specific banking portfolio. Therefore, it is necessary to take into account a number of factors in which

stress-testing scenarios should have a positive result (Figure 2) [11].

Although this method lacks historical and economic content, which may, at the same time, limit its usefulness to strategic decisions, sensitivity testing is an extremely important method of conducting operational stress testing, the results of which cannot be overestimated in the preparation of certain measures to reduce the level risk. An example of stress-testing of sensitivity may be the negative changes in interest rates on loans and/or deposits for a certain number of base points or a decrease in the level of profitability [12].

Thus, the high probability of occurrence of crisis phenomena in the financial activities of the banks necessitates the introduction of specialized



**Fig. 2. Factors in which stress testing is effective**

Source: compiled by the author

anti-crisis management measures (regulatory, informational, analytical, organizational, managerial and financial), aimed at protecting and neutralizing these phenomena. These measures should be of a comprehensive nature and contribute to the stability and credibility of the bank. This will enable the creation of a flexible management system that will respond in a timely manner to the negative changes in the internal and external environment, as well as contribute to the restoration of positive trends in the development of the institution of the bank.

Among the criteria for successful exit from the banking institution from the crisis, in addition to the following, the following results can be considered as the use of certain methods of crisis management of the financial activity of the bank: the termination of outflow of clients' funds; creation of sufficient reserve of liquid assets; achieving an optimal balance between assets and liabilities by maturity; reaching an agreement on restructuring with all or an absolute majority of creditors; absence of arrears of the bank before contractors; positive tendencies in returning debts by borrowers, increase of share of standard loans; stable tendency to reduce losses and sub-

sequently as increase of the level of profitability of work; raising capitalization with a sufficient buffer of capital in the event of stress events and a steady excess of regulatory capital over statutory; stabilization of the management at the level of government and key units; closure of unprofitable or unpredictable and long-term business development projects of the bank; and completion of the restructuring of the bank's affiliate network.

**Conclusions.** Therefore, it is necessary to study and introduce more in detail into the day-to-day practice of monitoring the activities of banks in Ukraine. After all, the Ukrainian banking system needs to seize global experience in conducting stress testing as an effective public instrument for preventing systemic crises inherent in banking activities in the context of increasing the volatility of financial markets. This, in turn, will increase the efficiency of the assessment and management of financial stability of individual banks, as well as increase the level of reliability, and, as a consequence, stability of the Ukrainian banking system as a whole. Besides, the state's influence on the banking sector must be carried out through the establishment of an acceptable regulatory framework for

banks and the functioning of the financial services market, as well as monitoring compliance with the requirements of legislative and other regulatory acts.

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## **FOUR BASIC METHODS OF TEACHING ENGLISH IN A CHRONOLOGICAL ORDER OF THEIR DEVELOPMENT: APPLICATION IN THE SYSTEM OF PUBLIC ADMINISTRATION TRAINING**

**Abstract.** The article is devoted to the comparative analysis of the basic methods of teaching English in chronological order of their development. The following teaching methods are studied: grammar translation method, direct method, audio-linguistic method, communicative teaching method. The specific features of each method, their positive and negative characteristics are revealed. The peculiarities of their application in the system of training in public administration are considered.

It is determined that training in the field of public administration corresponds to the activities of those who study, namely, public administration, both in terms of subject matter and linguistic content and language learning activities. In general, teaching / learning a foreign language is not essential, so teachers and students / students should only focus on certain aspects of a foreign language. Thus, general language learning should be combined with professional training. In groups with a sufficient level of language proficiency, it is immediately possible to begin a special vocational-oriented training. And, conversely, in groups with low and average English proficiency it is necessary to focus first of all on general language training, and then on professionally oriented. Grammatical material should always be developed and used in oral language.

It is noted that an important role in the study of foreign languages is given to the assimilation of professional vocabulary. Assimilation of lexical units is carried out in order to develop the skills of oral communication and is aimed at the implementation of communication skills and an adequate response in typical situations of professional communication, both verbal (for compilation of messages on professional subjects) and written (ability to write resume, any documents, etc.). After all, the possession of the working or official languages of the community provides in practice wide opportunities for obtaining international experience in public administration, undergo internships, work in international projects, etc. In the context of broad international relations with other countries, it is impor-

tant to communicate with foreign specialists, to develop professional-business and personal contacts with foreign partners, colleagues, to read different editions in the original language.

**Keywords:** grammar-translation method, direct method, audio-lingual method, communicative teaching method.

### **ЧОТИРИ ОСНОВНІ МЕТОДИКИ ВИКЛАДАННЯ АНГЛІЙСЬКОЇ МОВИ В ХРОНОЛОГІЧНОМУ ПОРЯДКУ ЇХ РОЗВИТКУ: ЗАСТОСУВАННЯ В СИСТЕМІ ПІДГОТОВКИ З ПУБЛІЧНОГО УПРАВЛІННЯ**

**Анотація.** Стаття присвячена порівняльному аналізу основних методик викладання англійської мови у хронологічному порядку їх розвитку. Вивчаються такі методи викладання: граматико-перекладний, прямий, аудіолінгвальний, комунікативний. Досліджуються специфічні риси кожного методу, їхні позитивні і негативні характеристики. Розглядаються особливості їхнього застосування в системі підготовки з публічного управління.

Визначено, що підготовка в галузі державного управління відповідає діяльності тих, хто навчається, а саме — публічному управлінню як з точки зору тематики, так і мовного змісту та діяльності з вивчення мови. Загалом викладання/вивчення іноземної мови не є основним, тому викладачі та студенти/слухачі повинні виділяти лише певні аспекти іноземної мови. Таким чином, загальне навчання мови повинно поєднуватися з професійним навчанням. У групах з достатнім рівнем володіння мовою ефективно відразу починати спеціальне професійно-орієнтоване навчання. І, навпаки, у групах з низьким та середнім рівнем володіння англійською мовою необхідно зосередити увагу насамперед на загальній мовній підготовці, а потім на професійно-спрямованій. Граматичний матеріал завжди повинен бути розроблений і відпрацьований в усній мові.

Відзначено, що важливу роль у вивченні іноземних мов відіграє асиміляція професійного словника. Асиміляція лексичних одиниць здійснюється з метою розвитку навичок усного спілкування та спрямована на реалізацію комунікативних навичок та адекватної відповіді у типових ситуаціях професійного спілкування — як словесного (для складання повідомлень з професійної тематики), так і письмового (зміняти писати резюме, будь-які документи тощо). Адже володіння робочою або офіційною мовою спільноти надає на практиці широкі можливості отримати міжнародний досвід державного управління, пройти стажування, працювати в міжнародних проектах тощо. В умовах широких міжнародних зв'язків з іншими країнами важливо спілкуватися з іноземними спеціалістами, розвивати професійно-ділові й особисті контакти із зарубіжними партнерами, колегами, читати різні видання мовою оригіналу.

**Ключові слова:** граматико-перекладний метод, прямий метод, аудіолінгвальний метод, комунікативний метод.

## ЧЕТЫРЕ ОСНОВНЫЕ МЕТОДИКИ ПРЕПОДАВАНИЯ АНГЛИЙСКОГО ЯЗЫКА В ХРОНОЛОГИЧЕСКОМ ПОРЯДКЕ ИХ РАЗВИТИЯ: ПРИМЕНЕНИЕ В СИСТЕМЕ ПОДГОТОВКИ ПО ПУБЛИЧНОМУ УПРАВЛЕНИЮ

**Аннотация.** Статья посвящена сравнительному анализу основных методик преподавания английского языка в хронологическом порядке их развития. Изучаются такие методы преподавания: грамматико-переводной, прямой, аудиolingвальный, коммуникативный. Исследуются специфические черты каждого метода, их положительные и отрицательные характеристики. Рассматриваются особенности их применения в системе подготовки по публичному управлению.

Определено, что подготовка в области государственного управления соответствует деятельности учащихся, а именно — публичному управлению как с точки зрения тематики, так и языкового содержания и деятельности по изучению языка. В целом преподавание/изучение иностранного языка не является основным, поэтому преподаватели и студенты/слушатели должны выделять только некоторые аспекты иностранного языка. Таким образом, общее обучение языку должно сочетаться с профессиональным обучением. В группах с достаточным уровнем владения языком эффективно сразу начинать специальное профессионально-ориентированное обучение. И, наоборот, в группах с низким и средним уровнем владения английским языком необходимо сосредоточить внимание прежде всего на общей языковой подготовке, а затем на профессионально-направленной. Грамматический материал всегда должен быть разработан и отработан в устной речи.

Отмечено, что важную роль в изучении иностранных языков играет ассимиляция профессионального словаря. Ассимиляция лексических единиц осуществляется с целью развития навыков устного общения и направлена на реализацию коммуникативных навыков и адекватного ответа в типичных ситуациях профессионального общения — как словесного (для составления сообщений с профессиональной тематики), так и письменного (умение писать резюме, любые документы и т. п.). Ведь владение рабочим или официальным языком сообщества оказывает на практике широкие возможности получить международный опыт государственного управления, пройти стажировку, работать в международных проектах и т. п. В условиях широких международных связей с другими странами важно общаться с иностранными специалистами, развивать профессионально-деловые и личные контакты с зарубежными партнерами, коллегами, читать различные издания на языке оригинала.

**Ключевые слова:** грамматико-переводной метод, прямой метод, аудиolingвальный метод, коммуникативный метод.

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**Target setting.** Modern methods aimed, first of all, at developing com- of training in a foreign language are municative skills of learners. Regard-

less of the number of techniques and their similar features, each method has its own specific characteristics. Because of these characteristics the techniques differ from each other and become a separate, independent phenomenon in the methodology of teaching.

The most common at different times were grammar-translated, direct, audio-lingual, and communicative teaching methods. Today there is no universal method, since the effectiveness of one method or another depends on many factors. At the present stage, the integration of methods is occurring. One can say that the formation of a complex method, which absorbs the best elements of different methods, takes place.

The implementation of one or another method is particular importance in the process of public administration professional development, as the system of public servants training, in the context of Ukraine's European integration course and public tasks, should actively promote the process of minimizing the separation of Ukrainian civil servants from the EU language barrier. After all, possession of the working or official languages of the community provides in practice wide opportunities for obtaining international experience in public administration, undergo internships, participate in international projects, etc. In the context of broad international relations with other countries, it is important to communicate with foreign specialists, to develop professional-business and personal contacts with foreign partners, colleagues, to read different editions in the original language.

**Analysis of recent research and publications.** The various aspects of

the grammar translation method were explored by Nunan D. [1], Richards J. and Rogers T. [2–4] and others; the specific characteristics of the direct method became the research objective for Krause C. [5], Littlewood W. [6], Richards J. [7] and others; Fries C. [8], Richards J., Rodgers T. [9] and others studied the application of audio-lingualism in teaching/learning foreign languages; communicative language teaching method was researched in the works of Bax S. [10], Brandl K. [11], Brumfit C. [12], Hiep P. [13] and others. Among the Ukrainian scholars the methods of teaching a foreign language studied Gaponova S. [14], Kazachiner O. [15], Kravchuk L. [16], Legan V. [17], Soshenko S. and Kolomiyets B. [18] and others.

**The purpose of the article.** The purpose of the article is to discuss the four main methods of teaching a foreign language in their development, to highlight their peculiarities in the context of their application in the system of public administration training.

**The statement of basic materials.** Throughout the history of teaching languages a number of different teaching approaches and methodologies have been tried and tested with some being more popular and effective than others. Certainly there is a great number of methods, but none of them is the best in all contexts, and none of them, on the essence, does not excel other. In addition, it is impossible to apply the same method for all students, which have different goals, terms and requirements in teaching. It is needed to apply the most suitable method for implementation of concrete tasks of studying. Every method of teaching is based on certain

vision of understanding the language or teaching process, often with the use of special methods and materials which are used in the set sequence.

In the scientific literature, the methods of studying a foreign language are divided depending on: which aspect of the language prevails in the study (grammatical or lexical); the role played by the native language and the translation in the teaching of foreign languages (translated and non-translated or direct); the purpose (oral method and method of reading), the technique of working with the language (audio-visual and visual), the principle of organization (traditional and method of programmed learning), etc.

Each method has its priorities and while exploring the training of managers and public servants we will consider:

1. Grammar translation method – classic method of studying English;
2. Direct method – discovering the importance of speaking;
3. Audio-lingualism – one of the first modern methods;
4. Communicative language teaching method as a modern standard method.

**Grammar translation** as classical technique for learning English. At the heart of this method is the study of grammar. The main means of teaching the language was a literal translation. Grammar Translation is one of the most traditional methods since the late nineteenth and early twentieth centuries. It was originally used to teach “dead languages”, such as Latin and Greek. The main characteristic of this method is the study of grammatical rules and

their application in translating the text from the native language to the foreign language. Throughout its history, the method of grammatical translation has repeatedly been criticized by supporters of more “direct” methods, which argued that languages should be studied through speaking and listening, and not simply by studying them. Some critics went so far as to argue that the method of grammatical translation seeks to “know everything about a thing, not the thing itself”. Nevertheless, the method of grammatical translation continued to be one of the main methods used in the American teaching system, although it was partially replaced by the so-called “method of reading”, which replaced the classical texts of grammatical translation with texts written specifically for students studying a foreign language, based on the study of frequency words, and encouraged students to avoid consciously translating what they read. Since this method was not suitable for teaching an oral foreign language, it was used as a method of teaching reading and translating classical texts [19].

According to this method, language proficiency is the storage of a certain number of words and knowledge of grammar. The student consistently learns different grammatical schemes and replenishes his vocabulary. Textual teaching materials are the so-called artificial text, in which the meaning of what you say is not important, the important thing is how you say it.

This method of teaching foreign languages is somewhat outdated, it is considered to be boring, difficult, and the result is achieved too long (a lot of boring and difficult grammatical

rules, a bunch of words that need to be crammed, dreary texts that are required to read and translate, and sometimes retell). Besides, the main drawback of the traditional method is that it creates ideal conditions for the emergence of a language barrier, because a person does not speak, but simply combines words with grammatical rules. The classes are conducted according to the scheme: read – translate, read – translate. It is evident that this technique greatly reduces the motivation and interest in pursuits.

However, despite all the shortcomings, the traditional method has its pluses – it allows the students to master their grammar at a high level, in addition, this method is well suited for people with a highly developed logical thinking that are able to perceive language as a set of grammatical formulas [20].

Nowadays, the traditional method, although it has changed greatly, has not surrendered its positions and continues to exist successfully in the form of a modern lexico-grammatical method by which well-known language schools work. The modern lexico-grammatical method is aimed at teaching the language as a system consisting of 4 main components – speaking (oral speech), listening, reading, writing. The greatest attention is paid to the analysis of texts, writing of works, statements and dictations. In addition, students should learn the structure and logic of a foreign language, be able to relate it to the native, to understand what their similarities and differences are. This is impossible without a serious study of grammar and without the practice of bilateral translation.

**The direct method.** The direct method (DM) of teaching was deve-

loped in the late 1800's as a response to the Grammar-Translation method. In contrast to the Grammar-Translation Method, the Direct Method employs objects and actions to link with words in the Target Language [21, p. 93]. It is called "direct" as it means to be conveyed directly in the target language through demonstration and action. According to Webster's New International Dictionary [22], direct method is a method of teaching a foreign language, especially a modern language through conversation, discussion, and reading in the language itself, without the use of people's language, without translation and without the study of formal grammar. So, the focus in it is on good pronunciation, with spontaneous use of the language, no translation, and little grammar analysis.

The believers in the direct method argue that "a foreign language could be taught if meaning was conveyed without the translation or the use of the learner's native language directly through demonstration and action" [23].

The direct method of teaching is also called: the natural method, the reform method, the anti-grammatical method, the phonetical method, the Berlitz method.

As the natural approach DM (as propounded by Professor S. Krashen) stresses the similarities between learning the first and second languages. There is no correction of mistakes. Learning takes place by the students being exposed to language that is comprehensible or made comprehensible to them.

As the reform method DM refers to reforms in language teaching. The reforms brought about in language teach-

ing at the end of the 19<sup>th</sup> century were for the purpose of improving language teaching. The primary desire was not to throw away what had been done before. Rather, the goal was to further help in the improvement of language teaching. The reform method comprised ideas of reforming the old-school systems. The teaching of English as a second language represented a main impetus [24, p. 173].

As the anti-grammatical method DM developed, as Rao K. V. has pointed out, “as a reaction against the grammar-translation method” [25, p. 106]. The major assumptions of this method were in opposition to the grammar-translation method. Hence, it is considered as a reaction against the grammar-translation method with a distinct grammatical bias [26, p. 127–128].

As the phonetical method DM advocates the following notions and practices: the spoken form of a language is primary and should be taught first; the findings of phonetics should be applied to language teaching; teachers must have solid training in phonetics; learners should be given phonetic training to establish good speech habits.

The Berlitz method (as enjoyable conversational style of teaching) was developed by a language teacher Maximilian Berlitz in 1878 [27]. With this method, all conversation during the class takes place in the target language. The lectures use a conversational approach based on listening and speaking. Practical vocabulary and grammar in the context of real-life situations are emphasized. Study is supplemented with relevant reading and writing exercises. There are different levels of learning Berlitz’s direct method, which in-

cludes certain initial assessments to see where the student fits in [28]:

1. The Functional level: limits communication in its simplest form both orally and by listening.

2. Intermediate level: conversing in English and understanding familiar topics of discussion.

3. Advanced Intermediate level: competent communication and comfort with speaking the English Language in a professional and personal setting.

4. Advanced level: speak English proficiently.

5. Native Speaker: Speak English naturally or at a professional level

Generally, teaching which is based on the Direct Method means [29, p. 212]:

- teaching the spoken language first;
- relating the new words directly to their referents in the outside world;
- practicing;
- working as hard as possible to gain and keep the learner’s interest.

As through this method students are directly taught to the target/L2 language without using their native language, the DM of learning a language is a step by step and limited process that considers the correct translation to be of the most importance.

This method advocated teaching of oral skills at the expense of every traditional purpose of language teaching. The goal of the teacher is to get the students to communicate and think in the target language (the teacher wants students to “associate meaning in the target language”). Known words could be used to teach new vocabulary, using mime, demonstration and pictures; to demonstrate meaning through realia. The teacher directs class activities;

the “teacher-student” relationship is more like a partnership. The teacher responds to errors by trying to get students to self-correct whenever possible. In direct method the teacher should control a class but it does not mean that he or she has to dominate over the class and behave very strictly [30, p. 30].

The students are given the new word, and never the L1 equivalent. They speak in the target language a great deal and communicate about real-life situations. In direct approach grammar is taught inductively - explicit grammar rule may never be given, because vocabulary is over grammar. Besides, oral communication is given priority; reading and writing are based on topics from oral practice.

So, some characteristics of DM are:

- lessons are in the target language;
- there is a focus on everyday vocabulary;
- visual aids are used to teach vocabulary;
- particular attention is placed on the accuracy of pronunciation and grammar;
- a systematic approach is developed for comprehension and oral expression.

Some DM techniques are:

- reading aloud (students take turns reading dialogues, passages, plays, etc. out loud. At the end of each turn, the teacher uses gestures, pictures, etc. to get meaning across);
- question and answer practice (in full sentences);
- conversation Practice (asking students about themselves in a way to get them to use new grammar structure or vocabulary);
- dictation (teacher reads passage once at normal speed, then he/she reads

second passage again, slowing down so students can copy, finally the teacher reads again so students can check work).

Among the advantages of this method it is worth to mention that it makes learning the English language interesting and lively by establishing a direct bond between a word and its meaning; psychologically it is a sound method as it proceeds from the concrete to the abstract; this method can be usefully used from the lowest to the highest class; through this method, fluency of speech, good pronunciation and power of expression are properly developed.

Its disadvantages are as the following: there are many abstract words that cannot be interpreted directly in English, and they are waste of time trying to do this purpose; this method is based on the principles that audit appeal is stronger than visual (but there are children with more visual than with their oral sense like ears and tongue); the method ignores systematic written work and reading activities and does not pay much attention to reading and writing [31].

Is it efficient to use direct method in training civil servants and future managers? First, regarding the context of the material, remember about abstract words. Second, regarding the level of language proficiency of students, remember that this method may not hold well in higher classes where the translation method is found to be suitable. Third, regarding the number of groups, remember that in larger classes, this method is not properly applied and teaching with this method does not suit or meet the needs of individual students in large classes. Direct

method requires student interaction, which is not easy because of the number of students in a class (which is mostly high). Again it is hard to review everyone's performance when the students are given a task (and they have to answer collectively). Fourth, according to J. Richards and T. Rodgers the Direct Method requires more specialized teachers, teaching equipments and its difficult to test [32, p. 12]. While implementing this approach, it is to be ensured that the materials allow learners to progress at their own rates of learning and for different styles. Also, that they provide opportunities for independent study and use and for self-evaluation and progress. The Direct Method should be as specific as possible in its design. The materials need to be suggestive and graded with respect as to their complexity. Moreover, they need to be tightly constructed so as to ensure uniformity in various classrooms. They must also support what has been learnt and lay foundation for further learning.

The Direct Method continues to provoke interest and enthusiasm today, but it is not an easy methodology to use in a classroom situation. It requires small classes and high student motivation, and in the artificial environment of a classroom it is difficult to generate natural situations of understanding and guarantee sufficient practice for everyone.

**The audio-lingual approach** of language teaching has a lot of similarities with the Direct Method. Both were considered as a reaction against the shortcomings of the Grammar Translation method, both reject the use of the mother tongue and both stress that speaking and listening competences

preceded reading and writing competences. But there are also some differences. The direct method highlighted the teaching of vocabulary while the audio-lingual approach focus on grammar drills.

