

Scientific and practical international conference:

***Public Administration in the 21st Century:  
Problems and Development Prospects***

**Dates and venue: November 20, 2020, Kharkiv, Ukraine**

## **Conference chair**

Sadkovyi Volodymyr Petrovych - Doctor of Science in Public Administration, Professor, Rector of the National University of Civil Defence of Ukraine

Dombrovska Svitlana Mykolaivna - Doctor of Science in Public Administration, Professor, Honored Education Worker of Ukraine, Head of the Educational Research and Production Center

Romin Andriy Vyacheslavovych - Doctor of Science in Public Administration, Professor, Head of the Faculty of Fire Safety of the National University of Civil Defence of Ukraine

Sychenko Victor Volodymyrovych - Doctor of Science in Public Administration, Professor, Honored Worker of Education of Ukraine, Rector of the Dnipro Academy of Continuing Education

Yemelyanov Volodymyr Mihaylovych - Doctor of Science in Public Administration, Professor, Director of the Peter Mohyla Black Sea National University Institute of Public Administration

Parubchak Ivan Orestovych - Doctor of Science in Public Administration, Professor, Head of the Department of Public Administration and Administration of the S.Gzhzhytsky National University of Veterinary Medicine and Biotechnology

Moroz Volodymyr Mykhailovych - Doctor of Science in Public Administration, Professor, Professor of the Department of Pedagogy and Psychology of Management of Social Systems named after Academician I.A. Zyazyna, National Technical University "Kharkiv Polytechnic Institute"

Romanenko Yevgen Oleksandrovych- Doctor of Science in Public Administration, Professor, Vice-Rector of the Interregional Academy of Personnel Management

Andrzej Urbanek - Doctor of Habilitation, Professor, Pomeranian Academy in Slupsk (Poland)

Piotr Niedzelski - Doctor of Habilitation, Professor, University of Szczecin (Poland)

Stanislav Buka - Doctor of Economics, Professor, Chairman of the Senate of the Baltic International Academy (Latvian Republic)

## **Scientific committee**

Andronov Volodymyr Anatolyevich - Doctor of Technical Sciences, Professor, Honored Worker of Science and Technology of Ukraine, Vice-Rector for Scientific Work of the National University of Civil Defence of Ukraine

Kovregin Volodymyr Volodymyrovich - Doctor of Science in Public Administration, Associate Professor, First Vice-Rector of the National University of Civil Defense of Ukraine

Antonova Lyudmila Volodymyrivna - Doctor of Science in Public Administration, Professor, Professor of the Department of Accounting and Auditing of the Petro Mohyla Faculty of Economics

Lopushinsky Ivan Petrovych - Doctor of Science in Public Administration, Professor, Head of the Department of Public Administration and Local Self-Government of Kherson National Technical University, Honored Education Worker of Ukraine

Dragan Ivan Oleksandrovykh - Doctor of Sciences in Public Administration, Professor, Head of the Department of Economic Security, Public Administration and Administration of the State University of Zhytomyr Polytechnic.

Datsiy Oleksandr Ivanovych - Doctor of Economics, Professor, Head of the Department of Finance, Banking and Insurance of the Interregional Academy of Personnel Management

Semkiv Oleg Mikhailovich - Doctor of Technical Sciences, Professor, Vice-Rector - Head of the department of organization of service of the National University of Civil Protection of Ukraine

Shvedun Viktoria Oleksandrivna - Doctor of Science in Public Administration, Professor, Head of the Department of Management, National University of Civil Defense of Ukraine

Alexander Kuchabski - Doctor of Habilitation, University of Gdansk (Poland)

# Regulation of integration processes of agricultural education, science and industry

*Viktor Sychenko (1), Andrey Pugach (2), Nataliia Shportiuk (2), Maiya Khytko (3)*

1. Communal Institution of Higher Education “Dnipro Academy of Continuing Education” Dnipropetrovsk Regional Council”, Rector, Department of Educational Management, State Politics and Economy, 49006, Dnipro, Ukraine

2. Dniprovsky State Agrarian and Economic University, Department of Management, Public Management and Administration, 49600, Dnipro, Ukraine

3. Communal Institution of Higher Education “Dnipro Academy of Continuing Education” Dnipropetrovsk Regional Council”, Department of Public Administration and Law, 49006, Dnipro, Ukraine

**Abstract.** It has been outlined the need for the priority development of integrating education, science and industry. The main shortcomings of a new system's implementation of innovative development in the agrarian sector of the economy, built upon the integrative principles of education, science, and industry, were outlined here. Practical recommendations for improving system's state regulation mechanisms have been developed. The need for a transition from bilateral integration is identified, where priority is given to selecting a partner for integration (education, science or production) to a tripartite integration, involving interaction among its participants (representatives of education, science or industry initiate the creation of trilateral treaties, laboratories, joint centers or work together in the research and educational complex). The main problems towards the creation of university complexes are analyzed and solutions for overcoming these challenges are offered.

## 1 Introduction

Today we should consider that educational, scientific and manufacturing integration is one of the most important priority aimed at training of highly qualified specialists who meet with the labour market needs in the condition of innovative economy development. In this case, the effective interaction of universities with individual employers and the labor market, as a whole, requires the development of an integrated strategic partnership of the parties, whose purpose is to combine financial, personnel, material and technical resources for mutually beneficial cooperation.

## 2 Data and Methods

Solution to the issue of improving state regulation mechanisms of integration processes for the agrarian education, science and business is a complex problem, but its resolution can only be done in terms of innovative model development of the agricultural sector and, mainly, through scientific capacity.

Various aspects of this problem were studied by domestic and foreign research scientists. Among them, we may note such scientists as: A.M. Pugach, O.V. Postupna, T. I. Breslavets [1], F. M. Mamatov [3], S. M. Nikolaenko, V. C. Shebanin

20 November 2020

At the same time, the research, conducted in this field considering its urgency, have not exhausted itself and needs further systematic and scientific analysis.

The objective is to identify the problematic aspects of implementation of a new innovative development system for the agro-industrial sector, created on the basis of integration of agrarian education, agrarian science and agrarian industry. The objective is the enhanced cooperation in the issues of functioning and development of the agrarian education and science between central and local authorities. The goal is to create and theoretically justify the effective state regulation mechanism of integration processes for the agrarian education, science and industry.

### **3 Results**

#### **3.1. The Essence and Characteristics of the agricultural education, science and industry**

In the Concept of reforming and development of the agrarian education and science, approved by the Order of the Cabinet of Ministers of Ukraine dated 6 April, 2011 №. 279-p., was set that the current state of the country's economy requires a new system of innovative development of the agro-industrial sector "agrarian education - agrarian science - agrarian production" and enhanced cooperation between central and local authorities in the issues of functioning and development of agrarian education and science.

The issue in question resulted from:

- the existence of an imperfect system for forecasting the needs of qualified workers and specialists with higher education for the Ukrainian labor market and their retraining;
- about 96% of all expenditures from the state budget are spend for social payments by research institutions and there is a lack of development expenditures for upgrading the facilities of agricultural universities and academic institutions;
- shortcomings of the existing academic institutions' network of the National Academy of Agrarian Sciences and higher educational institutions at all levels of accreditation;
- the lack of financing for innovation;
- uncertainties about the priorities for the development of agrarian science at the State level, which cause piecemeal funding of scientific research;
- shortcomings in the formation of public procurement for scientific production and the lack of an effective system for R&D project implementation into agricultural industry;
- inconsistency of the material and technical facilities of the higher agrarian educational institutions, vocational training establishments and scientific institutions for the needs of modern agrarian industry;
- the lack of proper social and living conditions, which results in the absence of motivation to get a qualitative result of their work among the graduates of higher agricultural educational institutions and the employees of the agrarian sector.

The problem solution is possible under the condition of reforming of agrarian education and science using innovative approaches that will allow to increase their quality and performance, to enhance the efficient use of staff and scientific capacity of the industry, to provide the agricultural competitiveness of the national economy and to improve the welfare status of the population.