The objective of the audio-lingual method is accurate pronunciation and grammar, the ability to respond quickly and accurately in speech situations and knowledge of sufficient vocabulary to use with grammar patterns.

Audio-lingual method represents updated modification of direct method. Some characteristics of this method are:

- drills are used to teach structural patterns;
- set phrases are memorized with a focus on intonation;
- grammatical explanations are kept to a minimum;
- vocabulary is taught in context;
- focus is on pronunciation;
- correct responses are positively reinforced immediately [33].

A student seizes a language by mastering the linguistic structures – vocal standards, i. e. the specially developed dialogues, which are read, learned by heart by heart, in pairwork, and then their separate structures are worked off through intensive training. Such exercises as frequent reiteration, substitution of words, transformations of structures on a certain chart are used [34].

Among the techniques of the audio-lingual method we can name the following fresh ones:

1. Focus on practical pronunciation. The audio-lingual approach, based upon language structure, naturally treats the sounds of language as important building blocks for the creation of utterances, that is, meaningful strings

of sounds. All spoken languages are pronounced. Individual sounds can be isolated. No matter how many sounds are employed in the language, one will need to have a basic understanding of what they are, how they are produced and how they work together to create utterances. To gain that understanding and apply it to teaching it is important:

- to identify the sound system. The lecturer is: to help the students to articulate and then recognize the most basic sounds necessary; to void using complex graphic representations of these sounds; to take advantage of readily recognized symbols that students use in their native language; to be moderate in the existence of similar sounds; to avoid being nitpicky with individual sounds when practicing sentences;

- to use tongue-twisters to build articulation and strength (to try well-known tongue-twisters).

2. Structural drilling exercises. In the audio-lingual method, this manifested itself in sentence structure drilling. Structural drilling is useful in lots of ways: it strengthens the vocal apparatus for future sentence production; it builds strong habits in structural manipulation; it settles automatic responses in everyday conversational exchange. The most basic type of sentence structure practice involves the substitution of a particular word with another that would logically be found in the same place in the sentence. In the simplest kind of substitution, the student simply replaces one word with the cue word provided by the teacher. No other modification will occur within the sentence [35]. In public administration training, for example:

Teacher: Local administrations realize their managerial functions in the sphere of economy. Education.

Students: Local administrations realize their managerial functions in the sphere of education. Culture.

Teacher: Local administrations realize their managerial functions in the sphere of culture. Tourism.

Students: Local administrations realize their managerial functions in the sphere of tourism etc.

Transformation practice involves slightly more complex substitution in which the change of one word requires modifications in other words. Subject-verb agreement may need to be reflected. The teacher repetition of the sentence produced by the students serves a couple of purposes: through this repetition, the teacher can emphasize correctly any sound or articulation the students have shown problematic; the repetition reinforces the listening aspect of language, allowing students to immediately recognize the sentence they have just pronounced [36].

Drilling can become a regular activity, both as a vocal warm-up and an inductive introduction to particular structures or vocabulary that will be the theme of the class. On the other hand, an entire hour of drilling might be something one would consider once or twice during a semester, but should probably not be the basic structure of the class;

3. Dialogue practice (dialogue as the exchange of information between two or more people). Structural linguists found that many conversational exchanges followed basic structures that can be studied and learned. Everyday dialogues are probably the most familiar leftovers of the original audio-lingual

method. Most modern language texts will include dialogue material and exercises, these often being the principle presentation text in a unit, especially in texts aimed at language use rather than language study for examination [37].

Dialogues can fall into many different categories:

- standard everyday dialogues (that type of verbal exchange that we tend to repeat over and over again throughout our daily lives which will include basic greetings and farewells, shopping dialogues and information requests, among others);

- improvisational dialogues (those that may begin standard but which will be unpredictable because of the personal interaction of the people speaking – debate, discussion, argument and opinion sharing). An everyday dialogue can grow easily from previous sentence structure practice. The teacher may present this dialogue in any number of fashions, from a printed handout to pictures, from sock puppets to repetition exercises – whatever means suit his/her teaching style [38]. These types of dialogues, which naturally lead to more complex role play, offer a theme to students and allow them more freedom in using language. The presentation of these dialogues will necessarily be a little more complex as well. This method requires some ideas for a teacher to keep in mind: to have character cards prepared beforehand; to practice the vocabulary first; to make a dialogue scheme; to work in pairs [39].

The advantages of this method include:

- it aims at developing listening and speaking skills which is a step away from the Grammar translation method;

- the use of visual aids has proven its effectiveness in vocabulary teaching;

- students practicing useful language from the very first class;

- better pronunciation and increased participation as a result of the drilling exercises;

- the use of visual cues to help in developing vocabulary [40].

On the other hand, there are some disadvantages:

- too much attention placed upon the teacher, who is limited to presenting only mechanical aspects of language;

- the reduction of vocabulary in favor of structure.

Generally, the material developed within the audio-lingual method can be quite useful in any class at any level.

**Communicative language teaching** method is a natural follow-on from the reaction during the 70's against previous methods which over-focused on teaching grammatical structures and template sentences, and which gave little or no importance to how language is actually used practically.

The Communicative language teaching method has various characteristics that distinguish it from previous methods:

- understanding occurs through active student interaction in the foreign language;

- teaching occurs by using authentic English texts;

- students not only learn the second language but they also learn strategies for understanding;

- importance is given to learners' personal experiences and situations, which are considered as an invaluable contribution to the content of the lessons;

- using the new language in unrehearsed contexts creates learning opportunities outside the classroom.

Essence of this method consists of that basic linguistic skills (talking, listening, reading and writing) develop simultaneously in the process of real intercourse. This is the main task of method – to teach to communicate in language. Unlike the method of grammatical translation basic exercises are directed on communication – intercourse (oral and writing). The special popularity is used by colloquial games, discussions, scenarios, close to real situations [41].

Among the advantages of this method it is worth to mention the following:

- development of colloquial speech: teaching purpose is to teach a person to speak and express the ideas in a foreign language easily and relatively correctly. Grammar is studied in the process of communication – there is not a necessity to “learn” by rote difficult rules;

- absence of language-mediator: employments, built in obedience to a communicative method, will hardly demand from a student to translate anything – where to be more important able to apply knowledge in a real situation (purchase of ticket, interview, chat);

- liquidation of linguistic barrier: due to communicative exercises students socialize with a teacher and with each other;

- students apply the target language independently and without translation when they feel inclined/confident enough to do so.

The disadvantages include:

- grammar: little attention is paid on rules and structure of language;

- translation: communicative approach does not allow in a sufficient degree to develop skills of writing speech (including writing translation);

- teaching “from a zero”: in most cases teaching passes without a language-mediator, that is very difficult for people without any knowledge of vocabulary and grammar (many incomprehensible words and structures, other phonetic sounds, etc.);

- important role of a teacher: teachers undertake different roles: a teacher, an organizer of intercourse (animator), a speaker, an opponent in discussions, etc.

The idea behind this approach is to help learners communicate more effectively and correctly in realistic situations that they may find themselves in. This type of teaching involves focusing on important functions like suggesting, thanking, inviting, complaining, and asking for directions to name but a few [42].

Training in Public Administration is relevant to learners’ professions, that are in its public administration-specific orientation, both in terms of topics, and language content and language learning activities. Teaching/learning a foreign language as a whole is not viable, therefore only certain aspects of a foreign language have to be selected by teachers and learners to focus on. So, general language training should be combined with vocational training. In groups with a sufficient level of proficiency in language training, it is effective to immediately begin special vocational-oriented training. And, conversely, in groups with a low and intermediate level of English proficiency, it is necessary to focus first on the gen-

eral language training of students, and then on the professionally directed. The grammatical material should always be developed and fixed in oral speech.

An important role in foreign-language training of students is provided with the assimilation of professional vocabulary. The assimilation of lexical units is carried out with the purpose of developing oral communication skills and is aimed at implementing communicative skills and adequate response in typical situations of professional communication, both verbal (to make reports concerning a professional topic) and written (ability to write summaries, any papers, etc.).

It would be fair to say that if there is any one umbrella approach to language teaching that has become the accepted “norm” in foreign language teaching, it would have to be the communicative language teaching approach. The communicative approach does a lot to expand on the goal of creating communicative competence compared to earlier methods that professed the same objective. Teaching students how to use the language is considered to be at least as important as learning the language itself [43]. Thus, among the analyzed methods the communicative method is a key one as communicative competence is very important for public administrators. The teaching of English to students of public administration specialty implies the development of their necessary professional competence. Achieving this goal is made through special teaching methods that are aimed at mastering and working out new lexical and grammatical material. Professionally-oriented “case-studies” should be an integral part of the major-

ity of classes for teaching students verbal communication.

**Conclusions.** Our world, our society, our consciousness today are changing rapidly. Changes in all areas lead to innovations in the education system. Today, teachers need to prepare students to work in changed conditions, to approach non-traditional approaches to solving various situations, to organize their activities on a creative basis. All the methods described so far are symbolic of the progress foreign language teaching ideology underwent in the last century. These were methods that came and went, influenced or gave birth to new methods – in a cycle that could only be described as competition between rival methods or even passing fads in the methodological theory underlying foreign language teaching. Finally, by the mid-eighties or so, the industry was maturing in its growth and moving towards the concept of a broad “approach” to language teaching that encompassed various methods, motivations for learning English, types of teachers and the needs of individual classrooms and students themselves.

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## USE OF MOVIE AS A TOOL OF STATE ADMINISTRATION FOR THE AMATEUR ART IN NATIONAL PATRIOTIC PUBLIC INFLUENCE

**Abstract.** The article describes the use of movie means as an instrument of state administration of amateur art in national-patriotic education of the population. The novelty of this article is that amateur film works have been described for the first time that bear the spiritual and educational value and its state management support for the movie in its content.

It is determined that the state should influence the processes of education, taking into account future economic and socio-political development, to ensure a stable order of law for the purpose of defense capability. Education should be based on a philosophical theoretical and methodological analysis of the entire educational process and contemporary cultural achievements. The state needs art to save and develop the best domestic traditions, because it is able to bring up the best human qualities, to develop the brightest feelings of the citizens, that is, to promote better social development, not only in Ukraine, but also abroad, enriching the European culture as a whole with its content. Art as a means of cultural communication in the system of public administration plays a leading role and a special place, requires more attention and funding. The support of a national

product, created not for the purpose of mass culture, but the preservation of the cultural heritage of Ukraine, is of great value for saving the best traditions characteristic of our people. And the popularization of domestic cinema works at the international level contributes to the artistic enrichment of humanity. Therefore, the victory of samples of our professional and amateur art in various international forums contribute to raising the image of the country, which is very important in today's complex socio-political situation.

It is substantiated that the formation of professional and amateur arts in the system of public administration should take place through the process of understanding the aspects of individual and group behavior, system analysis procedures, planning methods, motivation and control, quantitative methods and decision making. Applying the state-management approach to the problem under study, it is proved that a healthy society can not be imagined without art.

**Keywords:** amateur, art, movie, state administration, patriotic education.

### **ВИКОРИСТАННЯ ЗАСОБІВ КІНОМИСТЕЦТВА ЯК ІНСТРУМЕНТУ ДЕРЖАВНОГО УПРАВЛІННЯ АМАТОРСЬКОГО МИСТЕЦТВА НАЦІОНАЛЬНО-ПАТРІОТИЧНИМ ВИХОВАННЯМ НАСЕЛЕННЯ**

**Анотація.** У статті схарактеризовано використання засобів кіномистецтва як інструменту державного управління аматорського мистецтва національно-патріотичним вихованням населення. Вперше описано аматорські кінороботи, що несуть у своєму змісті духовно-просвітницьку цінність, та державно-управлінську підтримку у створенні згаданих кінострічок.

Визначено, що держава повинна впливати на процеси виховання, враховуючи майбутній економічний і соціально-політичний розвиток, забезпечувати стабільний правопорядок з метою обороноздатності. Виховання повинно базуватися на філософсько-теоретико-методологічному аналізі всього виховного процесу та сучасних культурних досягненнях. Державі мистецтво необхідне для заощадження і розвитку кращих вітчизняних традицій, оскільки воно здатне виховувати найкращі людські якості, розвивати найсвітліші душевні почуття громадян, тобто сприяти кращому суспільному розвитку не тільки в Україні, а й за її межами, збагачуючи своїм змістом європейську культуру в цілому. Мистецтво як засіб культурної комунікації в системі державного управління займає провідну роль та особливе місце, потребує більшої уваги та фінансування. Підтримка національного продукту, що створений не з метою масовості культури, а збереження культурної спадщини України, є великою цінністю для заощадження кращих традицій, характерних нашому народові. А популяризація вітчизняних кіноробіт на міжнародному рівні сприяє мистецькому збагаченню людства. Тому перемоги зразків нашого професійного й аматорського мистецтва на різноманітних міжнародних форумах сприяють підняттю іміджу країни, що дуже важливо в сучасному складному соціально-політичному становищі.

Обґрунтовано, що формування професійного та аматорського мистецтв у системі державного управління повинно відбуватися через процес розуміння аспектів індивідуальної і групової поведінки, процедури системного аналізу, методів планування, мотивування і контролювання, кількісних методів і прийняття рішень. Застосовуючи державно-управлінський підхід до досліджуваної проблеми, доведено, що здорове суспільство неможливо уявити без мистецтва.

**Ключові слова:** аматорське, мистецтво, кіно, державне управління, патріотичне виховання.

## **ИСПОЛЬЗОВАНИЕ СРЕДСТВ КИНОИСКУССТВА КАК ИНСТРУМЕНТА ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ АМАТОРСКОГО ИСКУССТВА НАЦИОНАЛЬНО- ПАТРИОТИЧЕСКИМ ВОСПИТАНИЕМ НАСЕЛЕНИЯ**

**Аннотация.** В статье охарактеризовано использование средств киноискусства как инструмента государственного управления аматорским искусством в контексте национально-патриотического воспитания населения. Впервые описаны любительские киноработы, несущие в своем содержании духовно-просветительскую ценность и государственно-управленческую поддержку в создании упомянутых кинолент.

Определено, что государство должно влиять на процессы воспитания, учитывая будущее экономическое и социально-политическое развитие, обеспечивать стабильный правопорядок в целях обороноспособности. Воспитание должно основываться на философско-теоретико-методологическом анализе всего воспитательного процесса и современных культурных достижениях. Государству искусство необходимо для сбережения и развития лучших отечественных традиций, поскольку оно способно воспитывать лучшие человеческие качества, развивать самые светлые душевные чувства граждан, то есть способствовать лучшему общественному развитию не только в Украине, но и за ее пределами, обогащая своим содержанием европейскую культуру в целом. Искусство как средство культурной коммуникации в системе государственного управления занимает ведущую роль и особое место, требует большего внимания и финансирования. Поддержка национального продукта, создаваемого не с целью массовости культуры, а сохранения культурного наследия Украины, является большой ценностью для сбережения лучших традиций, характерных нашему народу. А популяризация отечественных киноработ на международном уровне способствует художественному обогащению человечества. Поэтому победы образцов нашего профессионального и любительского искусства на различных международных форумах способствуют поднятию имиджа страны, что очень важно в современном сложном социально-политическом положении.

Обосновано, что формирование профессионального и любительского искусства в системе государственного управления должно происходить через процесс понимания аспектов индивидуального и группового поведе-

ния, процедуры системного анализа, методов планирования, мотивации и контроля, количественных методов и принятия решений. Применяя государственно-управленческий подход к исследуемой проблеме, доказано, что здоровое общество невозможно представить без искусства.

**Ключевые слова:** аматорское, искусство, кино, государственное управление, патриотическое воспитание.

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**Target setting.** Observing the development of modern Ukrainian society and state, it isn't difficult to agree with the opinion of the famous Ukrainian scientist, doctor of sciences in state administration, Radmila V. Voitovich, that "there is a peculiar degradation of mass culture in the world, which certainly affects Ukraine, in the first place, it concerns cinema, television and literature, which are means of introducing a new religion, which becomes crucial for the development of individual countries in the world" [1, p. 306]. As we know, the means of culture embody influence on human society and form a certain spiritual flow that penetrates an intellectual layer of the state as a whole. "The dominance of American films and literature standardizes the Ukrainian way of life according to American standards, thus regulating the public consciousness of citizens, which is one of the ways to overcome certain destructive manifestations of globalization processes in Ukraine should be a state policy of perspective development, which would include the implementation of the State Program for the Prevention of Global risks" [1, p. 307]. Consequently, the relevance of considering the use of cinema art as an instrument of public administration from the point of view its influence on the spiritual stratum of population becomes of paramount importance.

**Analysis of recent researches and publications.** There are a lot of high-quality and actual researches in the field of patriotic influence on the public.

For example, Ukrainian scientist Iryna Karpova in her paper "National-patriotic upbringing of youth in modern conditions" considered a variety of principles for national education of youth [2]. The patriotic education, as a subject of pedagogical research is in the collection of scientific works of Military Humanitarian Institute of the National Academy of Defense of Ukraine [3]. Ukrainian scholars Mykola Boryshchak and Iryna Kuzenko described some means and methods of national-patriotic education from the point of military-physical aspect view [4]. Vasyl Sukhomlinsky spoke about education by means of conversations about citizenship [5].

**The purpose of the article** is to substantiate the peculiarities of the use of cinematic tools as a mean of state administration of amateur art as national-patriotic education of the population, which is based on the analysis of scientific researches of contemporary Ukrainian scholars and the personal participation of the author of this article in the preparation of documentary presentations in Kherson.

**The statement of basic materials.** On June 17, 2017, in the Kherson ci-

nema concert hall “Anniversary” many spectators gathered. There were an adviser of the head of the Kherson regional state administration, a participant in the Afghanistan war, Valentina Sichova, the chairman of Kherson regional organization of the Ukrainian Afghanistan Veterans’ Union – Volodymyr Pylypovych Stolyar, Honored Arts of Ukraine Worker and the member of National Writers’ Union, poet, TV reviewer Valery Pavlovich Kulik, an artist – Rostislav Shvets, an honorary citizen of Kherson and Chief architect Vyacheslav Mikhailovich Gromikin [6].

Our land has always been famous for the intellectual and creative potential of its inhabitants. Fyodor Zagorodniuk is an honorary Kherson citizen. He is called “noted Kherson artist”. On March 13, 2017, this talented man at the age of 95, made a noble and unselfish act – gave his pictures to Kherson city.

Fyodor Zagorodniuk life is multifaceted and complex, it is an example for imitation by his contemporaries and descendants. Documentary film with the assistance of the Kherson Regional Organization of the Ukrainian Union of Veterans of Afghanistan, the “Chornobyl Disabled People Fund +” and all caring people – “My life on canvas” was made with the purpose to show a participant in World War II, who achieved a dizzying success in peacetime and could tell his story about life and work.

Authors of the film are: Honored Culture Worker of Ukraine Victor Bikodir and participant of war in Afghanistan – Alexander Yelagin. They noted that they have been working on the film for several months, trying to show, tell and transfer all the versati-

lity of the artist personality, his creativity and human qualities as clearly as possible. The generation that liberated Kherson from fascism gradually goes away, but to keep the stories from the spectators – the main task posed by the authors. This is an unselfish and free work, which is aimed at preserving historical facts of the Kherson region.

Fyodor Ivanovich Zagorodniuk considered himself a very happy person, although he had to experience a lot – hunger, cold, war, illness, envy and the loss of his loved ones. However, it only tempered him, helped him to become a winner in his work. Fyodor Ivanovich was born in Gunchi village of the Haysin district in Vinnytsia region, in a peasant family. His father was very hard-working man. He worked creatively, independently designed a loom and became a weaver. Weaved canvas – little children were dressed. Mother of Fyodor was well-painted, she was a teacher of juniors and a daughter of a priest who painted in the church pictures on religious subjects. It was the mother of the film’s main character who taught him to draw.

When Fyodor went to school, he began to portray his fellow-pupils. In May 1941, he took an oath and was sent to serve in the 63<sup>rd</sup> Infantry Regiment, guarding warehouses with weapons and ammunition. He also accompanied columns of trucks. On February 2, 1942 Fyodor Zagorodniuk, during the battle for liberation of Pyatihatkivillage, was seriously wounded, overwhelmed. After a half-year treatment, in July 1942, he was sent to the military infantry school of junior commanders to the Ordzhonikidze. In college, in a short period of time, Zagorodniuk thorough-

ly mastered Degtyarev's gun, received the military profession of machine gunner and was sent to Stalingrad. Here in summer 1942, had been one of the bloody military operations of the Second World War began — the Stalingrad Battle.

A story of the film hero about participation in hostilities is very emotional and detailed, which can't leave indifferent viewers. From the crater, which was torn next to him, Fyodor Ivanovich was hardly contused. Together with other wounded, he was sent to Stalingrad. But the difficult situation did not allow him a course of treatment. In a bad condition, the soldier acted as a communicator of artillery battery — transmitted the data of battery firing, restored telephone communication with the command post.

Fyodor Ivanovich was wounded to his neck, head and shoulder. In a hospital he was operated and sent to Tomsk for further treatment. During that time, he was dismissed. In the hospital Zagorodniuk did not sit idly by, he wrote portraits of his fellow soldiers, heroes of the war, episodes of war battle and took part in art exhibitions.

After the hospital, Fyodor Zagorodniuk began to work as an artist at the military-technical communication academy in Novosibirsk. After the war in 1950, he graduated from the Kyiv State Art Institute. He was disabled of the war.

The War continues to live in Fyodor Ivanovich paintings. He wrote many portraits of his fellows, as well as what he saw and survived. Gallery of portraits of the participants of the Second World War, the natives of Kherson region and those who distinguished themselves in the battles for our Tauride region, be-

came a pride and cultural heritage of Kherson. The pictures of a painter are a chronicle of soldiers' courage. He wrote about 400 pictures for the newspaper "Naddnipryans'ka Pravda".

Zagorodniuk paid the fee to the foundation of the world. Each picture of Fyodor Ivanovich is written well and professionally, because in every picture he put his human warmth and kindness. Recognition of his talent is in the National Union of Artists of Ukraine membership, the National Union of Journalists of Ukraine. Fyodor Zagorodniuk was awarded by the title "Honored Artist of Ukraine", "Honored Citizen of the Kherson City". He held exhibitions, lectures, excursions, meetings in schools and military units, assisted in the design of rooms of military glory. In total he wrote over fifteen thousand works.

Honorable guests who knew the film's hero well has come. So, the government official, Valentina Sichova, noted the good creative work of the film authors, thanking all those who presented for attention and memory. "I am deeply convinced, that while a person has not lost interest in life, while a person wants to know something, while a person is interested in something — he lives!" — Valentina Ivanovna says, — "I am very grateful to you for the fact, that such people are titans, as Zagorodniuk, as the authors of this film, they probably live in order for other people, like us sitting in the hall, know about them. Artists are unique people, but not each of them is able to make their work simple so give the city, in order to leave the memory. Fyodor Zagorodniuk left such a memory about himself, but he left it by the way of A. Yelagin and

V. Bikodar, who would have to shoot commercial films, and they have their talent, their money, spending their time in order to find such “pearls” to find among ordinary people and save them for descendants” [Recorded on a Dictaphone of the article’s author], [6].

Volodymyr Stolyar, the head of Kherson regional organization of Afghanistan veterans, noted great disinterested work of the authors of the film, and the importance of creating such works in the conditions of modern society development. Such films are important primarily for the education of young people. Our children should know about those who defended and created Kherson, to know their heroes. If this hasn’t been done, then there is definitely be some kind of external ideology that will help break up our youth in order to capture the territory.

The son of film’s hero — Volodymyr Fedorovych Zagorodniuk was invited to the premiere. He was moved to the depths of his soul by the attention and memory of the townspeople, noted the excellent work of the film authors. He also told some stories about his father’s life, which nobody knows. They were told to him by Fyodor Zagorodniuk brother — Dmitry. These are stories: about how it was possible to survive during the hunger, how the enemy bullet was flowing into the heart of the future artist, and at that moment he covered by the hand, and as an opponent’s gun gave a mistake, when he met face to face, how he survived during the explosion, as in the middle of his creative activity, was not broken by jealousies. “He was a happy man — he was engaged in his favorite business. About 30 stories’ pictures are a lot of things”, Volodymyr

Zagorodniuk summed up an interesting story and sincerely thanked the creators of the film [Recorded on a Dictaphone of the article’s author].

Vyacheslav Mikhailovich Gromikin, the chief architect of Kherson during the twenty-three years, an honorary citizen said: “It’s a film — with tears in my eyes, especially after the son’s speech ... As he reported it all from his family, from his heart, his understanding — he is also an artist — how he responded about his father ... I think that this film needs to be shown to the younger generation, in cinemas because, unfortunately, we forget those heroes who must live forever. This is a person who, having such big soul, left it for future generations. Thank you, the authors of the movie” [Recorded on a Dictaphone of the article’s author].

The teacher of Kherson musical collage, a musician and a poet Vasily Nikolayevich Alexei also emphasized the importance of this film for young people and the need to show such kind of movie in cinemas, schools and universities.

The student of Fyodor Zagorodniuk, an architect — Siemenchuk Anatoly Yefimovich said that Fyodor Ivanovich was an excellent teacher: he explained the material very clearly, reasonably. “Equal to him, I have not met in life either before or after the institute”, — concluded Anatoly Yefimovich [Recorded on a Dictaphone of the article’s author].

According to the artist, who personally knew Fyodor Zagorodniuk, Eugeny Gerasimovich Lanolik, the film was made perfectly, very truthfully. Nadezhda Nikolayevna Stoletova, who survived the Great War, said: “It is dif-

difficult for us to remember because our generation has experienced all it. History should not be forgotten. Thank you, young people should know the story firsthand” [Recorded on a Dictaphone of the article’s author].

The film is valuable in its documentation. An honorable citizen of our city lives today with us, but already in his paintings and on the screen of a cinema. Probably this is an immortality.

As a tool of state administration of amateur art in the context of national patriotic education of the population, we consider a presentation of the film produced in 2018, which we describe for the first time. On February 19, 2018, at 12:00 in the cinema concert hall “Anniversary” in Kherson, a presentation of the film about a hero of the Second World War — Volodymyr Petrovich Kaznachejev — an honorary citizen of Kherson was held. There is a short film work created on the basis of the Kinokimeria children and youth film studio of the Ukraine Cinematographers’ Union, with the assistance of Kherson Regional Organization of the Ukrainian Veterans of Afghanistan Union and the Chernobyl Disabled Fund Plus [7]. The film begins with the frames which depicted Vladimir Kaznachejev walking around the park. “I was awarded with seven orders and medals, the most expensive medal for me is the “Partisan of the Patriotic War”, the first degree, and the Order of Lenin for the undermining of enemy trains on the Brest-Kovel railroad in 1943 (Time of Orlov- Kursk Curve)” — the film begins with the story of protagonist, accompanied by frames of peaceful life. Volodymyr Petrovich was born on July 26, 1928 in the Solovyaniivka village of

Kletnyansky district, Bryansk region. “Before the war I graduated from 5 classes, and the war caught me when I was fishing. In the evening I came home, and my mother said that the war had begun. “I’m, as a patriot, said that we would defeat the Nazis quickly. But the war was delayed. Fascists occupied our village, and partisans began their activities. On October 6, enemies grabbed my mother and brutally executed her, forcing to dig her grave herself. It crashed into my memory as a misfortune. I loved my mother and swore to take revenge on the fascists. Partisans stopped at us because our house was on the outskirts of the village. I went to the partisans” [8].

The boy was left in the squad. When he heard that the demolisher’s group was preparing, he went to the commander and asked to become a member of demolition squad. “By this time I was striking in the battles, I was called at headquarters and my commanders told that they were counting me into a demonstration group, but if I would an exams perfectly”. Each group had an officer in charge of mines. Next, the viewer learns using voice-over-imaginary and visual range built using some artistic-game frames used from the open access of the Internet that a group of demolishers and a commander (assigned an officer and two fighters), so 4 people approached railways. “Waiting when there will be a gap between the patrols disperse. They went to meet each other and disperse. It took 30 minutes. We have to put a 10-hollow pin and a mine-box, which was called SAM (Slow Action Mine). “When it was impossible to put a mine, we put it as we name it, on a “stick” [8].

The locomotive knocked a stick and an explosion occurred, the main thing was that there were a lot of deadly and wounded live forces in the trains, and there were also wagons with tanks and guns. The Germans left two sides to repair the road, covered it with lighted rockets — it was visible how, during the day for 4 hours. When the road was repaired they removed by the train. “The commander of our group Belov said to me: “Volodya, we will not put a mine”. I answered: “Mikhail Ivanovich, let’s wait”. Enemies repaired the road, run a control train, we were waiting. Already engaged in dawn. I say: “I’ll blow up the echelon, on the “stick”. I set, but did not count, it seemed to me that the train had passed, and the mine had not exploded, and at that moment there was an explosion. I was hit by an explosive wave, and I fell unconscious. The guys picked me up and took me in. After 4 hours, I was tired after the pine, we left. “The boys say: “Volodya is alive”. They went to the forester, our connoisseur, gave me milk, and the next night, I went back to the sabotage. It was important to keep you unnoticed” [8].

It’s a very interesting story for the viewer about friendship of the boy and a former school teacher. Ivan Ryabtsev, who exploded on a mine, was a teacher before the war beginning. “He was so attached to me that we became friends. And always somewhere in the hole or in the snow, he tried to warm me up somehow, to protect me from bad weather, and even (I was a kid) he talked about his love. She was a school teacher, whom he loved very much, they would have married, if not a war” [8].

Going for a sabotage when he broke up, the teacher asked Volodya to mount

him a mine. He said that he would die that day. “I saw a dream, I married my love, and this implied death”, — said the teacher to the boy. “They were superstitious and, indeed, this night he died. How was he killed? The miner is wrong once” [8].

“Fascists were tricky — landing ambush on an echelon, the echelon is at low speed, and they land on the other side, so that we don’t see them”. I had a case of a train going, and I saw that the ambush jumps out. I had to go to another place. But if the ambush was in the village, then patrols would rarely go there. There were 12 officers, with guns and a sergeant with 3 men. They were going on distance about 50 to 70 meters between each other” [8].

“I got used to the patrol myself, went out at night, disguised myself and waited for a patrol, and they were about 20–30 meters. It was getting used to it, that it was my strength that I still put a mine. There were a lot of such cases: it was seen at dusk, that an ambush was sitting down. I said that ambush, then I put a mine” [8].

“On the railway from Brest to Kovel which was guarded very much, I managed to blow up 10 echelons of the enemy, a detachment blew up 41 echelons, and only 15 people were” [8].

The protagonist of the film was presented to an award “Hero of the Soviet Union”, but influenced the age, and he was awarded by the Order of Lenin. In March 1944, the boy was sent to Svyatoshin school of guerrilla movement in Ukraine. After the Victory of May 9, Volodymyr Petrovich was sent to Moscow to continue his training as a radio operator, and after that on Pamir. “We were the first who make a connection

there, and I came to Kherson on a vacation. My sister worked in Skadovsk, and in Kherson I was told that Alexey Fedorov, my military tutor, was working as the first secretary in the city" [8]. And Vladimir Kaznachejev entered the Naval School in Kherson, where he graduated with honors. Then he went to work for the Baltic Shipping Company. He worked at Kherson port. "In 1965, I was sent to Algeria to work at a trade mission under the Ministry of the Navy for four years. I returned to Kherson for my old post. I liked this city, and in 1972 I was summoned to Moscow and sent to France to set up a joint-stock company. I worked for 7 years with the "Order of Labor Red Banner", was awarded for my work in France in 1973. I managed to create a joint-stock company at that time, it was difficult, but I created. By the Order of Honor I was awarded for my work in Algeria, Ukrainian Award is "For Services" grade 3, and "For Courage". I always a honored student of the Naval School. In 1985 received the title of "Honored Transport of Ukraine Worker" [8]. Now Vladimir Kaznachejev awarded by the title – "Honorary Citizen of Kherson".

"It's been a lot of time, a lot has been done for the benefit of our state. It has been spent on forces, sleepless nights, health, but the most expensive years for me are the years spent in the guerrilla detachment. When I was a boy, at age 14, I was thrown into enemy's echelons, war, sleepless nights, I was afraid, when I was doing it, it was terrible, but I went and did everything I needed to do for Victory!" [8]

After watching the film, it was noted that Kherson regional organization of Afghan veterans perpetuates the me-

memory of the Second World War heroes, creating documentaries. Three film works have already been created. There are: "Zenitnytsia" [9], "My Life is on the Canvas", and "Partisan's Fate".

On the scene, the head of the organization Volodymyr Pylypovich Stolyar said: "We celebrated the 29<sup>th</sup> anniversary of the withdrawal of troops from Afghanistan on February 15. Our members, the authors of this film, the participants of the war Viktor Bikodir and Alexander Yelagin have been working on creating documentary cinemas for many years to perpetuate the feat of our guys in Afghanistan, and now they reflect the heroes of the Second World war, which are becoming smaller and smaller every year, and our organization helps our youth take an example from the heroes. Series of films "Afghan Fates" were duly represented by the authors at international film festivals and awarded with high awards" [Recorded on a Dictaphone of the article's author].

Volodymyr Yakovlevich Kusi, the head of the Union of Veterans' city organization, said that Volodymyr Kaznachejev carried out a huge work on military-patriotic education in Kherson, telling about his life in schools and other educational institutions. V. P. Kaznachejev – Honorary veteran of Ukraine, and his name is included in the book "Honorable veterans of Ukraine". "Today, Afghans are doing a lot for military patriotic education, Vladimir Kaznachejev is the pride of our veteran organization", – said in his speech Volodymyr Kusi, and thanked everyone who prepared this cultural event [Recorded on a Dictaphone of the article's author].

The Honorary Veteran in the Naval School studied with the father of the current deputy of the Kherson Maritime Academy Irina Volodymyrovna Karplyuk. She came to the presentation of the film with a huge bouquet of roses, accompanied by cadets of the maritime school. The words of gratitude for the persistence and heroism, for example of courage, which is demonstrated at meetings with young people V. Kaznachejev, were told from the scene by Irina Karplyuk.

### Conclusions and suggestions.

Thus, as practically proved by the example of the article, first described by the author of cultural events, the local level – the amateur art is made qualitatively, having in its content a great educational meaning, can be an effective mechanism in the system of public administration of the patriotic upbringing of the population, both as young so middle aged people. The presentations, in which the author of this article was actively involved, shows that the activity of a public organization that works closely with and complies with the state administration is an effective mechanism for introducing the patriotic education of the present-day population of this territorial area by means of cinema art.

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## **FEATURES OF RISK MANAGEMENT AFTER REALIZING PPP PROJECTS**

**Abstract.** The article is devoted to the clarification of the peculiarities of risk management during the implementation of PPP projects. The author identifies a set of risks for a private partner, business risks of PPP projects and the main risks associated with the protests of the public, as well as public and international organizations. The typical risks of PPP projects are presented, including force majeure, political risks, profitability risks, operational, construction, financial risks, and the risk of default. The world experience of sharing risks between the partners is presented. Also named are the main methods for assessing the risks of PPP projects.

It has been determined that the conditions on which the parties should reach agreement in order for the contract to be concluded are essential. Risk management can be implemented within the framework of the essential conditions for the allocation of risks. However, the provisions of the law provide for the allocation of only those risks identified by the results of an analysis of the effectiveness of the PPP project. Legislation does not directly determine how risks can be al-

located to the risks identified during the pre-contract negotiations (or even at a later stage), but not taken into account in the analysis of efficiency. For example, suggestions on the terms of the partnership agreement as part of the bidding proposal may include suggestions on risk management mechanisms. There are no definite and can not be fully defined possible ways of managing risks in view of their specificity for a particular project. For this purpose, it is advisable to provide for a period of familiarization with the draft tender documentation and the possibility of making changes to it based on the findings received from potential contestants. It is also advisable to foresee cases in which it is possible to review certain terms of the contract without a competition.

It is substantiated that the law does not restrict the possibility of foreseeing specific terms of an agreement on the implementation of the PPP project or to conclude additional (auxiliary) contractual instruments (for example, an investment agreement). At the same time, when laying down conditions not provided for by law, it is necessary to take into account the scope of competence of the state partner. Also, in order to ensure the principle of equality of conditions, the state partner should provide such additional conditions in the tender documentation.

**Keywords:** public-private partnership, state partner, risk assessment, private partner, PPP risks.

## **ОСОБЛИВОСТІ УПРАВЛІННЯ РИЗИКАМИ ПІД ЧАС РЕАЛІЗАЦІЇ ДПП-ПРОЕКТІВ**

**Анотація.** Стаття присвячена з'ясуванню особливостей управління ризиками під час реалізації ДПП-проектів. Автором виокремлено сукупність ризиків для приватного партнера, бізнес-ризиків ДПП-проектів та основних ризиків, пов'язаних з протестами населення, а також громадських та міжнародних організацій. Наведено типові ризики проектів ДПП, серед яких: форс-мажорні обставини, політичні ризики, ризики прибутковості, операційні, будівельні, фінансові ризики, а також ризик дефолту. Наведено світовий досвід розподілу ризиків між партнерами. Також названо основні методи оцінювання ризиків ДПП-проектів.

Визначено, що істотними є умови, щодо яких сторони мають дійти згоди для того, щоб договір був укладений. Управління ризиками можливо реалізувати в межах істотних умов розподілу ризиків. Однак положення законодавства передбачають розподіл лише тих ризиків, які виявлені за результатами проведення аналізу ефективності проекту ДПП. Законодавство прямо не визначає, яким чином можуть розподілятися ризики, виявлені в процесі переддоговірних переговорів (або навіть на пізнішому етапі), але не враховані при аналізі ефективності. Наприклад, пропозиції щодо умов договору про партнерство як частина конкурсної пропозиції претендента можуть містити пропозиції щодо механізмів управління ризиками. Не визначено й не може бути повною мірою визначено можливі способи управління ризиками з огляду на їх специфіку для конкретного проекту. Для цього доцільно передбачити період ознайомлення з проектом конкурсної документації та можливість внесення змін до неї за результатами зауважень, отриманих від

потенційних учасників конкурсу. Також доцільно передбачити випадки, в яких можливий перегляд окремих умов договору без проведення конкурсу.

Обґрунтовано, що законодавство не обмежує можливості передбачити особливі умови договору про реалізацію проекту ДПП або укласти додаткові (допоміжні) договірні інструменти (наприклад, інвестиційний договір). Водночас при викладенні умов, не передбачених законодавством, необхідно враховувати обсяг компетенції державного партнера. Також для забезпечення принципу рівності умов державний партнер має передбачити такі додаткові умови в конкурсній документації.

**Ключові слова:** державно-приватне партнерство, державний партнер, оцінювання ризиків, приватний партнер, ризику ДПП.

## **ОСОБЕННОСТИ УПРАВЛЕНИЯ РИСКАМИ ПРИ РЕАЛИЗАЦИИ ГЧП-ПРОЕКТОВ**

**Аннотация.** Статья посвящена выяснению особенностей управления рисками при реализации ГЧП-проектов. Автором выделены совокупность рисков для частного партнера, бизнес-рисков ГЧП-проектов и основных рисков, связанных с протестами населения, а также общественных и международных организаций. Приведены типичные риски проектов ГЧП, среди которых: форс-мажорные обстоятельства, политические риски, риски доходности, операционные, строительные, финансовые риски, а также риск дефолта. Приведен мировой опыт распределения рисков между партнерами. Также названы основные методы оценки рисков ГЧП-проектов.

Определено, что существенными являются условия, по которым стороны должны прийти к согласию для того, чтобы договор был заключенным. Управление рисками возможно реализовать в рамках существенных условий распределения рисков. Однако положения законодательства предусматривают распределение только тех рисков, которые выявлены по результатам проведения анализа эффективности проекта ГЧП. Законодательство прямо не определяет, каким образом могут распределяться риски, выявленные в процессе преддоговорных переговоров (или даже на более позднем этапе), но не учтены при анализе эффективности. Например, предложения об условиях договора о партнерстве как часть конкурсного предложения претендента могут содержать предложения по механизмам управления рисками. Не определены и не могут быть в полной мере определены возможные способы управления рисками, учитывая их специфику для конкретного проекта. Для этого целесообразно предусмотреть период ознакомления с проектом конкурсной документации и возможность внесения изменений в нее по результатам замечаний, полученных от потенциальных участников конкурса. Также целесообразно предусмотреть случаи, в которых возможен пересмотр отдельных условий договора без проведения конкурса.

Обосновано, что законодательство не ограничивает возможности предусмотреть особые условия договора о реализации проекта ГЧП или заключить дополнительные (вспомогательные) договорные инструменты (напри-

мер, инвестиционный договор). В то же время при изложении условий, не предусмотренных законодательством, необходимо учитывать объем компетенции государственного партнера. Также для обеспечения принципа равенства условий государственный партнер должен предусмотреть такие дополнительные условия в конкурсной документации.

**Ключевые слова:** государственно-частное партнерство, государственный партнер, оценки рисков, частный партнер, риски ГЧП.

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**Problem statement.** The system of relations between the state and the private business sector in the form of public-private partnership (PPP) is one of the manifestations of a mixed economy, which under certain conditions can have a positive effect for society as a whole, providing the economy with better quality goods. It is risk management that will reduce the probability of failure of the PPP projects and will promote the development of this type of cooperation with private business.

**Analysis of recent publications.** The works of the following leading scientists, namely N. M. Bondar [2; 3], I. A. Brailovskyi [4; 5], A. V. Mostepaniuk [7] and Ye. L. Cherevykov, etc. were devoted to the issues of risk management during the implementation of the PPP projects. [8] and others. However, due to the urgency of the introduction of public-private partnership (PPP) in the economic activity of the state, this issue requires constant study, which predetermined the choice of the theme of this scientific article.

**The purpose of the article** is to find out the features of risk management during the implementation of the PPP projects.

**Presentation of the main material.** The effectiveness of public-private partnership, hereinafter referred to as the PPP, is considered from the point

of view of each partner. If it is enough for the private sector to apply standard performance measurement methods that are suitable for any company, then the task for the state is more difficult. The tasks that the state tries to solve through public-private partnership (PPP) cannot be estimated in quantitative ways only. Ultimately, all such projects are aimed at solving strategic state tasks, reducing the severity of social contradictions. There are no effective mechanisms for assessing the effectiveness of decision making of this kind. However, it is safe to assume that the precise planning of such projects and the maximum risk assessment for them significantly increases the chance of achieving the goals by both parties [1].

The potential benefits of using public-private partnerships (PPP) may consist in the fact that this format of business-government relations can provide:

- Greater efficiency, as well as time savings in project implementation and implementation through the use of partnerships of their most powerful parties;

- Diversity in the approaches to development and the further implementation of projects due to the use of different methods and the expansion of the number of possible options;

– Higher quality of economic and managerial decisions in the implementation of joint projects, provided by the qualification of business representatives, and the most comprehensive consideration of social needs and social significance, which is provided by representatives of government;

– The integration of business entities into public life due to its direct involvement in the implementation of meaningful, socially significant projects;

– Improvement of the quality of the goods and services provided due to the establishment of more rigorous state control;

– Reducing social tension and negative attitude to business by the public by recognizing its contribution to solving social problems.