The purpose of the Concept is to integrate academic and university agro- sciences through reforming of higher agricultural education institutions and scientific institutions of the Ukrainian Academy of Agrarian Sciences engaging their capacity for the creation of regional training scientific-productive complexes, taking into account the natural climatic zones, as educational and scientific centers and staffing centers of the Ukrainian agro-industrial complex [4].

20 November 2020

At the same time, over the last few years, requirements for university education have been tightened up in our country. They are determined both by new conditions of the labor market, and by the increasing role of "lifelong education". There is a growing number of people who are applying for university education. At the same time, the competition is growing between different universities, between universities and other research institutes, between private and public organizations.

Business people, in their turn, begin to make demands on the graduates of vocational training establishments, on what they want them to be. Business success depends on how quickly companies' staff is able to redesign its activity in changing circumstances. That is why domestic business is interested in reforming education: it needs specialized experts, and it is ready to give financial support for their education.

### **3.2 The prospects of international cooperation for the development of the agricultural education, science and industry**

In today's society, the belief is growing that the integration of education, science, and industry is critical to ensuring the competitiveness of personnel. Therefore, the quality of experts of a new generation depends on the level of scientific achievements and creativity.

In our country, the teachers of higher education, scientists and entrepreneurs are aware of the need for further development of various types of activity implemented, including interdisciplinary and practically oriented level.

Ukraine has some experience in bilateral integration, namely: teachers of higher education institutions, as a rule, not only teach but are engaged in research work; there are research institutes as part of many universities, focused on the practical realization of scientific ideas, some higher education institutions are considered to be research universities.

The tradition of tripartite interactions has just begun to form. Initiatives of integration processes in education, science, and industry reflect the socio-economic changes in the state. Higher school and science, altogether with other infrastructures, were forced to change the way of functioning. Large quantity of different educational organizations began to appear, which offered various educational services that go beyond the state standards, but meet modern people's demands, as a rule, on a commercial background [1, p. 10].

It should be noted that in the interaction process of agrarian education, science and industry, bilateral integration dominates in Ukraine, where the benefits of selecting a partner for integration (education, science or industry) depend on the understanding of the fundamental partner's activity, as well as on the understanding of the experience of interaction. Scientific institutions and higher education institutions are more inclined to integration in the fundamental spheres of education and science activities, they definitely give priority to industry in applied activities. Industry gives preference to science, precisely, in research field.

In cases of tripartite interaction among its participants, the leading link is the most frequently allocated: representatives of education, science or industry come up with an initiative to create tripartite contracts, laboratories, joint centers, or cooperation within the scientific and educational complex. In this case, one of the most common forms of integration is the creation of educational, scientific and industrial complexes.

Based on this form, a synergy is achieved from the possibilities of industrial equipment in educational process, targeted research work, and knowledge sharing among teachers, scientists, and producers.

Another type of integration, in which the initiative is taken by industry (for example, a large agrarian enterprise), is the creation of educational programs for training agricultural specialists. "meeting requirements of the customer". Integration complexes on the initiative of scientific institutes and organizations are formed less often in our country .

20 November 2020

Today, in the integration process of agrarian education, science and industry, there are organizational structures as part of the majority of external informal structures. It is precisely the creation of such flexible network structures (innovative clusters), established on the basis of multilateral agreements and joint scientific organizations, higher educational institutions, innovative companies and enterprises, may be considered to be one of the keys for successful operating of integration complexes in the agricultural sector.

From the very beginning agrarian university complexes are considered to be training-scientific clusters with a clearly innovative focus, that are exactly, what the formation of this type should be.

Meeting the challenges of radical modernization of science and education, a clear vertical authority is needed, and it will be possible when scientific institutions join the university, and a complex will be established with the only Head represented by the Rector of University. In this regard, we need an objective determination of the causes that delay the implementation of training-scientific clusters in the form of agrarian university complexes, focused on innovative activities in the agrarian sector.