Efficiently using and developing public-private partnership (PPP), the state may additionally attract private investor funds for the purpose of developing public infrastructure objects in priority innovative projects for reconstruction, modernization, construction of transport facilities, power lines, hydrotechnical systems, communication lines, information systems; objects of social value in the sphere of education, science, culture, health care, tourism, etc.; municipal objects of the economy: utilities, public transport, residential facilities, and landscaping, etc.

The set of risks for a private partner can be divided into four large groups as follows [2]:

1) Risks arising from the activities of state authorities;

2) Risks associated with the participation of the state as a partner in public-private partnership (PPP) projects;

3) Business risks of public-private partnership (PPP) projects;

4) Risks associated with the protests of the population, public and international organizations.

The risk category plays a significant role in public-private partnership (PPP) relations. Like any kind of economic activity, the PPP during its implementation may be subject to certain influences that may adversely affect the final results of the project. The key factors in risk assessment are: the probability of their occurrence and the degree of effects (impact) of the risks, if any. In our opinion, it is necessary to create a special approach to risk assessment of public-private partnership (PPP) projects, especially from the point of view of the state [4].

Among the risks arising from the activities of public authorities should be noted [2]:

- A high level of corruption at all levels of government. Unfortunately, this risk is inherent even for market-developed and economically successful countries;

- A large bureaucracy of state authorities, which leads to delaying the decision of issues related to the approval and implementation of the project;

- Change of regulatory framework in the field of project implementation. Such changes may introduce new taxes and fees, requirements for additional investments related to environmental protection, restrictions on pricing, and business rules, etc. Ultimately, this can lead to the loss of a private investor's expected profits.

- Changing priorities in social and economic policy at the state or municipal level. Such changes can lead to the

termination of state support for the project, reduction of budget subsidies, and reduction of the expected profitability of the project, etc.;

- Confiscation (nationalization) of capital invested by a private investor;
- Change of political system in the country.

The business risks of public-private partnership (PPP) projects include the usual business risks, as follows [3]:

- Incorrect assessment of solvent demand. This leads to the false approval of the project as a profitable and inappropriate investment;

- Unforeseen increase in the prices of equipment and materials necessary for the implementation of the project. It is impossible to take into account all possible options for increasing the prices for resources, energy sources, etc. that will occur during the project implementation period at the development stage of the project. This may result in a lack of approved investment volume for project implementation;

- Incorrect assessment of the project value (increase in value during its implementation). In this case, it is probable that a private investor will receive insignificant profits or even losses from the project implementation;

- Errors of technical design and implementation of the project;

- Incorrect estimation of profitability and payback period of the project. Such risks are related to changing requirements for pricing, increasing current costs and decreasing demand, etc.;

- Ineffective project management. It takes place due to insufficient experience of the management personnel of a company as a private investor;

- Exchange rate risk (for contracts in foreign currency);

- Force majeure circumstances (natural disasters, and civil disturbances, etc.).

The main risks associated with the protests of the public, public and international organizations are as follows [3]:

- Negative impact of the project on the environment;

- Insufficient level of technical safety of the project;

- Rejection of the project by society through religious, moral, historical and architectural motives and others;

- Violation of human rights or national minorities.

Among the typical risks of project implementation, the PPP mechanisms are both force majeure circumstances and political risks and profitability risks, operational, construction, financial risks and the risk of default (See Table).

The world practice of public-private partnership (PPP) has already gained the experience of sharing risks between partners. The basic principles of risk sharing are the following [2]:

- 1) The risk should be passed on to those from the partners who have better opportunities to control the events that may lead to a risk;

- 2) Risks must be defined, understood and evaluated in a certain way by all parties involved in the project;

- 3) The accepting partner must have the technical or managerial capacity to manage the risk;

- 4) The partner must have the financial capacity to be able to survive the risk or prevent a risk;

- 5) The partner must be willing to take risks.

**Typical risks of the PPP projects and their hypothetical placement**

<b>Risk category</b>	<b>Example</b>	<b>Best partner for risk management</b>
Force-majeure circumstances	Losses from natural disaster	Public partner
Political risks	Transfer deadlines for approval of projects, land acquisition, change in law affecting income	Public partner
Risk of profitability/demand	Insufficient income due to low traffic or lower price for elasticity of demand	Mostly state, but sometimes a private partner
Design/Technical risks	Engineer or designer mistakes	Private Partner
Construction risks	Increasing the costs of detaining with faulty equipment	Private Partner
Operating risks	Expenditure operations and lifecycle support	Private Partner
Risks in the field of the environment	Compensation for damages, compensation costs/repayment of obligations for environmental damage	Private Partner
Financial risks	Expenses arising from the inconsistency of hedging income and debt management	Basically, a private partner is sometimes state-owned
The risk of default	Project bankruptcy due to any or all of the above facts	Divided Public/Private Partner

\* Compiled by the author on the basis [9]

Risk management of the PPP project is carried out at the stage of concluding an agreement on the implementation of the PPP project between the public and private partner. This reduces risk management to a very short time before the project starts. In addition, the possibilities of risk management mechanisms to a large extent depend on the provisions of the tender documentation approved for the conduct of a tender for the identification of a private partner.

Legislation does not provide for a simple way of changing the conditions of the PPP. In particular, it is unclear

what changes may require a re-run of a tender for identifying a private partner.

In this regard, effective government risk management mechanisms need to be foreseen at the stage of conducting a tender for identifying a private partner and ultimately enshrining in the PPP project contract.

It should be noted that the essential terms of the contract on PPP are defined in the Procedure for holding a tender for the identification of a private partner for the implementation of public-private partnership on the objects of state, communal property, approved

by the Resolution of the Cabinet of Ministers of Ukraine dated April 11, 2011, № 384. Significant conditions of the contract are as follows [6]:

- The name of the state partner and the object of public-private partnership (PPP);
- Obligations of the parties, including the scope and form of financial participation of public and private partners in the implementation of the partnership;
- The list, scope and terms of performance of work stipulated by the contract;
- Requirements to the quality of goods, services, performed in accordance with the contract;
- The distribution of risks identified by the results of an analysis of the effectiveness of the implementation of public-private partnerships (PPP) between partners and the form of management of such risks;
- The procedure and conditions for obtaining a tender for the right to use the land plot for the implementation of public-private partnership (PPP), if necessary;
- Conditions, size and procedure for making payments, if such are stipulated by the terms of implementation of the said partnership;
- The procedure and conditions for the distribution between the parties to the partnership agreement on income and/or products, if such distribution is provided for by the terms of the partnership implementation;
- Requirements for the return after the termination of the partnership agreement of the public-private partnership (PPP) object and the land plots provided for the needs related to

the implementation of such a partnership;

- An obligation to reimburse the cost of analysing the effectiveness of public-private partnership (PPP) and/or environmental expertise;
- Conditions for amending the partnership agreement;
- Responsibility of the parties for its non-fulfilment;
- Procedure of dispute settlement;
- The term of the partnership agreement, the date, place of signing and the procedure for its entry into force.

Significant are the conditions on which the parties must reach agreement in order for the contract to be concluded. Risk management can be implemented within the framework of the essential conditions for the allocation of risks. However, the provisions of the law provide for the allocation of only those risks identified by the results of an analysis of the effectiveness of the PPP project. Legislation does not directly determine how risks can be allocated to the risks identified during the pre-contract negotiations (or even at a later stage), but not taken into account in the analysis of efficiency. For example, suggestions on the terms of the partnership agreement as part of the bidding proposal (Clause 25 of the Order) may include proposals for risk management mechanisms. There are no defined and cannot be fully defined possible ways of managing risks in view of their specificity for a particular project. For this purpose it is advisable to provide a period of familiarization with the draft tender documentation and the possibility of making changes to it on the basis of observations re-

ceived from potential contestants. It is also advisable to foresee cases in which it is possible to review certain terms of the contract without a tender.

Legislation does not restrict the possibility of providing specific terms for the PPP project implementation agreement or for the conclusion of additional (auxiliary) contractual instruments (for example, an investment agreement). It is necessary to take into account the scope of competence of the state partner at the same time, when laying down conditions not provided for by law. The state partner should also provide such additional conditions in the tender documentation in order to ensure the principle of equality of conditions.

One or more of the following methods may be used in risk assessment as follows [7]:

1. *The Expediency Method*, aimed at identifying the potential risk areas of the project. According to this method, the generalized risk factor is considered to be a surplus of funds in comparison with the planned volume. The investor can make a decision regarding termination of project appropriations at the same time, taking into account various factors of project realization provides the possibility of separating the process into separate stages, assessing the risk area that the project enters at each stage and accordingly guarantees the protection of the public and private partner from critical and catastrophic risks, since at each stage [7].

2. *The Expert Estimation Method* is used when it is impossible to assess risks in other ways or there are many formal risks that it is difficult to evaluate mathematically. The application of this method is to use the intelligence of

people and their ability to find solutions to formal tasks. The methodology of conducting expert evaluation involves the formation of the purpose of evaluation, the setting of tasks, the creation of a rating group, and a description of the form of obtaining the necessary results, selection of experts and determination of their competence. In this case, the selection of experts should be carried out in such a way that the experts who entered the group, firstly, were aware of the peculiarities of the implementation of the PPP; secondly, they were aware of the specifics of the work of a particular industry (the sphere of activity of the enterprise); and thirdly, they were not interested in the results of the evaluation. The competence of experts is objectively determined by the degree of their qualifications in a particular field of knowledge through the analysis of professional, scientific and other activities [7].

Risk management continues throughout the life of the project and takes place in the following five stages [5]:

- 1) *Risk Identification*. The process of identifying all risks related to the project;

- 2) *Risk Assessment*. Determination of the probability of the identified risks and the magnitude of the consequences in case of their occurrence;

- 3) *Distribution of Risks*. Distribution of responsibilities between the PPP parties for a project with the identification and assessment of the consequences of each risk for each of the parties under the contract or the parties agreeing to deal with risks using the specified mechanism, which may include a risk exchange;

4) *Risk Reduction*. An attempt to reduce the likelihood of a risk and degree of its consequences for the parties;

5) *Monitoring and Analysis*. Monitoring and analysis of identified risks and new risks with project development and changes in its environment. This process takes place throughout the duration of the contract.

An analysis of the practice of implementing public-private partnership (PPP) projects indicates that the risk management system should include the following main procedures [7]:

- Detection of risks;
- Assessment of risks and the possibility of risk occurrence;
- Characteristics of risks;
- Monitoring (control) of risks, in particular, the possibility of renewal of risk;
- Analysis of the consequences on the occurrence of risk;
- Development of risk management methods.

The key to effective allocation of risks is the principle that certain types of risks should be assigned to those participants that are most suited to risk assessment, control and risk management. If the state seeks to transfer to a private company certain additional risks that it cannot manage, it will increase the duration of negotiations and remuneration of the company. If the private party tries to take responsibility for the technical, commercial and financial risks, then it should question the value of the contract or the competence of the private company [8].

The procedure for determining the distribution of risk has the following steps [5]:

**Step 1:** All project risks should be identified. These include the overall risks of public-private partnerships, as well as the risks of specific projects (for example, public health risks in the water supply project).

**Step 2:** Identifying the main services that will be provided by the state and for which the risks cannot be attributed to a private partner.

**Step 3:** It is necessary to check each of the remaining risks and identify those in which:

- The government is in the best position to manage them;
- A private partner is in the best position to manage them;
- None of the parties has control;
- In accordance with this, determine the optimal allocation of risks.

**Step 4:** Determine whether there are any risks from the remaining ones and how they should be allocated according to the conditions of a particular market or specific factors associated with the project.

**Step 5:** Final distribution of public-private partnership (PPP) risks, taking into account both Step 3 and Step 4, and using the contract to resolve any imbalance between the parties.

**Conclusions.** Today, it is crucially important for the successful implementation of the PPP-projects to be the distribution of risks between a public and private partner. This question is fairly widely presented in the studies, and one can conclude that there is no universal risk-sharing scheme at present. Nevertheless, most unsuccessful examples of the PPP implementation are due to the parties failing to agree on the distribution of possible risks (or individual risks are not distributed among participants at

all), when each PPP participant attempts to transfer responsibility to a partner. Particularly high individual risks in the PPP projects in the area of transport infrastructure, which are characterized by high capital intensity and difficulties in forecasting transport flows.

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## **TENDENCIES IN REFORMING THE EDUCATIONAL SYSTEM OF MODERN UKRAINE: NATIONAL AND REGIONAL ASPECTS**

**Abstract.** The author has analyzed the problem aspects of public administration of educational change in modern Ukraine. Special frameworks of public administration of educational change in an information society have been determined. The author has analyzed the categories of the implementation process of educational change. The author has explored the key features of external environment of such activity, formed by regulatory acts for settling relations in a particular area. The author has highlighted a set of contradictions of public management of educational change and recommendations for state agencies regarding the organization of an effective process of implementation of educational change as a social and political process with an emphasis on peculiar properties of the educational change.

It is determined that the updated legal and regulatory framework of the educational sector, at the same time, extends the scope of professional freedom of teach-

ing and, hence, sets high requirements for the professionalism of teachers. The change in the focus of educational activity by innovations is declared in terms of practice, interactivity and functionality. The teacher will now create educational and training programs tailored to the needs of students and local communities, will create an open learning environment, taking into account the potential of the school and involving the partners in the educational process.

However, it has been proved that the methods of active and problem-searching approach defined in the updated normative provision of education in Ukraine require appropriate conditions for the educational process. An active student becomes an active citizen; school, school environment and class become a micro-society. Like the society itself, the school environment is not devoid of conflicts or problem situations. It is in these conditions that students have the opportunity to learn to consciously identify their own interests and gain experience in civic activity.

**Keywords:** educational change, public management of educational change, education innovation, education renovation, education reform.

## **ТЕНДЕНЦІЇ РЕФОРМУВАННЯ ОСВІТНЬОЇ СИСТЕМИ СУЧАСНОЇ УКРАЇНИ: ЗАГАЛЬНОДЕРЖАВНИЙ ТА РЕГІОНАЛЬНИЙ АСПЕКТИ**

**Анотація.** Стаття присвячена аналізу оновленого нормативно-правового забезпечення розвитку освітньої галузі, яким визначаються особливості впровадження освітніх змін у сучасній Україні. У контексті даної проблематики значну увагу приділено дослідженню готовності освітньої системи до ініційованих змін, розуміння учасниками змін усіх нових можливостей розвитку, що потенційно з'являються внаслідок реформаторських перетворень. Автор визначає, що в сучасній Україні освітні зміни носять переважно структурний (трирівневість школи, створення опорних шкіл, автономія освітніх закладів, нові можливості для їхнього організаційного розвитку) та змістовий (нові програми та державні стандарти) характери. Автор обґрунтовує критичну потребу успішного закінчення реформи децентралізації влади, забезпечення реальної автономії закладів освіти в сучасній Україні, що створить органічну основу для здійснення реформи середньої освіти та впровадження інших масштабних освітніх змін.

Визначено, що оновлене нормативно-правове забезпечення освітньої галузі водночас розширює межі професійної свободи вчительства і звідси встановлює високі вимоги до професіоналізму педагогів. Зміну фокусу освітньої діяльності новаціями задекларовано у бік практики, інтерактивності та функціональності. Учитель тепер створюватиме освітні та навчальні програми відповідно до потреб учнів і локальних громад, облаштовуватиме відкрите навчальне середовище, враховуючи потенціал школи і залучаючи до освітнього процесу партнерів.

Однак доведено, що визначені в оновленому нормативному забезпеченні освіти в Україні методики діяльнісного та проблемно-пошукового під-

ходу вимагають відповідних умов навчально-виховного процесу. Активний учень стає активним громадянином; школа, шкільне оточення та клас стають мікросуспільством. Як і саме суспільство, шкільне середовище не позбавлене конфліктів чи проблемних ситуацій. Саме в таких умовах для учнів з'являється можливість навчитися свідомо визначати власні інтереси та отримати досвід громадянської активності.

**Ключові слова:** освітня зміна, публічне управління освітніми змінами, освітня інновація, оновлення освіти, освітня реформа.

## **ТЕНДЕНЦИИ РЕФОРМИРОВАНИЯ ОБРАЗОВАТЕЛЬНОЙ СИСТЕМЫ СОВРЕМЕННОЙ УКРАИНЫ: ОБЩЕГОСУДАРСТВЕННЫЕ И РЕГИОНАЛЬНЫЕ АСПЕКТЫ**

**Аннотация.** Статья посвящена анализу усовершенствованного нормативно-правового обеспечения развития сферы образования, которое влияет на особенности внедрения образовательных изменений в современной Украине. В контексте данной проблематики автор анализирует состояние и готовность образовательной системы к внедрению изменений, понимание участниками изменений всех новых возможностей развития, которые появляются в результате реформаторских преобразований. Автор определяет, что в современной Украине образовательные изменения носят преимущественно структурный (трехуровневость школы, создание опорных школ, автономия образовательных учреждений, новые возможности для организационного развития образовательных учреждений) и содержательный (новые программы и государственные стандарты) характер. Автор обосновывает критическую потребность успешного окончания реформы децентрализации власти, обеспечение реальной автономии учебных заведений в современной Украине. Это может создать органическую основу для осуществления реформы среднего образования и внедрения других масштабных образовательных изменений.

Определено, что обновленное нормативно-правовое обеспечение образования одновременно расширяет рамки профессиональной свободы учительства и отсюда устанавливает высокие требования к профессионализму педагогов. Изменение фокуса образовательной деятельности новациями задекларировано в сторону практики, интерактивности и функциональности. Учитель теперь будет создавать образовательные и учебные программы в соответствии с потребностями учащихся и локальных общин, обустривать открытую учебную среду, учитывая потенциал школы и привлекая к образовательному процессу партнеров.

Однако доказано, что определенные в обновленном нормативном обеспечении образования в Украине методики деятельностного и проблемно-поискового подхода требуют соответствующих условий учебно-воспитательного процесса. Активный ученик становится активным гражданином; школа, школьное окружение и класс становятся микрообществом. Как и само общество, школьную среду не лишено конфликтов или проблемных ситуаций.

Именно в таких условиях для учащихся появляется возможность научиться сознательно определять собственные интересы и получить опыт гражданской активности.

**Ключевые слова:** образовательное изменение, публичное управление образовательными изменениями, образовательная инновация, обновления образования, реформа образования.

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**Issue formulation.** The new Law of Ukraine “On education” was adopted on September 5, 2017 as the vast majority of provisions of the Law of Ukraine “On education” (1991) exhausted its regulatory value and ceased to answer modern problems of full disclosure of potential of each person, development of Ukraine as democratic, competitive the European state [1]. The law came into force on September 28, 2017 and declared a number of important innovations:

1) model of 3-level school – division of the earlier united comprehensive schools of I–III levels into elementary school (4 years of studying, starts from 2018), secondary (main) school (gymnasiums, 5 years of studying, starts from 2022), specialized high school – 3 years (lyceums and institutions of professional (specialized) secondary education, it begins in 2027);

2) transition to competence-based approach in education – determining of competences which pupils have to acquire (in the text of the Law they are defined as free knowledge of a official (state) language, ability to communicate on native (in case it differs from the official language) and foreign languages; mathematical competence; competence in the field of natural sciences, competence in technics and technologies; innovativeness; ecological competence,

informational and communicational competence, lifelong educating; citizenship and social competence, competences concerns ideas of democracy, justice, equality, human rights, wellbeing (welfare) and healthy lifestyle, with awareness of the equality of rights and opportunities; cultural competence; entrepreneurship and financial literacy, and other competences, provided by the educational standard) [1].

**Analysis of the latest researches and publications.** Numerous domestic and foreign scientists [2] take notice of a matter of the innovations. It is worth mentioning papers of Ukrainian scholars such as V. Kremen, S. Nikolaienko, V. Hromovyi, T. Finikov, L. Parashchenko and western theoreticians of educational changes such as M. Barber, J. Blase [3], L. Björk [3], T. Gummings [4], C. Worley [4], T. Kovalskyi, P. McLaren, F. Reimers, S. Sarason, T. Sergiovanni, and T. Timar. Factors of efficiency of educational changes, particularly procedural aspects of the process of their successful implementation, became a subject to works written by M. Fullan, G. Stanley [5], and others. In the given paper, we will review regulatory mechanisms of successful implementation of education changes at institutional level of national educational system, particularly through the example of higher schools.

**An article purpose** is to analyze Ukrainian practice of public management of educational changes, to identify the peculiarities of reforming public education policy in Ukraine.

**Main material presentation.** The law of Ukraine “On education” has declared the following institutional changes:

1) autonomy of schools (the school has power to accept the curriculum);

2) restriction for tenure of the principal (at most on two cadences, for 6 years each). Now the principal will be elected by special independent commission which includes the principals of public and private schools, public representatives, pedagogues of higher educational pedagogical institutions, representatives of regional state administrations;

3) National Agency for Quality Assurance in Higher Education of Ukraine will control and check educational establishments, but not local governing bodies responsible for education as it was before [1].

The responsibility of local self-government for ensuring quality of education in the corresponding regions (Art. 66) [1] is more clear outlined in the new Law of Ukraine “On education” in compare to the previous law. Indeed, this norm is demanded by the stage of implementation of the reform on decentralization in modern Ukraine. The powers of local self-government bodies in the field of developing of the network of educational institutions, the network of specialized educational institutions for students with special educational needs are significantly added in the new law. Similarly, it corresponds to the guarantees of providing

a right to education in its availability, equal access and quality [1]. If the previous Law of Ukraine “On education” rather narrowly outlined the content of constitutional right on education with allocation of its such components as equal conditions in access to education and free education in the state and municipal educational institutions, the new Law added a component of quality and continuity of education. Moreover, in the new Law of Ukraine “On education” there are declared such positions of the principles of public policy in education and the principles of educational activity as formation of respect to the rights and freedoms of the person, intolerance to humiliation of his/her honor and dignity; formation of citizenship culture and culture of democracy.

Regional councils, the Verkhovna Rada of the Autonomous Republic of Crimea, Kyiv and Sevastopol City Councils according to the new Law of Ukraine “On education” are responsible for ensuring availability of full secondary education and professional (specialized) education; regional (rayon), city councils and councils of the territorial communities are responsible for ensuring availability of preschool, primary and basic secondary education, extracurricular education; village, settlement councils are responsible for ensuring availability of preschool and primary school education. This important specification differentiates responsibility boundaries on administrative service of education in regions in the context of the creation of the joint territorial communities in Ukraine [1].

There are new roles which need to be planned and embodied in the updated standard ensuring education. In

particular, roles of the interaction of school with society, advocacy, communications. The new Law of Ukraine "On education" allocates educational institutions with a role of the centers of communities [1].

In the context of implementation of the reform on decentralization of the power and strengthening of the institutional ability of the amalgamated territorial communities, which began to be implemented since the end of 2014, the basic schools began to be created in Ukraine [6]. In view of this, secondary education appeared as the basis for the territorial communities, because it was one of the main functions of communities delegated by the state.

Basic schools were created with the purpose to improve considerably education level, in particular, in the rural zone. In accordance with explanations furnished in "Methodical recommendations about the development of the provision about the structural division of the executive body on education of the amalgamated territorial community" (The letter of the Ministry of Education and Science of Ukraine № 1/9-633 of 30.12.2015), it is supposed that management and financing of out-of-school (extracurricular), preschool educational institutions, elementary and secondary school (till the 9<sup>th</sup> grade) are transferred to the level of the amalgamated communities. Control of the high (specialized) school had to be organized at the higher level, than the amalgamated territorial community (in Poland it is on the level of the county). However, as in Ukraine the decentralizational processes do not provide creation of povits, and schools of I, II, III of degrees are not separated on all territory of the

country yet, so the high school is being operated by community too so far. In addition, the implementation of management of the vocational (specialized) school is provided at the level of area.

Control of education of the territorial community by local self-government significantly differs from the administration of a network of educational institutions by regional state administrations in the previous management system. First, the governing body in education of local community has not only operational powers (support of the current activities of an educational network of the community), but also for strategic (planning and prediction of development of an education system in local community) levels. Secondly, if the principal of the body of administrative service responsible for education in local community is assigned by the chairman of local community who is elected by the public of local community, then the manager of the regional department of education was appointed to a position by the head of regional state administration, who in turn is elected by the President (without involvement of community). First of all, the governing body of education as well as all system of local self-government in local community are accountable to society and works in its interests. Moreover, administrative service of a network of educational institutions in local community is directed to the maximum delegating of educational and methodical powers on the level of educational institutions. Thus, the question is about the extension of autonomy of schools [7].

The amalgamated territorial communities received big powers and re-

sources, but, on the other hand, face with challenges, in particular how to provide educational network in the conditions of demographic crisis and limited financing. It generates an additional request for responsible and competent local leaders.

According to the current legislation, the amalgamated territorial community can create own or joint governing body of education with several other communities, or delegate appropriate powers to one of the partners of cooperation. An important element of the creation of an effective system of administrative service education of the joint community is a delegation of administrative powers on the level of educational institutions in combination with appropriate management inside this institution. It allows to significantly save the funds on optimization of the structure of executive bodies of society [7].

Formation of the local communities creates numerous opportunities for locals to impact directly on providing high-quality educational services, in particular, to resolve issues of material support of educational institutions. Local communities independently resolve an issue of funding of the network of preschool educational institutions, schools (which communities will be able to support). Hence, the point is about the creation of the most optimum network of educational institutions for society. Local community receives an educational subvention from the government budget of Ukraine, counted by the number of pupils taking into account a number of coefficients for financing of schools (operating costs). Capital expenses of schools have to be financed from the budget of

the local community, however, funds of a subvention can be allocated for capital expenses if there are no debts on the protected articles. Likewise, operating costs of schools can be financed from budgets of communities. The remains of funds of a subvention at the end of the fiscal year remain at schools and can be used for providing capital expenses.

The first competition on creation of basic schools in regions took place in the spring of 2015. Now each local community independently resolves an issue of creating the basic schools which play a peculiar function as the center of the educational district, including the local community educational institutions. Each local community has to have branches which can be elementary schools or schools II of degree (the secondary school). On 1.11.2017 there were 450 schools and 900 of their branches in Ukraine [6].

About substantial transformations in education. With the order of the Cabinet of Ministers of Ukraine from 14.12.2016. № 988-r "About approval of the Concept of implementation of public policy in the sphere of reforming of the secondary education "Modern Ukrainian School" until 2029" was approved the Plan of measures on the implementation of the Concept of Modern Ukrainian School in schools of I degree during 2017–2018. According to the Plan 100 schools have begun working since September, 2017 in Ukraine, These schools are the basics for the concept of Modern Ukrainian School and they use the project of new State standard of the primary education and technique "training by action" within the frameworks of these contents. the final version of State standard of the prima-

ry education is prepared on the basis of this piloting and public discussion. The content of primary education, proceeding from the new standard, is developed on the basis of competence-based approach. The standard provides the integrated training at elementary school, partnership of the teacher and pupil in the educational process. It is important that social and citizenship competences are defined among the key competences in the concept "New Ukrainian school".

Since January 2018 in Ukraine Teachers of the elementary school who are taking first graders in 2018, will have special training in order to begin implementation of approaches of Modern Ukrainian school 2018 across all Ukraine and to work with the use of new State standard of the primary education.

In August 2016 The Board of the Ministry of Education and Science of Ukraine accepted the changes to 13 curriculums for pupils of the elementary school providing big freedom to teacher, and the identity of the pupil is determined as a major factor of educational activity. The project of new State standard of the primary education, which is now at a stage of public discussion, supports separate special "civil and historical" educational branch with semantic lines, providing formation of citizenship competences. In accordance with the specified educational changes above, in June 2017 there were updated curriculums for 5–9 grades (secondary school). Four cross-cutting thematic lines including "citizenship liability" were entered for the purpose of an effective combination of several educational tasks in the course of teaching all school subjects. Work on updating of

programs was carried out by the principle "from concentration on subject to concentration on child", and provided equilibrations of knowledge and competence-based components of the content of education. Updates of training programs became the effective tool for the implementation of innovative techniques of training.

National and patriotic, civil education are the most relevant as fundamental among the educational directions in modern Ukraine. They correspond to the relevant requirements and challenges of the present and lay the basis for the formation of the consciousness of present and future generations. With this background, there were approved the Concept and The Actions of providing the Concept of national and patriotic education of children and youth and also methodical recommendations on national and patriotic education in secondary educational institutions" by the order MOS of Ukraine of 16.06.2015 № 641 "About the approval of the Concept of civic education of youth in Ukraine".

**Conclusions of the research and prospects of further researches in this direction.** Therefore, changes in modern Ukraine carry the structural character (creation of basic schools, the Concept of "Modern Ukrainian School") and substantial (new programs and state standards).

Upgraded legislative support of educational sphere expands a framework of professional freedom of teaching and, at the same time establishes high requirements for the professionalism of teachers. We change the focus of educational activity into innovations and this is declared towards practice, interactiv-

ity, and functionality. Nowadays, teacher will create educational and training programs according to needs of pupils and local communities, will equip opened the educational environment, considering the capacity of school and involving partners in the educational process.

However, the techniques of activity and problem search approach, which are defined in the updated Standard ensuring education in Ukraine, demand the corresponding conditions of teaching and educational process. School faces with the need to restructure school life on democratic principles and to create a new training model for implementation of democratic education by accepting a challenge to integrate education for democratic citizenship and human rights education into the system of training. If pupils acquire knowledge through passive forms of education, then they can acquire competences only through informative forms (demonstration, practice, and training). The active pupil becomes the active citizen; the school, a school environment and a class become micro-society. The school environment is not deprived of the conflicts or problem situations as well as society. Here (in such conditions) appears an opportunity for pupils to learn to define consciously their own interests and to get the experience of taking active part in life of society.

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## ADMINISTRATION DECISION-MAKING UNDER THE CONDITIONS OF EMERGENCY

**Abstract.** The author has analyzed the problem aspects of public administration of educational change in modern Ukraine. Special frameworks of public administration of educational change in an information society have been determined. The author has analyzed the categories of the implementation process of educational change. The author has explored the key features of external environment of such activity, formed by regulatory acts for settling relations in a particular area. The author has highlighted a set of contradictions of public management of educational change and recommendations for state agencies regarding the organization of an effective process of implementation of educational change as a social and political process with an emphasis on peculiar properties of the educational change.

It is determined that the updated legal and regulatory framework of the educational sector, at the same time, extends the scope of professional freedom of teaching and, hence, sets high requirements for the professionalism of teachers. The change in the focus of educational activity by innovations is declared in terms of practice, interactivity and functionality. The teacher will now create educational and training programs tailored to the needs of students and local communities, will create an open learning environment, taking into account the potential of the school and involving the partners in the educational process.

However, it has been proved that the methods of active and problem-searching approach defined in the updated normative provision of education in Ukraine require appropriate conditions for the educational process. An active student becomes an active citizen; school, school environment and class become a micro-society. Like the society itself, the school environment is not devoid of conflicts or problem situations. It is in these conditions that students have the opportunity to learn to consciously identify their own interests and gain experience in civic activity.

**Keywords:** public administration, administration, civil protection, emergency, administration decision.

## **ПРИЙНЯТТЯ УПРАВЛІНСЬКИХ РІШЕНЬ В УМОВАХ НАДЗВИЧАЙНИХ СИТУАЦІЙ**

**Анотація.** Сучасна система державного управління, яка наділена адміністративно-правовими повноваженнями, не може повністю виконати покладені на неї завдання щодо забезпечення захисту населення і територій від надзвичайних ситуацій, тому актуальним є її удосконалення у сфері запобігання та ліквідації надзвичайних ситуацій (НС).

Державні службовці та особи, які приймають політичні рішення, змушені визнати той факт, що конфлікти та кризи потенційно можуть мати місце в будь-якій сфері їх відповідальності. Кризові ситуації вимагають з їх боку послідовних дій, спрямованих на відновлення суспільної довіри та цілісності управлінських механізмів, в той час як надзвичайні ситуації можуть також потребувати зусиль, що мають обмежити масштаби збитків для людей, їх власності та навколишнього середовища. Історичний досвід показує, що НС легко перетворюються у політичні кризи та, в свою чергу, в політичні конфлікти там, де влада втрачає контроль над розвитком подій.

Ризики виникнення надзвичайних ситуацій природного і техногенного характеру є фактором, що визначає якість життя у регіонах будь-якої країни. На жаль, для України ці ризики є достатньо високими, що зумовлює нагальну потребу докладного опрацювання організаційно-управлінських підходів до вирішення цієї комплексної проблеми. Викладене зумовлює визнання того, що традиційні підходи до управління подоланням комплексних наслідків надзвичайних ситуацій, як доводить досвід їх застосування, часто призводять до незадовільних результатів. Також серйозною проблемою організації ефективного управління за умов надзвичайних ситуацій є реальне

ускладнення або відсутність координації дій офіційних урядових, відомчих і неурядових органів. Традиційні підходи до управління НС, як доводить досвід їх застосування, часто призводять до незадовільних результатів.

Зменшення часу на розроблення, прийняття та реалізацію управлінських рішень, зростання невизначеності та ризику, необхідність залучення з резервів додаткових ресурсів, наявність різних режимів функціонування системи державного управління в умовах надзвичайних ситуацій свідчать про те, що державне управління у цій сфері має певні особливості. Їх урахування в діяльності органів державного управління в умовах надзвичайних ситуацій дасть можливість зменшити вірогідність прийняття неадекватних управлінських рішень, сприятиме економії ресурсів та часу на ліквідацію наслідків надзвичайних ситуацій, зменшенню збитків.

Системний підхід до управлінської діяльності припускає, що вона може бути досліджена як із точки зору змісту, так і з точки зору форми її прояву. Цілі, функції і методи управління в комплексі характеризують зміст діяльності і можуть мати різні аспекти. Визначальним аспектом може бути названий методологічний, що відображає сукупність принципів, закономірностей і законів, реалізованих у процесі управління і які дозволяють визначити, з якою метою, на що і як варто впливати для одержання бажаного результату, у тому числі у виробленні управлінських рішень в умовах надзвичайних ситуацій.

**Ключові слова:** державне управління, управління, цивільний захист, надзвичайна ситуація, управлінське рішення.

## **ПРИНЯТИЕ УПРАВЛЕНЧЕСКИХ РЕШЕНИЙ В УСЛОВИЯХ ЧРЕЗВЫЧАЙНЫХ СИТУАЦИЙ**

**Аннотация.** Современная система государственного управления, которая наделена административно-правовыми полномочиями, не может полностью выполнить возложенные на нее задачи по обеспечению защиты населения и территорий от чрезвычайных ситуаций, поэтому актуальным является ее совершенствование в сфере предупреждения и ликвидации чрезвычайных ситуаций (ЧС).

Государственные служащие и лица, принимающие политические решения, вынуждены признать тот факт, что конфликты и кризисы могут иметь место в любой сфере их ответственности. Кризисные ситуации требуют с их стороны последовательных действий, направленных на восстановление общественного доверия и целостности управленческих механизмов, в то время как чрезвычайные ситуации могут также потребовать усилий, должны ограничить масштабы убытков для людей, их собственности и окружающей среды. Исторический опыт показывает, что ЧС легко превращаются в политические кризисы и, в свою очередь, в политические конфликты там, где власть теряет контроль над развитием событий.

Риски возникновения чрезвычайных ситуаций природного и техногенного характера являются фактором, определяющим качество жизни в регионах любой страны. К сожалению, для Украины эти риски достаточно

высокие, что приводит к насущной необходимости детальной проработки организационно-управленческих подходов к решению этой комплексной проблемы. Все вышеизложенное обуславливает признание того, что традиционные подходы к управлению преодолением комплексных последствий чрезвычайных ситуаций, как показывает опыт их применения, часто приводят к неудовлетворительным результатам. Также серьезной проблемой организации эффективного управления в условиях чрезвычайных ситуаций является реальное осложнение или отсутствие координации действий официальных правительственных, ведомственных и неправительственных органов. Традиционные подходы к управлению ЧС, как показывает опыт их применения, часто приводят к неудовлетворительным результатам.

Уменьшение времени на разработку, принятие и реализацию управленческих решений, рост неопределенности и риска, необходимость привлечения из резервов дополнительных ресурсов, наличие различных режимов функционирования системы государственного управления в условиях чрезвычайных ситуаций свидетельствуют о том, что государственное управление в этой сфере имеет определенные особенности. Их учет в деятельности органов государственного управления в условиях чрезвычайных ситуаций позволит уменьшить вероятность принятия неадекватных управленческих решений, способствовать экономии ресурсов и времени на ликвидацию последствий чрезвычайных ситуаций, уменьшению убытков.

Системный подход к управленческой деятельности предполагает, что она может быть исследована как с точки зрения содержания, так и с точки зрения форм ее проявления. Цели, функции и методы управления в комплексе характеризуют содержание деятельности и могут иметь различные аспекты. Определяющим аспектом может быть назван методологический, отражающий совокупность принципов, закономерностей и законов, реализованных в процессе управления и позволяющие определить, с какой целью, на что и как следует воздействовать для получения желаемого результата, в том числе в выработке управленческих решений в условиях чрезвычайных ситуаций.

**Ключевые слова:** государственное управление, управление, гражданская защита, чрезвычайная ситуация, управленческое решение.

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**Statement of the problem.** At present time, in the field of civil protection which is one of the components of the national security of Ukraine, there is an urgent need to develop methodological approaches to justifying administration decision-making under complex emergency factors which are uncertain.

The current system of public administration which has administrative and legal power cannot fully fulfill its mandated tasks on ensuring the protection of population and territories from emergencies, thus improvement of this system in the field of emergency prevention and liquidation is regarded as a critical issue.

Administration decision-making in emergency is considered a vital process, for example, in the events of fires, catastrophes, natural disasters where it is not just a matter of optimal use of material and financial resources but first of all, of people's lives, children's lives in particular, and every second counts for them.

It is emergency that compels to mobilize significant material, financial and human resources for elimination of consequences. Moreover, the thorniest question is optimal, prompt and adequate use of resources. For the above reasons, there is no doubt about the importance of effective administration during liquidation of consequences of any emergency.

Civil servants and political decision-makers are obliged to recognize the fact that emergencies, conflicts and crises can potentially occur in any area of their responsibility. Crisis situations require consistent actions to restore public confidence and integrity of administration mechanisms, while the emergency may also need efforts to limit the extent of damage to people, their property and the environment. Historical experience shows that the emergency is easily transformed into political crises and, in turn, into political conflicts during which authorities lose control of the development of events.

It is traditionally believed that actions under the conditions of crises and emergency are the prerogative of executive bodies. However, in recent times, experts tend to acknowledge the fact that the task of ensuring readiness to operate in challenging environment extends to all public authorities with-

out exception, as well as non-governmental organizations and institutions. Adequate understanding of this idea refers to clear knowledge of the nature of crisis situations and emergency in terms of the functions and tasks of public administration.

Operation in crisis situations and emergencies is significantly different from routine behaviour as new and unfamiliar tasks are assigned to managers and their subordinates, routine procedures change, as well as priorities and responsibilities. As a rule, the situations involve close cooperation with various institutions and structures that are not part of the usual circle of communication. There are tight time limitations that interfere with clarifying who is responsible for sorting the problem out. In that regard, the key importance is given to the degree of readiness to act under similar circumstances, determining the scope of responsibilities in advance and division of tasks. A high degree of readiness involves the ability to face a larger range of challenges and potential threats in comparison with people's own experience.

The reputation of any institutions and their leadership may depend on the degree of readiness to operate effectively under severe conditions. In this regard, the crisis poses not only new threats to managers but also gives them new opportunities (effective actions at crisis time and during emergency can help the career development and strengthen profile of leadership).

Analysis of recent studies and publications. The issue of making management decisions in any emergency were studied by the scientists: S. Andreiev, O. Barylo, P. Volianskyi, V. Mykhailov,

S. Poteriaiko, V. Tyshchenko, H. Sytnyk, B. Khalmuradov.

**The purpose of this article.** The purpose is to investigate the issue of making administration decisions in the emergency by studying technology, mechanisms and principles of administration decision-making under the rapid changes of limitations and boundary conditions.

**Statement of the main material.**

At the present time in Ukraine, on the one hand, the industrial and agricultural infrastructure is sufficiently developed, on the other hand, technological equipment in industry and transport has become worn and obsolete, there are also certain climatic and geographical features of our country. This creates a potential threat of large-scale catastrophes with significant human casualties that could cause the state known as an emergency. The potential danger is man-made disasters, the number of which has increased not only in Ukraine but also in the world with a constant tendency on average 5–7 % per year followed by harsh consequences.

The issue of administration has become especially important due to fundamental changes that have taken place in recent years in the field of protection of the population and territories from emergency both in Ukraine and throughout the world. The main task of administration is to ensure the effective use of potential of the involved forces and successful tasks fulfillment within a specific time frame under any conditions.

During 2017, in Ukraine there were registered 166 emergencies ([www.dsns.gov.ua](http://www.dsns.gov.ua)) which according to the Nation-

al Classifier “Emergency Classifier” SC 019:2010 were divided into: anthropogenic – 50; natural – 107; social – 9.

As a result of these emergencies, 172 people (including 29 children) were killed, and 892 people (including 417 children) were injured.

All the emergencies in 2017 were different in scale and subdivided into: state level – 2; regional level – 8; local level – 69; site level – 87.

Compared to 2016, the total number of emergencies in 2017 increased by 11,4 %, while the number of man-made emergencies decreased by 10,7 % but the number of natural and social disasters increased by 20,2 % and 125 % respectively. Also, in 2017 there is a reduction in the number of deaths and injuries during emergencies – by 6 % and 50,6 % respectively.

Administration process is one of the most important component of the emergency response, and its influence increases in proportion to the scope of the emergency, complexity of the situation, increase in the number of forces and need for material resources.

The larger the scope of emergency, the higher requirements to administration, and the more final outcomes of the consequences elimination depend on the effective administration.

In the research literature there are both extended and narrow understanding of decision-making in administration [1, p. 16–17; 2, p. 94]. In a broad sense, decision-making is identified with the whole process of administration. Broad understanding encompasses not only the decision-making process but also its implementation and control of the results. However, this view does not correspond to the conception that

the ultimate result of a decision is the decision itself.

In the narrow sense, decision-making is considered only as a choice of the best solution for numeral alternatives. Analyzing the narrow view, it is important to realize that alternatives do not arise spontaneously [1, p. 88–89; 2, p. 16–20]. The decision-making process involves not only the choice of the best option but also finding alternatives, establishing criteria for evaluation, a method for evaluating alternatives, etc.

Taking that into account, we can propose the definition of the category “decision-making”: decision-making is a process that starts with the statement of the challenging situation and ends up with the choice of solution, that is the steps towards eliminating the problem situation [3, p. 67–69].

Key factors influencing emergency liquidation are the following: political, economic, institutional, social and humanitarian, psychological, technological, informational, organizational, spatial and temporal [4, p. 102].

Political factors reflect the distribution of the main tasks among central and local government bodies, they are: The Cabinet of Ministers of Ukraine, ministries and territorial authorities.

Economic factors include financing of measures on emergency elimination, compensation of losses to the victims, logistical support for measures in civil protection which are considered as a complex of organizational, engineering, technical, legal and other arrangements aimed at the continuous maintenance of government and civil protection forces, as well as the support of the population suffering from emergency.

By the institutional factors we mean a set of rules, organizations and institutional conditions, namely: laying the foundation for safe living in Ukraine, balanced economic and environmental policy, well-considered use of nature, recreational restoration of territories, creation of efficient bodies to administrate emergency prevention. The basic principles of safety are the ways of practical application of achievements on life safety for the sustainable harmonious development of people and society.

The social and humanitarian factor reveals the volunteer movement, that is informational and educational performance, training on pre-hospital skills, professional development of rescuers-volunteers, encouraging the population to disseminate some knowledge on safe behavior and survival in a variety of different circumstances.

The psychological factor is prevention of panic among victims, psychological support for search and rescue teams’ professional activity, and as a mandatory task is carrying out medical and psychological rehabilitation of rescuers and the personnel of mobile medical teams.

Information factor is seen as application of modern information and telecommunication technologies to support the administration decision-making, to receive timely and adequate information on the consequences of emergency and the situation in the emergency zone, the technology of OLAP analysis and spatial analysis by means of GIS technologies in determining the emergency zone, automatized monitoring systems of the hydropower structures and nuclear power plants.

Organizational factor reveals the goals and tasks of the Unified State

Civil Protection System (USCPS) as a set of governing bodies, forces and means of central and local executive authorities, the Council of Ministers of the Autonomous Republic of Crimea, executive bodies of councils, enterprises, institutions and organizations that ensure state policy implementation in the field of civil protection.

The spatial and temporal factor shows that the USCPS operates constantly throughout Ukraine. Depending on the emergency scope and peculiarities which is arisen or anticipated, one or another regime of the USCPS operation is established in Ukraine: day-to-day functioning; high readiness; emergency situation; emergency state.

To sum up, it should be noted that the combination of economic and psychological factors influencing the process of liquidation of consequences of emergency can be expressed in a negative sense. At the same time, the combination of informational and social and humanitarian factors helps to optimize administration decisions and bring assistance closer to the victims. Rejection of the importance of the political and economic factors, neglecting the problem of adequate financial support of civil protection measures both during the emergency elimination and emergency prevention may lead to a decrease in the level of natural and technological safety of Ukraine.

Emergency or crisis scenarios can be divided into phases [5, p. 3].

The risk minimization phase consists of measures aimed at reducing the probable negative consequences of a crisis situation or emergency. Their purpose is to identify vulnerable ad-

ministration units and take preventive measures to reduce their vulnerability. The list of the actions includes:

- carrying out research into identification of risks and possible crisis states;
- risk assessment (ranking according to the importance and relevance);
- scenarios and predictive models analysis (including identification of the “worst” scenarios);
- retrospective analysis of experience in such circumstances;
- identification of experts and specialists to be involved in situations of possible crisis or emergencies;
- creation and implementation of permanent monitoring systems.

Readiness phase. The steps aimed at providing readiness include planning of operational and communication measures, the main parameters of the relevant actions, organizational behavioral patterns, required resources, and trainings on actions as planned. There should not be too voluminous and complicated plans which are impossible to study in the real state of emergency due to lack of time.

The plan of operational measures for emergency liquidation is a framework document which includes all the critical information for managers to effectively identify crisis situations and emergencies in accordance with the plan:

- administrative structure (list of people responsible for actions in the situations, distribution of power, type of interaction with other institutions (organizations) and their operational headquarters);
- administrative procedures for the plan implementation in the event of crisis situation or emergency;

- organizational and technical support (premises and equipment allocated to the crisis operational headquarters);
- crisis management and emergency administration.

The plan of communication measures includes guidelines for actions before, during and after the crisis or emergency. The plan is intended to help all participants involved in joint actions to maintain a single assessment system in their comments and reactions to the events that are happening. The plan also determines people authorized to communicate with the media and public, target audiences, organizational and technical needs.

The operational headquarters usually consist of key individuals of the organization (institution) considering their specialty and experience. Members' roles and responsibilities in the operational headquarters, as well as the authority of the headquarters themselves should be outlined in the plans of operational arrangements.

Identification of partners involves establishing preliminary contacts between the main institution and external structures that provide support in the process of eliminating the consequences of any emergency or crisis. The main agency should coordinate its emergency (operational) plan with these institutions (organizations). Relationships and agreements that partners had before the beginning of crisis situations or emergencies can significantly facilitate effective coordination of actions at the time of their occurrence.

Setting up the systems involves ensuring the uninterrupted functioning of all organizational and technical resources listed in the emergency

plan (the lack of critical components can paralyze activities under the conditions of emergency or crisis situation). This list includes: buildings and premises; communication equipment (telephones, fax machines, computers and network equipment, video systems, etc.); available and backup equipment with consumables, and technical staff.

Any plans may be useless and ineffective if they have not been verified in practice. Moreover, the very existence of these plans can give managers a false sense of security and readiness. In order to avoid that, plans should be periodically tested, the operational team, along with additional technical staff, must undergo appropriate trainings. Trainings can help:

- support an adequate level of participants' expertise regarding their duties and powers;
- familiarize the staff with the specific content of the plans of operational measures and communications;
- acquire by the staff the skills of handling the equipment and procedures to implement the plans;
- transform the abstract points of a plan into the specific actions of the experts;
- clarify the discussion points and unclear details.

Each training exercise in any discussion should be ended by summarizing the results and identifying strengths and weaknesses in the staff's operation. It allows to adjust the plans and make changes to distribution of responsibilities and fields of activity.

The response phase includes measures taken in a particular crisis situation or emergency which are designed to keep the situation under control and

minimize its negative consequences. It should be borne in mind that responses can be iterative and non-stop in nature due to the high degree of uncertainty that characterizes crisis situations and emergencies.

An assessment of the situation involves collecting information about a particular crisis situation or emergency and verifying the reliability of sources. This step allows to assess the scale of the problem and establish the structure of decision-making, if this problem belongs to the scope of this responsibility. The corresponding body, for its part, decides on the implementation of operational plans and communications if considers it essential.

Decision-making is the most important function of management as its successful implementation ensures achievement of goals by the organization. Due to inability to carry out this process efficiently and rationally, due to the lack of a mechanism for its implementation and technology most state institutions are affected in Ukraine. The success of any institution or administration body of all areas of operation largely depends on this fact, especially in Ukraine, where most organizations and governance bodies have the first stage of their development, and their choice of technology to solve the problems is rather important.

Decision-making along with coordination and communication is one of the most important internal organizational processes, and the feature of this process is that it is directly aimed at achieving the goals by the institution or administration body.

In the narrow sense, decision-making is a process that begins with the

statement of the problem and culminates with the choice of ways dealing with it. In this case decision-making is considered only as a choice of the best solution from a variety of alternatives. However, the decision-making process is not made up only of choosing the best options but also of finding alternatives, establishing criteria for evaluation, choosing a method for assessing alternatives, etc.

The process of making managerial decisions is influenced by a multitude of factors [3, p. 70–97; 6, p.153–154; 7, p. 113–118]. The most important among them are the following:

- risk factor: there is always the possibility of making wrong decisions that may unfavorably affect the organization. Managers take a risk factor into account consciously or subconsciously when making decisions because it relates to growing responsibilities;

- time which is given to the manager to make a decision. In practice, most executives are not able to analyze all possible alternatives owing to time constraints;

- extent of support from the leader for the team. This factor takes into account the fact that new managers are not perceived immediately. If there is not enough understanding and support from other managers and subordinates, the problem has to be dealt with at the expense of the personal traits which should contribute to the implementation of the decisions.

Regardless of how managers make decisions and are responsible for them they must have relevant skills to make the right decisions.

- the policy of the organization (institution). In this case the subject-

tive factor is taken into account during decision-making. Status, power, prestige, ease of implementation — all these things can affect decision-making.

Three basic decision-making models are distinguished in the theory of management: classical, behavioral, and irrational.

The classical model is based on the concept of “rationality” in decision-making. It is assumed that the person making decisions must be absolutely objective and logical, have a clear goal, and all their actions are aimed at selecting the best alternative.

According to the classical model, the person making decisions should have:

- clear purpose of the decision;
- complete information on the decision-making situation;
- full information on possible alternatives and their consequences;
- a rational system of organizing benefits according to their importance;
- always aim at maximizing the results of the organization’s performance.

Consequently, the classical model implies that the conditions for the decisions should be sufficiently defined.

However, in practice many restrictive and subjective factors influence the decision-making process. The behavioral model takes into account this combination of the factors in the decision-making process.

According to the behavioral model, a person who makes decisions:

- does not have complete information on the decision-making situation and all possible alternatives;
- is not able (is not inclined) to predict the consequences of possible alternatives.

Decision-making in any organization is a conscious choice of existing options or alternatives of actions that reduces the gap between the present and the future desirable state of the organization [6, p. 154; 8, p. 121–122]. The decision-making process consists of different elements, and it is always bound to contain such elements as problems, goals, alternatives, and solutions. This process is the basis for planning activities, because planning is a set of solutions for allocating resources and their use to achieve goals. Decision making is the core for life to spin around. Any decision can be regarded as a product of administration work, and its adoption is considered as a process that generates this product.

Decision-making is ensured by managers at different levels and has rather formalized nature since the decision concerns not only one person but more often it relates to the unit or organization as a whole.

The most important issue of the successful operation of any organizations (institution, department, unit) is how the organization can recognize problems and deal with them. Each solution is aimed at some kind of problems, and the right decision as much as possible meets the goals of the organization. Goals to be achieved are sometimes not sufficiently understood. Setting inaccurate goals means that wrong solutions are possible which can lead to much greater dissipation of resource than if there are inefficient solutions to well-defined problems. In this regard, the role of the leader is critical because decision-making is not only a process but a type of mental activity and manifestation of the person’s will.

Taking into consideration the statements above, the task of emergency administration is constant managing and control by the governing bodies and the authorized head of emergency of the forces and means, and tasks fulfillment on emergency liquidation or disaster consequences.

The main tasks of administration during the emergency event are: maintaining a high level of personnel moral and psychological state and constant readiness to act; timely planning of actions for forces; constant data collection and examination of the information on emergency situation; decision-making and communication to subordinates; providing continuous interaction; gathering and evacuation of the population from the emergency zone; training the forces and preparing means to carry out emergency search and rescue and other urgent works on emergency liquidation; forces and facilities arrangements; control over the timely implementation of activities and tasks by subordinates and relevant assistance to them [3, p. 94–100; 5, p. 5–8; 7, p. 24–30].

The basis of administration is the decision made by the person in charge of emergency liquidation who is fully responsible for the subordinated forces and successful accomplishment of tasks on elimination of the aftermath of emergency.

In the field of administration psychology, the concept “problem” is used to indicate the gap between the desired state (primarily goals) of the organization and its actual state. Thus, the solution to the problem is considered as a means to overcome the gap, a choice of one of many objectively existing cour-

ses of action (alternatives) allowing you to move from the observed state to the desired one.

Responsibility for making important decisions is a heavy moral burden which becomes particularly apparent at higher levels of administration. However, managers of any rank deal with property owned by other people, and affect their lives. If the manager decides to dismiss a subordinate, a person can be badly hit. If a bad employee is not stopped, the organization can suffer which will negatively affect all the employees. Therefore, the head, as a rule, can not take unconsidered decisions [7, p. 71–76; 9, p. 181–200].

The variety of solutions represents a certain system understanding of which is facilitated on the basis of a systematic approach. In such a system, solutions should indicate both general and specific features of any decisions. Consequently, the main differences between administration decisions are goals, consequences, division of labor, expertise.

The agent of administration (an individual or a group) makes decisions taking into consideration problems of an organization but not own interests or needs.

The leaders, especially at the high level, do not only adhere to their own course of actions but to an organization as a whole and its employees, and their decisions can significantly affect the lives of many people. If the organization is large and influential, leaders' decisions can seriously affect the social and economic situation of entire regions.

There is a definite work-sharing in the organization: some employees (managers) are busy with emerging is-

sues and decision-making while others (executors) deal with the implementation of the decisions.

In the administration field decision-making is a complicated, responsible and formalized process requiring professional training. Not every employee of the organization but only one who has certain professional knowledge and skills is empowered to make decisions on his own.

Considering these distinctive features of decision-making, the following definition of the concept "administration decision" can be given: administration decision is the choice of an alternative executed by the manager within the limits of his official authority and competence, and is aimed at achieving the goals of the organization (institution, unit).

During the administration process, a huge variety of different decisions are made. However, there are some common features that make it possible to categorize these decisions in a certain way.

According to the frequency of the problem to be addressed, all administration decisions can be subdivided into traditional ones that are rather frequent in administration practices, and it is only necessary to make choices from already existing alternatives; and non-standard, innovative decisions related to the generation of new alternatives.

Any administration decision is aimed at achieving a specific result so the purpose of administration is to find such forms, methods and decision-making tools that could contribute to achieving optimum results under specific circumstances.

Development, adoption and implementation technology for decisions and

procedures as well as logical, analytical, information retrieval, computing and other operations should involve clear consistency. When working out administrative arrangements, it is necessary to establish the procedure to implement certain operations related to the collection, flow, storage, processing, analysis of information, its delivery to structural units and individual workstations, as well as to determine other activities resulting from the need for dealing with economic matters.

Rational technology for making and implementing administration decisions should include the following stages: preparation of the decisions; decision-making; implementation of the decisions.

At the stage of preparing to decision-making it is necessary to follow the procedure which usually consists of five stages. We suggest considering these stages in detail.

At the first stage the problem that needs to be solved is cleared up, as well as cause-and-effect relations of this problem, the result of this work is analyzed and the ability of the institution to sort this problem out is established.

At the second stage a deep systematic study of the problem itself is conducted, and objectives and intermediate goals are formulated.

The third stage indicates the potential of the administration system to address the emerging problems. Processing of various options to solve this problem is carried out.

At the fourth stage a choice is made for the solution to the emerging problem, and at the fifth stage some arrangements on the implementation of the ad-

ministration decisions and monitoring the process with strict time constraints are conducted.

As a rule, commonly accepted methodological approaches to the process of making administration decisions do not fully reflect indicators that characterize the effectiveness of the administration decision or a number of decisions.

This study tends to improve the process of making administration decisions by the administration bodies of the State Emergency Service of Ukraine which is an integral part of the Unified state system of civil protection aimed at enhancing the efficiency of operation to save lives and health of people suffering from disasters.

It is argued that the process of justification, adoption and implementation of administration decisions has both objective and subjective components, is clearly formalized and requires intuition, skills and knowledge of the person who makes the decisions.

To streamline the process of making administration decisions as a set of formal and informal procedures, it is reasonable to use the technology of decision-making that will allow to analyze the decisions made earlier and to make optimal ones.

We find the technology of making administration decisions with several iterative stages interesting.

On the whole, stages are as follows: 1) problem setting; 2) preparation for administration decisions; 3) administration decision-making, and 4) implementation of the administration decisions.

The first stage is for decision formulation when the processing of informa-

tion on the current operational situation in the emergency zone takes place. The determination of the urgent problems and monitoring of available resources for the emergency elimination are carried out.

At the second stage of preparation of administration decisions special attention is paid to determining the criteria for choosing sound administration decisions. For this purpose, several scale options can be used, such as qualitative, quantitative, and ranking.

The type of uncertainty (stochastic, natural, behavioral, etc.) depends on the number of indicators used to process an administration decision.

At the stage of administration decision-making possible alternative solutions along with the "best" and "worst" options should be considered. At this stage, experts are invited to consider thoroughly the proposed solution.

At the fourth stage of the implementation of administration decisions there is a need to have a system to monitor the operation of the civil protection administration bodies, forces and facilities of the operational and rescue units on tasks fulfillment, and also it is essential to have an appropriate regulated procedure for assessment of decisions according to the parameters of effectiveness, quality and efficiency. The assessment should be carried out with the assistance of specialists who have their own experience in eliminating the consequences of emergency.

The important point in administration decision-making to overcome the emergency consequences, especially medical and sanitary ones, is the assessment of effectiveness of the administration decisions.

**Conclusions.** Administration decision-making during any emergency is considered vital, for instance, in the event of fires, catastrophes, natural disasters, and it is not just about the optimal use of material and financial resources but primarily about people's lives.

Time reduction for the development, adoption and implementation of administration decisions, the growth of uncertainty and risk, the need to attract additional resources from the reserves, and the availability of different modes of operation of the public administration system under the emergency conditions indicate that public administration in this area has certain features. Taking them into consideration by the state administration bodies under the emergency will make it possible to reduce the likelihood of inadequate administration decisions, contribute to saving resources and time to eliminate the consequences of the emergency and reducing losses.

It should be noted that the assessment of the quality of administration decisions should be based on information and analytical support that involves the collection and processing of operational data from the emergency zone, and the previous development of options for administration decisions applying mathematical modeling.

There is no doubt that achieving the best results when dealing with administration decisions on the elimination of the consequences of emergencies is only possible due to the combination of methods which are determined by the level and nature of the problems to be addressed.

To conclude, it should be noted that administration decision-making during elimination of consequences of any emergency, in particular medical and sanitary ones which are the most difficult and important, needs to be improved, not only due to the application of modern information technologies and powerful mathematical apparatus but due to the analysis of domestic experience in emergency liquidation and development of emergency response plans at all levels of the public administration system.

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## CONCEPTUAL APPROACHES TO THE ISSUE OF FORMING PARLIAMENTARY COALITIONS

**Abstract.** The article determines that a coalition is the union of two or more participants who have agreed on joint actions for a certain period in order to achieve a common goal; it is stated that for the creation of a coalition there should be preconditions, in particular: presence of at least two participants; readiness for risk, awareness, rationality; the emphasis is placed on the fact that any organization, the coalition has a life cycle of the organization, consisting of the following stages: 'Birth', 'Existence; and 'Decay'; party coalition is systematized according to the following criteria: by the number of participants; by the number of political parties that have signed a coalition agreement; in the ideological closeness of the coalition partners; by division of strength between the participants; by the date of foundation; by the degree of formalization; the planned number of problem solving; for the period of existence; depending on the purpose of forming a coalition; depending on their ideological orientation; in the field of activity; and by social status.

Party coalitions are typified according to the following criteria: by the number of participants; by the number of political parties that signed the coalition agree-

ment; on the ideological proximity of the partners in the coalition; for the division of powers between the participants; by creation date; by degree of formalization; on the planned number of problem solving; by term of existence; depending on the purpose of forming a coalition; depending on their ideological orientation; by field of activity; on social status. It is determined that today the issue of interaction of the parliamentary coalition with the highest state authorities acquires particular urgency, and will be the subject of further research.

It is analyzed that, in accordance with the date of creation, the coalition is divided into pre-election and post-election. According to the degree of formalization: formal (based on the corresponding coalition agreement), or informal (actual support for government initiatives by a majority of deputies in the legislature). According to the planned number of problem solving: complex or to solve one problem.

**Keywords:** coalition, party coalition, typology of coalitions, formation of parliamentary coalitions, preconditions for the formation of coalitions.

### КОНЦЕПТУАЛЬНІ ПІДХОДИ ДО ПИТАННЯ ФОРМУВАННЯ ПАРЛАМЕНТСЬКИХ КОАЛІЦІЙ

**Анотація.** У статті визначено, що коаліцією є об'єднання двох або більше учасників, які домовилися про спільні дії на певний період для досягнення спільної мети; вказано, що для створення коаліції повинні виникнути передумови, зокрема: наявність щонайменше двох учасників; готовність до ризику, інформованість, раціональність; акцентовано увагу на тому, що будь-яка організація, коаліція має життєвий цикл організації, що складається з етапів: “народження”, “існування”; “розпад”; систематизовано партійні коаліції за такими критеріями: кількістю учасників; кількістю політичних партій, що підписали коаліційну угоду; ідеологічною близькістю партнерів по коаліції; поділом повноважень між учасниками; датою створення; ступенем формалізації; запланованою кількістю вирішення проблем; терміном існування; залежно від мети формування коаліції; залежно від їх ідеологічного спрямування; сферою діяльності; соціальним статусом.

Типологізовано партійні коаліції за такими критеріями: за кількістю учасників; за кількістю політичних партій, що підписали коаліційну угоду; за ідеологічною близькістю партнерів по коаліції; за поділом повноважень між учасниками; за датою створення; за ступенем формалізації; за запланованою кількістю вирішення проблем; за терміном існування; залежно від мети формування коаліції; залежно від їх ідеологічного спрямування; за сферою діяльності; за соціальним статусом. Визначено, що на сьогодні особливої актуальності набуває питання взаємодії парламентської коаліції з вищими органами державної влади, що стане тематикою подальших досліджень.

Проаналізовано, що відповідно до дати створення коаліції поділяють на передвиборчі та післявиборчі. За ступенем формалізації: формальна (в основі якої лежить відповідна коаліційна угода) або неформальна (фак-

тична підтримка ініціатив уряду більшістю депутатів у законодавчому органі). За запланованою кількістю вирішення проблем: комплексна або для вирішення однієї проблеми.

**Ключові слова:** коаліції, партійні коаліції, типологізація коаліцій, формування парламентських коаліцій, передумови формування коаліцій.

## КОНЦЕПТУАЛЬНЫЕ ПОДХОДЫ К ВОПРОСУ ФОРМИРОВАНИЯ ПАРЛАМЕНТСКИХ КОАЛИЦИЙ

**Аннотация.** В статье определено, что коалицией является объединение двух или более участников, которые договорились о совместных действиях на определенный период для достижения общей цели; указано, что для создания коалиции должны возникнуть предпосылки, в частности: наличие не менее двух участников; готовность к риску, информированность, рациональность; акцентировано внимание на том, что любая организация, коалиция имеет жизненный цикл организации, который состоит из этапов: “зарождение”, “существование”; “распад”; систематизированы партийные коалиции по следующим критериям: по количеству участников; по количеству политических партий, подписавших коалиционное соглашение; по идеологической близости партнеров по коалиции; по разделению полномочий между участниками; по дате создания; по степени формализации; по запланированному количеству решения проблем; по сроку существования; в зависимости от цели формирования коалиции; в зависимости от их идеологической направленности; по сфере деятельности; по социальному статусу.

Типологизированы партийные коалиции по следующим критериям: по количеству участников; по количеству политических партий, подписавших коалиционное соглашение; по идеологической близостью партнеров по коалиции; по разделению полномочий между участниками; по дате создания; по степени формализации; по запланированному количеству решения проблем; по сроку существования; в зависимости от цели формирования коалиции; в зависимости от их идеологической направленности; по сфере деятельности; по социальному статусу. Определено, что сегодня особую актуальность приобретает вопрос взаимодействия парламентской коалиции с высшими органами государственной власти, что станет темой дальнейших исследований.

Проанализировано, что в соответствии с датой создания коалиции разделяют на предвыборные и послевыборные. По степени формализации: формальная (в основе которой лежит соответствующее коалиционное соглашение) или неформальная (фактическая поддержка инициатив правительства большинством депутатов в законодательном органе). По запланированному количеству решения проблем: комплексная или для решения одной проблемы.

**Ключевые слова:** коалиции, партийные коалиции, типологизация коалиций, формирование парламентских коалиций, предпосылки формирования коалиций.

**Problem statement.** In a democratic society decisions in the system of representative bodies are taken by a majority of votes. At the beginning of the 19<sup>th</sup> century, under the public representation was understood the representation of the interests of a certain social group of people. Today, the power to publicly represent interests is legally provided by the people to form a national policy in the legislature, in particular parliaments, which urges the representatives of various political forces to consolidate, to unite around common problems, ideas and programs.

**Analysis of recent research and publications.** As for domestic scholars, certain issues of the legal status of the parliamentary coalition became the subject of research of A. Matsiuk, O. Kulchytska. V. Bronnikov also researched conflicts of coalitions.

Some aspects of the functioning of the parliamentary coalition are disclosed in the writings of such scholars as V. Mironenko, S. Teleshun, O. Sovhyria, Yu. Shved, and others.

The parliamentary associations were investigated by D. Likarchuk; the influence of parliamentary factions on the implementation of the representative mandate was investigated by V. Wenger and others. However, there is no unanimous opinion on the issue of the formation of political coalitions and their typology.

**The purpose of this article** is the consideration of the theoretical foundations of the formation of political coalitions and their typology.

**Presentation of the main material.** M. Duverger proposed dividing the union of parties, which he calls union, coalition and alliances at his time. He

considered the duration of the existence of the association as the main criterion. The author understood all party unions under the union. M. Duverger calls '*a long union*' or an alliance the union of parties that exist for a long period of time. He calls a coalition as a short-lived party association or so-called '*episodic agreement*') [1, p. 392–408]. Today's requirements need to be taken into account in the formation of the public representation of the issues of '*gender balance, social equality and national representation, thus, the parliament becomes a microcosm of society, which it represents*' [2, p. 179].

A coalition is now called the association of two or more participants who have agreed on joint actions for a certain period to achieve a common goal.

The formation of coalitions proceeds from the fact that together its participants achieve better results than each separately. That is, its members come up to the process of creating a coalition with rational considerations. The coalition has three main stages in its development:

- 'Birth' is a preparation for unification, negotiation and conclusion of a coalition agreement;
- 'Existence' is a from concluding a coalition agreement to a common goal;
- 'Disintegration' is the moment when the goal of the coalition is achieved, and the further existence of a coalition does not make sense [3].

U. Ricker argues that the minimum winning coalitions are created with the desire to win as much gain as possible in The Theory of Political Coalitions.

U. Ricker believes that political parties and individuals are trying to create a coalition of the least common weight.

He calls the basic preconditions for the creation of any coalition [4, p. 16]:

1) Presence of at least two participants or groups of participants;

2) All coalitions are games with a zero amount, that is, the sum of wins and losses of participants is zero. The risk of losing and the desire to win forces them to form a coalition;

3) Awareness is a formed perception of the situation;

4) Rationality: *'The subject will never choose the X alternative if, at the same time, there is the U alternative to which, in his opinion, is more attractive than X'* [5].

Creating a coalition is a complex social process that manifests the characteristics of society, its main political players and a particular political situation.

Formation of parliamentary coalitions can be considered parliamentary democracy and can be characterized as a *'system, which by its very nature consists in forming the population of the ruling teams through the mechanism of elections* [6, p. 6]. According to experts, the bipartisan system is the closest to the parliamentary model of democracy, since two large parties have the same opportunity to win the elections and form a government or go to it in opposition.

Yu. Shveda assures that parliamentary coalitions are formed under the following conditions:

1) The free competition of political forces, in which they try to gain maximum access to power, but cannot carry it out on their own;

2) The dispersal of political forces, which is manifested in the fact that no party and no political bloc are able to obtain absolute superiority;

3) Polarization of political forces in parliament [7, p. 276–278].

The issue of forming a parliamentary coalition is closely linked to the existence of various electoral systems. Under the majority system, the growth of the number of votes may lead to two major parties in the parliament, and thus increase the likelihood that one of them will form the government on its own. The system of proportional representation may increase the number of parties and reduce the probability that one party will receive more than half of the seats [8, p. 263–264]. The consequence of the majoritarian system is that many parties in fact are already *'coalitions'*.

A number of factors influence the formation of a coalition, in particular:

1) The number of participants,

2) The number of political parties,

3) Ideology and ideological proximity of participants, and

4) The division of powers between the parties.

An additional network of factors is represented by: (a) the date of creation, (b) the degree of formalization, (c) the purpose of creation, and (d) the period of existence.

The number of participants distinguishes between the minimum winning coalition, the coalition of the minimum size and the excess coalition. The most widespread is the minimal winning coalition that was described by **W. Ricker**, who proceeded from the fact that when deciding on participation in the government, politicians proceed solely from the desire to gain power or prestige through ministerial positions [9, p. 340]. The analysis of parliamentary coalitions in different countries of the

world indicates that a significant number of them are smaller or larger than the minimum winning coalition.

V. Hammson introduced the notion of a coalition of the minimum size, which combines the smallest necessary number of participants only. Excess coalitions have a much larger number of participants than is necessary to ensure the majority.

V. Myronenko [10] implements the typology of parliamentary coalitions. By the number of political parties that have signed a coalition agreement, two (three-, four- five- ...) party and general (all-inclusive) coalition can be singled out.. According to the ideological closeness of the coalition partners, it is possible to allocate a minimally close and maximally closed coalition. We can allocate proportional (each partner receives powers according to his contribution to the coalition) and a disproportionate coalition by division of powers between the parties.

V. Bronnikov also dwells on the typology of parliamentary coalitions. Most often, in his opinion, there is a division of party coalition on the basis of the number of their participants as two-party and multi-party. Depending on the size of the party that forms the party coalition, they are divided into a coalition of large, small and medium parties. Depending on the purpose of forming a coalition, they are divided into electoral (for joint participation in elections), temporary (to achieve certain temporary goals), and most often they form parliamentary coalitions (for the formation and operation of the government or opposition to him), also closed and open coalitions depending on from their ideological direction.

Closed coalitions should be considered coalitions that do not perceive parties and groups whose ideologies are marked by world-view positions. According to V. Bronnikov, open coalitions '*are created when the main political parties, despite different ideologies, recognize the need for cooperation on a particular issue or problem and are ready to work together to solve this problem. Open coalitions are widespread during wars and economic crises* [11, p. 6]'.

H. Wang [12] offers four criteria for the typology of political coalitions as the division into activity, duration, existence and purpose of creation and status.

According to the field of activity, the author identifies:

- *Political coalitions* (international coalition, military coalition, coalition of social groups and inter-party coalition);

- *Economic coalitions* (international organizations and conglomerates);

- *Cultural coalitions* (technological, religious and ethnic ('family') coalition.

H. Wang identifies short-term, medium-term and long-term coalition according to the duration of existence. The author uses the notion of an operational cycle to estimate the duration. Coalitions that exist within one operational cycle are short-term ones. Coalitions that lasts from one to three cycles are medium-term coalitions, more than three cycles are long-term ones. The operating cycle is one year for the economic and cultural spheres, 4–6 years for the political and international sphere, depending on the electoral cycles.

According to H. Wang, the coalitions could be constitutional, institu-

tional, portfolio, policy implementation and active coalitions for the purpose of creation. Social groups are united to create a common social order, in particular the strengthening of the state in the constitutional coalitions. Social groups are united around a particular area of activity (human rights, and ecological) or changes in institutional order in institutional coalitions. Portfolio coalitions are formed when the government is created and the division of ministerial portfolios. Coalitions for policy implementation and activity coalitions appear situationally to achieve short-term goals.

X. Wang's fourth criterion is the social status of coalitions, which covers the level of coalitions, their size, and strength. Emphasizing international, domestic, and local, scholar simultaneously divides them into size as large, medium and small, and in strength as strong, medium strength and weak coalition.

Additional networks of factors give a chance to more accurately typify the parliamentary coalitions. According to the date of foundation, the coalitions are divided into pre-election and post-election. By the degree of formalization, they are divided into formal (based on the corresponding coalition agreement), or informal (actual support of government initiatives by the majority of deputies in the legislative body). By the planned number of problem solving are complex or for solving one problem.

Taking into account the views of the aforementioned scholars, we will organize the parliamentary coalition's systematization. The results are presented in Table.

The coalition of parliamentary factions, in the Supreme Council of Ukraine, is proposed to be defined as a voluntary, relatively stable association of parliamentary factions formed in the Supreme Council of Ukraine on the basis of the results of elections and on the basis of the coordination of political positions in order to legitimize election programs by adopting relevant regulations [13, p. 43–44].

According to Art. 83 of the Constitution of Ukraine [14], as amended in 2004, it was determined that from the day of the appointment of the Supreme Council of Ukraine elected in 2006, according to the results of the elections and on the basis of the coordination of political positions, a coalition of parliamentary factions should be formed, which includes the majority of people's deputies of Ukraine from the constitutional composition of the Supreme Council of Ukraine.

The notion of a coalition is also defined in Art. 61 of the Law of Ukraine 'On the Rules of Procedure of the Supreme Council of Ukraine' [15] dated February 10, 2010, according to which the coalition of parliamentary factions in the Supreme Council is formed on the basis of the agreed political positions and on the principles established by the Constitution of Ukraine and the Rules of Procedure, the association of parliamentary factions, people's deputies, which includes the majority of people's deputies from the constitutional composition of the Supreme Council. The coalition is formed within one month from the day of the opening of the first meeting of the newly elected Supreme Council or within one month from the date of

### The typology of parliamentary coalitions

№	Criteria of typology	Types of Coalitions:
1	By the number of participants	1) the minimum winning coalition; 2) a coalition of the minimum size; 3) excess coalition
2	By the number of political parties that have signed a coalition agreement	Two- (three-, four, five- ...) party; General (all-inclusive) coalition;
3	According to the ideological closeness of the coalition partners	Minimally approximated, Closing coalition
4	By division of powers between the parties	Proportional (each partner receives authority according to his contribution to the coalition), Disproportionate coalition
5	By the date of foundation	Pre-election, Post-election
6	By the degree of formalization	Formal, and Informal
7	According to the planned number of problem solving	Complex, One problem solving
8	For the duration of existence	Short-lived, Full (from elections to elections), Long-term (there are several election cycles)
9	Depending on the goal of forming a coalition	Election (for joint participation in elections), Temporary (to achieve certain temporary goals), Parliamentary coalitions (for the formation and operation of the government or opposition to it); Constitutional, Institutional, Portfolios, On policy implementation: Active
10	Depending on their ideological orientation	Closed, Open-label
11	According to the field of activity	Political coalitions (international coalition, military coalition, coalition of social groups and inter-party coalition); Economic coalitions (international organizations and conglomerates); Cultural (technological, religious and ethnic ('family'))
12	By social status	It is covered the level of creation of coalitions, their size, and power. International, domestic, local at the same time are divided in size as large, medium and small, and in power as strong, medium strength and weak

termination of the activity of the previous coalition.

Subjects of formation of a coalition of parliamentary factions are deputy factions, and not separate people's deputies of Ukraine (Part 6 of Art. 83 of the Constitution of Ukraine), therefore, the deputies' deputies from those parliamentary factions who did not pass a decision to join the coalition of parliamentary factions should be declared invalid, and the procedure for the creation of this coalition should be recognized as contrary to the statutory procedure [16, p. 17–18].

O. V. Kulchytska also expresses the opinion that the absence of at least one people's deputy of Ukraine as a member of a faction that entered the coalition means unlawful entry into the coalition and the whole of this faction [Ibid., p. 18].

Conclusions. The foregoing serves as a sufficient basis for concluding that a coalition is a union of two or more participants who have agreed on joint actions for a certain period to achieve a common goal. There must be a prerequisite for a coalition, in particular: at least two participants; readiness for risk, awareness, and rationality. Like any organization, the coalition has a life cycle of the organization, consisting of the following stages: 'Birth', 'Existence'; and 'Decay'. Party coalition can be typified on the following criteria: by the number of participants; by the number of political parties that have signed a coalition agreement; in the ideological closeness of the coalition partners; by division of strength between the participants; by the date of foundation; by the degree of formalization; the planned number of prob-

lem solving; for the period of existence; depending on the purpose of forming a coalition; depending on their ideological orientation; in the field of activity; and by social status.

Today, the issue of interaction of the parliamentary coalition with higher state authorities becomes of particular relevance, which will be the subject of further research.

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## **THE ORIENTERS OF DEVELOPMENT OF FORMS OF COMMUNICATIVE INFLUENCE OF CIVIL SOCIETY ON THE PUBLIC POLICY**

**Abstract.** The article presents the theoretical and methodological foundations of the development of forms of communicative influence of civil society on the public policy, provides the main methods and conditions of their use for gaining advantages in solving problems of public-management relations. A wide range of issues related to the peculiarities of public relations organization, taking into account domestic and foreign experience, is covered. The specifics of the use of marketing communications in communicating of public authorities with the public are shown.

It is substantiated that in the institutional sense, the greatest interest is the classification, depending on the scope of distribution. The public, when communicating with government, through certain communication tools, is called the external form of communication. The external forms of the communicative influence of civil society on state policy help them convey to the state authorities the necessary information about their thoughts, needs, requests, etc. Of course, such information should be constantly updated and accurate. All non-governmental organizations should maintain friendly relations with state organizations and prevent any misinformation of the latter.

At the same time, informatization of public administration contains both positive potential and difficulties and contradictions, neglection which, as practice shows, turns negative result. To date, they are insufficiently developed and require scientific comprehension and substantiation, in particular, the issue of organizational, regulatory and legal support for the implementation and implementation of modern marketing tools and management in public administration.

Concerning the prospects for further research on the concept of "the form of communicative influence of civil society on state policy", they consist in streamlining its conceptual apparatus as the basis for improving its system, since incomplete and inaccurate information becomes, as a result, the cause of many problems in the system of reforming public administration .

**Keywords:** forms of communicative influence, state administration, mass media, public sector.

## **ОРІЄНТИРИ РОЗВИТКУ ФОРМ КОМУНІКАТИВНОГО ВПЛИВУ ГРОМАДЯНСЬКОГО СУСПІЛЬСТВА НА ДЕРЖАВНУ ПОЛІТИКУ**

**Анотація.** У статті викладено теоретичні та методологічні основи розвитку форм комунікативного впливу громадянського суспільства на державну політику, надано основні прийоми та умови їх використання для отримання переваг у вирішенні проблем державно-управлінських відносин. Висвітлено широке коло питань, що стосуються особливостей організації зв'язків із громадськістю, із урахуванням вітчизняного та зарубіжного досвідів. Відображено специфіку застосування маркетингових комунікацій у спілкуванні органів державної влади з громадськістю.

Обґрунтовано, що в інституціональному змісті найбільший інтерес становить класифікація залежно від сфери розповсюдження. Громадськість, коли вона спілкується з органами державної влади, за допомогою певних комунікаційних інструментів, називається зовнішньою формою комунікації. Зовнішні форми комунікативного впливу громадянського суспільства на державну політику допомагають їм донести до органів державної влади необхідну інформацію щодо їхніх думок, потреб, запитів та ін. Звичайно, така інформація постійно повинна оновлюватися та бути точною. Всі громадські організації повинні підтримувати доброзичливі стосунки з державними організаціями і не допускати будь-якої дезінформації останніх.

Разом з тим інформатизація публічного управління містить як позитивний потенціал, так і труднощі й протиріччя, нехтування якими, як свідчить практика, обертається негативним результатом. На сьогодні недостатньо розроблені та потребують наукового осмислення й обґрунтування, зокрема, питання організаційного, нормативно-правового забезпечення впровадження та реалізації сучасних інструментів маркетингу, менеджменту у публічному управлінні.

Щодо перспектив подальших досліджень поняття “форми комунікативного впливу громадянського суспільства на державну політику”, то вони полягають в упорядкуванні його понятійного апарату, як підґрунтя удосконалення його системи, адже неповна та неточна інформація стає, в результаті, причиною виникнення багатьох проблем у системі реформування державного управління.

**Ключові слова:** форми комунікативного впливу, державне управління, засоби масової інформації, державний сектор.

## **ОРИЕНТИРЫ РАЗВИТИЯ ФОРМ КОММУНИКАТИВНОГО ВОЗДЕЙСТВИЯ ГРАЖДАНСКОГО ОБЩЕСТВА НА ГОСУДАРСТВЕННУЮ ПОЛИТИКУ**

**Аннотация.** В статье изложены теоретические и методологические основы форм коммуникативного воздействия гражданского общества на государственную политику, предоставлены основные приемы и условия их использования для получения преимуществ в решении проблем государственно-управленческих отношений. Освещен широкий круг вопросов, касающихся особенностей организации связей с общественностью, с учетом отечественного и зарубежного опытов. Отражено специфику применения маркетинговых коммуникаций в процессе коммуникации органов государственной власти с общественностью.

Обосновано, что в институциональном смысле наибольший интерес представляет классификация в зависимости от сферы распространения. Общественность, когда она общается с органами государственной власти, с помощью определенных коммуникационных инструментов, называется внешней формой коммуникации. Внешние формы коммуникативного воздействия гражданского общества на государственную политику помогают им донести до органов государственной власти необходимую информацию относительно их мыслей, потребностей, запросов и др. Конечно, такая информация постоянно должна обновляться и быть точной. Все общественные организации должны поддерживать доброжелательные отношения с государственными организациями и не допускать любой дезинформации последних.

Вместе с тем информатизация публичного управления содержит как положительный потенциал, так и трудности и противоречия, пренебрежение которыми, как показывает практика, оборачивается негативным результатом. На сегодня недостаточно разработаны и требуют научного осмысления и обоснования, в частности, вопросы организационного, нормативно-право-

вого обеспечения внедрения и реализации современных инструментов маркетинга, менеджмента в публичном управлении.

Относительно перспектив дальнейших исследований понятия “формы коммуникативного воздействия гражданского общества на государственную политику”, то они заключаются в составлении его понятийного аппарата, как основа совершенствования его системы, ведь неполная и неточная информация становится, в результате, причиной возникновения многих проблем в системе реформирования государственного управления.

**Ключевые слова:** формы коммуникативного воздействия, государственное управление, средства массовой информации, государственный сектор.

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**Articulation of the problem.** The decision of complex state-management problems that arise in the process of market changes in Ukraine, the scientific substantiation of exit strategy ways from difficult socio-political situation, in which Ukraine stays, unfortunately, since its independence, requires the use of the most modern methodological solutions concerning formation of mechanisms and channels of civil influence on public policy in Ukraine.

Priority is given to issues of improving the functioning of public administration system by developing the mechanisms of motivation, innovation, communication, organizational transformations, quality management, human resources management, crisis management, etc.

**Analysis of recent research and publications.** Some organizational and legal, as well as state-management aspects of the communicative interaction of state authorities and the public in Ukraine have already been reflected in the writings of such Ukrainian and foreign researchers as V. Averyanov, S. Andreyev, V. Bakumenko, R. Voytovych, A. Drugova, I. Koliushko, F. Kotler, S. Kravchenko, Yu. Kutsa, A. Lipent-

seva, K. Nikolayenko, A. Pankrukhin, O. Polyak, E. Romanenko, E. Romata, V. Soroko, A. Starostina, Yu. Surmin, T. Fedoriv, O. Cheban, A. Chemerys, Yu. Sharov et al.

However, despite a sufficient amount of literature devoted to the study and analysis of the formation of strategy for social development of state and public relations in Ukraine, the study of directions for developing strategy for the advance development of its marketing potential remains one of the current topical issues of public administration.

**The research objective** is to analyze the main forms of communicative impact of civil society on state policy, the allocation of the main priorities of their functioning.

**Presentation of basic material of the research.** It is quite clear that successful and dynamic development of modern state governance is impossible without an effective study of the theoretical and methodological identification of the main forms and channels of communication for the formation and growth of their role as one of the tools of horizontal structuring of social relations and the implementation of public initiatives. After all, one need to know

the theory before starting to analyze and improve practice.

In this study, it is proposed to understand ways of defining, evaluating, accumulating, analyzing, preparing, interpreting and communicating information received as the forms of communicative influence of civil society on state policy, which will be used for further planning and evaluation of the communication process of public administration. In our opinion, such an approach differs in the systematic orderliness of each of its components and allows to reveal statics in the activities of entities and objects of governance, which form the organizational and structural basis of state governance and the dynamics of management mechanism (a set of relationships and interactions of subjects and objects of management).

As for the prospects for further research, the concept of “the forms of communicative influence of civil society on state policy”, they consist in adjustment of its conceptual apparatus as a basis for improving its system, since incomplete and inaccurate information becomes, as a result, the cause of many problems in the system of reforming public administration.

The issue about the types of forms of communicative influence of civil society on state policy is not marked by consensus of opinion.

Having carried out a comprehensive analysis of scientific research on this issue, we have found that the forms of communicative influence of civil society on state policy can be classified as follows:

- 1) Depending on the sphere of distribution: internal and external;
- 2) Depending on the structure of management: horizontal and vertical;

- 3) Depending on the type of contact: interpersonal, group and mass;

- 4) Depending on the form of transfer: verbal, visual, performance, mythological, artistic and mass media [1].

In the institutional sense, classification depending on the scope of distribution is of the greatest interest. When the public is communicating with state authorities, using certain communication tools, it is called an external form of communication. The external forms of communicative influence of civil society on state policy help it to convey the necessary information about its thoughts, needs, requests, etc to the state authorities. Of course, such information should be constantly updated and accurate. All non-governmental organizations should maintain benevolence with state organizations and prevent any misinformation of the latter.

At the same time, informatization of public administration contains both positive potential and difficulties and contradictions, neglect of which, as practice shows, may cause negative result. Currently, in particular, the issues of organizational, regulatory and legal support for the implementation and realization of modern marketing tools and management in public administration are insufficiently developed and require scientific comprehension and substantiation.

Functional features of state-civil communication should be focused on final results, on the basis of quantitative measurement of the indicators of its efficiency, the main of which are: limiting the influence of public sector on the communication process; competitive provision of state-civil communication; emphasis on the human-orientat-

ed style of state-civil communication; formal ranging of measured standards and indicators of productivity and success of state-civil communication; particular focus is put on monitoring results of the effectiveness of state-civil communication, etc.

The well-known Ukrainian scientist on public administration Ye. O. Romanenko, laconically notes that: “certain types of PR-communications should be the main forms of external communicative policy of the state. In view of this, it is necessary to clearly distinguish PR-communications as: 1) the means of marketing support (communication aimed at the target audience of public, achieving its support and loyalty); 2) the means of forming certain reputation of both the bodies of state power and public organizations, which is ensured by reaching the trust of interested public groups (business structures, bodies of state power and local self-government)” [2].

However, the following forms of marketing communications as marketing incentives are equally important forms of external communicative public policy with state authorities; sale promotion; personal sales; direct marketing; public relations; propaganda and informal verbal communication, etc.

Speaking about sales promotion as one of the forms of external communicative policy of the public with state authorities, it is meant that stimulating marketing and communicative effect helps the state to plan an effective program of advancement of public services and decisions, by involving its clients-citizens in this process and, thus, positive relations by ensuring their loyalty.

When talking about personal sale, it is meant that public authorities should use a variety of communication tools (teleconferences, public meetings, panel discussions, or presentations, exhibitions) and strategies in the communication process to understand the preferences, the mood of citizens about some state decision, which, in turn, helps to plan well the distribution of public resources in order to obtain maximum benefit for the country [3, p. 204].

Direct marketing is proposed to be understood as the activities of public authorities, which they implement through the use of direct marketing communications tools, in particular, such as exhibitions and fairs, branding, copywriting, merchandising, event marketing in order to provide accurate and precise information to the civil sector. PR as a public strategy for communicating with citizens, promotes the formation of social climate in the state, plays the role of “generator” of communication flows between government agencies, citizens and stakeholders so that public institutions can familiarize with real concerns of citizens and citizens in turn, could trust the institutions and civil servants [4].

As a rule, this is called the internal form of communication. Internal communication is an important feature of the administrative structure of public organization. It is important to emphasize that the effectiveness of influence of propaganda and informal verbal communication on decision-making by public authorities varies considerably depending on the degree of development of problems with which public organizations deal [5, p. 248]. This, in turn, requires the support of good

communication channels of internal communication within the public organization, in order to make more clear formulation of its vision and the emergence of productive dialogue with state authorities.

A central organization or corporate office of a public organization should inform its affiliates well about new policies and changes in activities. Employees of public organizations should be motivated and subjected to business principles and ethical ideas of public organization in order to prevent possible deviations from the intended goals of the work they perform.

The internal form of communicative influence of civil society on state policy ensures the involvement of all its employees in the mechanisms of political decision-making, as well as in relation to the main issues that are being raised for discussion with state authorities and for forming ways of their solution [6, p. 186–187].

Each government body accepts some official channels of communication with representatives of the public. The formal channels work with some restrictions. Continuous support of the official channel means expense of time and resources (material, organizational, resource). Very often such channels are simply legally declared and do not reach the real declared goal, and are defined as formal and routine by public organizations. For example, public civil discussion envisages the organization and conduct of public events according to Art. 13 of Resolution of the Cabinet of Ministers of Ukraine “On Ensuring Public Participation in the Formation and Implementation of State Policies”:

- Conferences, forums, public hearings, round-table meetings, gatherings, meetings (consultations) with the public;
- Internet conferences, videoconferences.

In addition, meetings of public councils, other subsidiary bodies, formed by executive authorities can be held within the framework of public civil discussion.

**Conclusions.** Taking into account the analysis carried out in the article, it is proposed to determine that democratization of public life and public administration is not only a new policy and economic practice, it is, first of all, a new world perception of a person, a new moral consciousness – individual and social. Their decisive feature is to provide citizens with the necessary level of communication support. Further scientific researches, within the framework of the above-mentioned topics, should be oriented towards the development of a system of public self-regulation for the training and retraining of civil servants engaged in the implementation of mechanisms and channels of civil influence on public policy in Ukraine.

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## **ANALYSIS OF THE PUBLIC REGULATION ISSUES IN IMPLEMENTING MECHANISMS TO FIGHT MONEY LAUNDERING: INTERNATIONAL AND DOMESTIC EXPERIENCES**

**Abstract.** The article analyses the main stages of the state regulation formation processes that counteract the laundering of funds obtained by criminal means. In 1970, the United States of America (US) started the active fight against the laundering of “dirty” funds. It is proved that the US has the richest experience in counteracting the legalisation (laundering) of the proceeds of crime. In fact, state mechanisms to combat the legalisation of criminal incomes have been established long before the first Anti-Money Laundering (AML) legislations were adopted. The conducted analysis allowed this article to distinguish four key stages of money laundering: The emergence of activities related to laundering of criminal proceeds; Broad money laundering activities of organised crime; the emergence of the concept of “money laundering”; legislative regulation of this problem.

The analysis of the legislation of foreign countries made it possible to identify problematic issues of a national character, that the effectiveness of counteraction to this dangerous phenomenon depends on their solution. In turn, it outlines

a number of measures that should contribute to this: exchange of foreign currency should be carried out in accordance with clear rules; an electronic money transfer archive must be created; creation of mechanisms for monitoring compliance with international accounting standards; constant exchange of information between special units; continuous updating of information and carrying out of special researches on “money laundering”; adoption of international and national legal acts; creation and implementation of international anti-money laundering programs; introduction of obligations to transfer information to special bodies; strict adherence by individual countries of international standards in the area of combating money laundering; creation and expansion of training programs for the relevant banking professionals, law enforcement agencies, etc.; disclosure of information on the “black” list of countries that indulge in “laundering” of money in their territory.

It was emphasized that the issue of control in executive bodies existed and exists in all countries, but has different ways of resolving it. This requires the formation of a new understanding of the system of state financial control, as well as a rethinking of the forms of its implementation, in modern conditions.

**Keywords:** development analysis, state regulation of anti-money laundering, United States of America, legislative regulation.

## **ЕВОЛЮЦІЙНИЙ АНАЛІЗ ПРОБЛЕМАТИКИ ДЕРЖАВНОГО РЕГУЛЮВАННЯ ПРОТИДІЇ ВІДМИВАННЮ КОШТІВ: МІЖНАРОДНИЙ ТА ВІТЧИЗНЯНИЙ ДОСВІДИ**

**Анотація.** У статті проаналізовано основні етапи, процеси формування державного регулювання протидії відмиванню коштів, отриманих злочинним шляхом. Доведено, що найбагатший досвід у протидії легалізації (відмивання) доходів, одержаних злочинним шляхом, мають Сполучені Штати Америки, оскільки, в 1970 р., саме в цій країні почалися історичні витoki активної боротьби з відмиванням “брудних” коштів. Дійдено висновку, що, фактично, становлення державних механізмів у сфері протидії легалізації злочинних доходів почалося задовго до її криміналізації та ухвалення перших нормативних актів, спрямованих на боротьбу з нею. Проведений еволюційний аналіз дав можливість виділити чотири ключові етапи генези відмивання коштів: виникнення дій, пов’язаних із відмиванням злочинних доходів; широке використання організованою злочинністю зазначених дій; виникнення поняття “відмивання грошей”; законодавче регулювання цієї проблеми.

Проведений аналіз законодавства зарубіжних країн дав змогу виявити проблемні питання національного характеру, що від їх вирішення залежить дієвість протидії цьому небезпечному явищу. У свою чергу окреслено ряд заходів, що мають сприяти цьому: обмін іноземної валюти повинен здійснюватись за чіткими правилами; має бути створений електронний архів міжнародних грошових переказів; створення механізмів контролю за дотри-

манням міжнародних стандартів бухгалтерського обліку; постійний обмін інформацією між спеціальними підрозділами; постійне оновлення інформації та проведення спеціальних досліджень щодо “відмивання” грошей; прийняття міжнародних і національних нормативно-правових актів; створення та реалізація міжнародних програм протидії “відмиванню” грошей; запровадження зобов’язань щодо передачі інформації спеціальним органам; чітке дотримання окремими країнами міжнародних стандартів у сфері боротьби з “відмиванням” грошей; створення та розширення програми навчання відповідних фахівців банківської сфери, правоохоронних органів тощо; оприлюднення інформації щодо “чорного” списку країн, які потурають “відмиванню” грошей на своїй території.

Підкреслено, що проблема здійснення контролю в органах виконавчої влади існувала та існує в усіх країнах, але має різні способи її вирішення. Це вимагає формування нового розуміння системи державного фінансового контролю, а також переосмислення форм його реалізації в сучасних умовах.

**Ключові слова:** еволюційний аналіз, державне регулювання протидії відмиванню коштів, Сполучені Штати Америки, законодавче регулювання.

## **ЭВОЛЮЦИОННЫЙ АНАЛИЗ ПРОБЛЕМАТИКИ ГОСУДАРСТВЕННОГО РЕГУЛИРОВАНИЯ ПРОТИВОДЕЙСТВИЮ ОТМЫВАНИЯ СРЕДСТВ: МЕЖДУНАРОДНЫЙ И ОТЕЧЕСТВЕННЫЙ ОПЫТЫ**

**Аннотация.** В статье проведен анализ основных этапов, процессов формирования государственного регулирования противодействию отмыванию средств, полученных преступным путем. Доказано, что самый богатый опыт в противодействии легализации (отмыванию) доходов, полученных преступным путем, имеют Соединенные Штаты Америки, поскольку, в 1970 г., именно в этой стране начались исторические истоки активной борьбы с отмыванием “грязных” денег. Сделан вывод, что, фактически, становление государственных механизмов в сфере противодействия легализации преступных доходов началось задолго до ее криминализации и принятия первых нормативных актов, направленных на борьбу с ней. Проведенный эволюционный анализ позволил выделить четыре ключевые этапы генезиса отмывания средств: возникновение действий, связанных с отмыванием преступных доходов; широкое использование организованной преступностью указанных действий; возникновение понятия “отмывание денег”; законодательное регулирование этой проблемы.

Проведенный анализ законодательства зарубежных стран позволил выявить проблемные вопросы национального характера, от их решения зависит действенность противодействия этому опасному явлению. В свою очередь, определен ряд мер, которые должны способствовать этому: обмен иностранной валюты должен осуществляться по четким правилам; должен

быть создан электронный архив международных денежных переводов; создание механизмов контроля за соблюдением международных стандартов бухгалтерского учета; постоянный обмен информацией между специальными подразделениями; постоянное обновление информации и проведение специальных исследований по “отмыванию” денег; принятие международных и национальных нормативно-правовых актов; создание и реализация международных программ противодействия “отмыванию” денег; введение обязательств по передаче информации специальным органам; четкое соблюдение отдельными странами международных стандартов в сфере борьбы с “отмыванием” денег; создание и расширение программы обучения соответствующих специалистов банковской сферы, правоохранительных органов и т. д.; обнародование информации относительно “черного” списка стран, которые попускают “отмыванию” денег на своей территории.

Подчеркнуто, что проблема осуществления контроля в органах исполнительной власти существовала и существует во всех странах, но имеет разные способы ее решения. Это требует формирования нового понимания системы государственного финансового контроля, а также переосмысления форм его реализации в современных условиях.

**Ключевые слова:** эволюционный анализ, государственное регулирование противодействия отмыванию средств, Соединенные Штаты Америки, законодательное регулирование.

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**Problem statement.** An indispensable component of the fight against corruption and money laundering is the government’s establishment of a national plan, as the “crime trap” constitutes a serious problem at the administrative level and affects most of the spheres of life of the society. This plan should aim at ensuring national security, the effective realisation of national interests, and creating appropriate conditions for the development of a human and civil society under the rule of law. Money laundering schemes are constantly being improved, which requires updating of relevant knowledge of state authorities in order to optimise the state regulation.

**Analysis of recent researches and publications.** Many works, of both foreign and domestic scholars, are de-

voted to the issues regarding the withdrawal from the shadow economy. In particular, the theoretical and applied foundations of the research conducted concerning shadow economies are covered in L. Babii, O. Vashchenko, O. Hryshchenko, M. Koldovskiy, M. Osipchuk, and others. Analysing the work of these scholars led to the conclusion that this issue has not received due attention in the field of public administration science in the Ukraine yet.

**The purpose of the study** is to analyse the issues of state regulation of the counteraction and prevention of money laundering, both in foreign countries and in the Ukraine.

**Presentation of the main material.** It is quite difficult to determine when the phenomenon of legalisation (laun-

dering) of money received in a criminal way appeared in the world.

Some scholars believe that its story began thousands of years ago. The author of the *Lords of the Rim* Stirling Segraw reflects, as merchants hid their wealth from the rulers, because they could take away its accumulation, and get rid of the merchant itself in China, about 2000 years before our era [1].

Some scholarly sources state that the process of formation and development of state mechanisms in the area of prevention and counteraction to money laundering from the criminal act dates back to the medieval states where the usurpation was banned by the Catholic Church under penalty of punishment. In order to conceal the true source of their income, traders had to use different ways to give them legality, which was very similar to money laundering schemes.

The signs of money laundering can be traced back to the Middle Ages. For example, in 1179 the church officially banned usury from Christians [2]. By the way, in general, interest was condemned by 17 Roman Popes and 28 cathedrals, including 6 Ecumenical Councils. In Europe, however, mishandling, though despised, existed. First, foreigners not belonging to the Christian religion were not subject to the general rule of interest rates and therefore continued their actions. Secondly, the prohibitions imposed were treated in different ways: interest was attributed to capital duty; the creditor was considered a participant in income, and so on. For example, Italian bankers and traders entered into an agreement to provide an interest-free loan, which subsequently was returned in a mo-

netary equivalent but in another state, and the difference was calculated in such a way as to include interest on the loan. In 1163 was convicted of a practice by the Cathedral in Tours where the priest was borrowed without interest, however, he demanded for himself, as a pledge, the property of the person who gave the loan and levied property income, which was, in fact, a hidden interest payment.

The golden age of piracy cannot but attract attention. The pirates maintained close ties with merchants and traders, who in fact supported the pirate captains and helped them to sell the looted property, getting a portion of their income. For example, in 1696 a well-known pirate Thomas Twe arrived in New York with property worth £ 8,000. Its share amounted to 1,2 thousand pounds, and the rest belonged to its shareholders as traders [3].

In 1920, in the United States, as is known, in the form of the 18<sup>th</sup> Amendment to the Constitution of the United States, came into force the so-called dry law, adopted by Congress in 1917. According to this Law, the production, sale and transportation, as well as the import and export of alcoholic beverages were prohibited. In fact, there was an attempt to consolidate, with the help of criminal law, the moral features of certain, so to speak, Puritan groups of American society, who considered alcohol to be the cause of all misfortunes. In practice, the implementation of the 'dry law' received a strong opposition to the middle class, since its representatives were, to a large extent, involved in the circulation of alcoholic beverages. As a result, the said law had the opposite result expected: it led to an increase

in crime, the formation of organized crime.

Alcohol business has suffered significant losses. This has led to the emergence and widespread of the shadow production of alcoholic beverages and their smuggling. On the 'black' market, alcohol was sold at extremely high prices. Many criminal organizations have emerged very quickly, whose revenues were related to smuggling and illegal trade in alcoholic beverages. The founding of this criminal business is sometimes attributed to the American gangster Al Capone. However, the money laundering of Al Capone and his criminal empire was limited, by its nature, carried out without taking into account the laws of the financial market, public administration and legislation. This was a mistake that ultimately led to the attribution of this infamous subject to criminal liability, according to the results of an investigation conducted by the staff of the US Internal Revenue Service.

The first ideologist in the criminal case of money laundering is Meyer Lansky, who, due to his criminal talent, was the head of the non-Italian origin of the world's largest 'syndicate' of the Mafia as the only one in history. M. Lansky, who used the advantages of numerical bills in Swiss banks, offshore jurisdictions of gambling business.

The relations of wastefulness are originally regulated in the Muslim states. In general, the Quran banned such relationships, so they masked a loan agreement that allegedly was not a means of enriching the lender (dai). Dai provides his belongings, or money, at the disposal of the maidun (debtor),

for the purpose of unselfish help and a noble cause [4, p. 16].

Formation of state mechanisms for combating legalization (laundering) of proceeds from crime, in their present form, began at the beginning of the 20<sup>th</sup> century.

In the 20–30's of the 20<sup>th</sup> century, a system of measures was introduced in the United States aimed at detecting lawful use of cash, money received as a result of the illicit manufacture and sale of alcoholic beverages, by law enforcement agencies. Another reason for the introduction of such a system of state regulation were numerous crimes of Mayer Lansky, who, using the advantages of number accounts in Swiss banks, turned into money laundered illegal amounts received from gambling business.

In the 50's of the 20<sup>th</sup> century, Lansky, who was concerned about arrests of gangsters for non-payment of taxes, bought one of the Swiss banks, who was laundering money in it, according to the following pattern: the cash received by Lansky as income from the gambling business in Havana, he invested in Miami banks, and then, through operations, cash was transferred to Switzerland, and the laws of this country protected these assets from investigations by American law enforcement and tax authorities [5, p. 24].

Solving money laundering problems has also been linked to the creation of the FATF in 1989. Thus, in 1912, on the eve of the First World War, an international convention on opium trade was signed and, in 1931, this Convention was replaced by a new convention that limited and regulated the production and distribution of plan-

etary drugs containing narcotic substances.

After the Second World War, the United Nations has taken the initiative to combat the spread of drugs and the laundering of dirty money. The first step in solving this problem is the creation of the United Nations Single Convention on Narcotic Drugs of 1961, subsequently supplemented and amended by the 1972 Protocol.

The Annex has considerably expanded the list of deceptive measures subject to prohibition. These, along with opium and its derivatives, included synthetic substances, cocaine products and Indian hemp. The next step was the adoption of the 1971 UN Convention on Psychotropic Resources, which expanded the scope of international control to a large list of synthetic drugs. This document has been ratified by more than 140 states. In 1988, the Vienna Convention was adopted by the United Nations with the development of criminal business, which in fact declared 'money laundering' an international crime (this convention was ratified by Ukraine on November 27, 1991). In addition to the recognition of money laundering as an international crime, the Convention demanded that countries ratifying the introduction of legislation on the extradition of perpetrators of such an offense, as well as the confiscation of property of criminals.

Further history is related to the search for effective ways to combat money laundering. In the late 1960s, the US government was concerned with the use of secret bank accounts of American citizens involved in illegal activities. Such accounts were used for various purposes: tax evasion; violation

of the rules of domestic gold trading; placing illegally received money; transfer of money received illegally, through a loan of laundered money.

The prerequisites for the spread of shadowing of economic relations have arisen even during the former USSR in Ukraine. Especially the accumulation of shadow capital was rapid over the years of so-called restructuring (1985–1991). The administrative-planning economic system of public administration existing in the Soviet Union has led to the fact that payments between individuals and legal entities, for the most part, were made in cash.

The beginning of the 1990s, in the post-Soviet states, due to the fall in the volume of gross domestic product, was affected by the negative growth of economic indicators. Particularly, small and medium businesses were represented by individuals as entrepreneurs, income tax payers, who at that time had a high tax rate of 40 %, and driven their business into shadow.

Additional conditions for the development of shadow criminal activity, created distorted sectorial and regional structures of the economy, and their excessive monopolization. There were also tangible mistakes in the implementation of the reform of public administration, in general.

The issue of combating legalisation (laundering) of proceeds from crime is urgent for Ukraine. Their decision will contribute to the further development of the national economy.

**Conclusions.** Therefore, there are determined by the system of subjects of state regulation, competent bodies of foreign states and international organi-

zations in the specified sphere, which carry out their activity for the purpose of revealing, termination and prevention of facts of legalization of proceeds from crime, and, as well, prosecution of guilty persons after analysing foreign and domestic experience the problems of forming the state policy in the field of prevention and counteraction to the legalization of proceeds from crime.

The international community recognises that money laundering as a result of unlawful activities has become a major threat to the country's economic security, which requires states to take concerted action to effectively combat this negative activity, both at national and international level levels.

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