Consequently, we offer to improve the mechanism of state regulation of integration processes in the field of agrarian education, science and industry on harmonizing the principles of state's interests, business, science and education in the following areas:

- creation and support of integrated research and educational production structures for consolidation of efforts and resources, development of scientific activity in order to ensure qualified staff in accordance with the technological modernization of the industry;
- creation of a network of educational, scientific and educational (business incubators) complexes on the basis of higher educational establishments, scientific institutions and enterprises with the further redesigned training and retraining of specialists of the agrarian industry;
- creation of flexible network structures, innovative clusters in order to develop and implement training and production projects;
- development and maintenance of staff capacity of the scientific and technical complex.

Among the main challenges to the creation of university complexes are the following [3, p. 98]:

Insufficient development of theoretical and methodological and conceptual foundation, their formation and functioning, taking into account the realities of the XXI century: new information technologies, innovative strategies, the crucial role of human assets, etc. Formation of university complexes was earlier offered to carry out by extensive methods with the help of reorganization of universities (academies) in mechanical ways: by joining other individuals or uniting in alliances and associations with them.

The university complex is based on integration activity with leading academic and industrial research institutes and advanced scientific industries of production, and it creates the innovative structures like technology parks.

In the years of market reforms, most of the country's higher agricultural educational institutions implemented a survival strategy, in which, practically, there was no room for research work, their funding was completely cut off from budgetary sources, and enterprises and organizations of the agrarian sector did not have money to conclude the agreements for research works with higher educational establishments

During the years of market reforms, higher education institutions have lost their pre-existing research structures and the teaching staff have lost some skills in doing research studies. There was an endless restructuring of scientific and educational management system at the national level. Until now, there is no effective mechanism of harmonizing the interests of educational institutions, scientific, design and other non-profit organizations that are part of university complexes.

## 4 Conclusions

Thus, to solve the problems, outlined above, and to mobilize fully the potential, which was laid in the idea of creating agrarian university complexes, in our opinion, is necessary to implement the following system of measures based on the concepts of the clusters' theory:

1. We need to move from a simple mechanical association of educational institutions, scientific, design and other nonprofit organizations to the university complex of that or another type. It is necessary to design each of them taking into account historical preconditions, contemporary situation and long-term perspectives. The clusters' theory is the theoretical basis for the creation of comprehensive structures that reproduce productivity factors (new knowledge, innovations, information, human assets, new information technologies, etc.).

In this regard, we should put the development of training-scientific cluster's concept as the basis of the strategy for implementation of university complexes oriented on the creation and the spread of innovations, based on both new knowledge, of which graduates of higher educational institutions are the bearers, and on various research and technology developments.

2. For the formation of agrarian university complexes, in our opinion, both methodologically and in practical terms, land-grant universities of the USA are of particular interest, that appeared in the second half of the XIX century.

Land-grant universities, that have a special status, solve the following public tasks, which have been given to them by the force of law:

- raising the level of education of the rural people;
- scientific research focus on solving urgent farming problems;
- implementation of R&D projects into agricultural production and the development of the social infrastructure in rural areas [2, p. 307].

3. For the formation of agrarian university complexes this form of education and science integration must be backed up by a system of state support measures, stimulating the entry of educational institutions, scientific, design and other non-profit organizations into it.

Limited budget funds should be sent as targeted investments in creating a common infrastructure for institutions and organizations of the university complex (libraries, laboratory and experimental base, computer, information and telecommunication networks, information and consulting, innovative, legal and exhibition centers, Internet centers and design Bureaux, centers for training retraining of personnel, etc.).

Thus, the tripartite integration of science, education and production is, basically, a key focus in the development of knowledge economy, because it allows for effective overcoming the problem of integrated timely provision of innovative processes.

## References

1. Breslavets T. I. "Integration of education, science and industry as part of modern development" / T. I. Breslavets // *Visnik DDFA. Ekonomichni nauki.* - 2014. - №. 2. - pp. 8-16.
2. Osetska D.V. "Fiscal and institutional instruments of development of the agricultural sector in Ukraine" / D.V.Osetska // *Ekonomika APIK.* - 2014. - №. 8. - pp. 95-100.
3. Mamatov F. M. "Integration of education, science and industry as a factor of the innovation economy" / F. M. Mamatov, Z. U. Uzakov // *Onovlennya zmistu, form ta metodiv navchannya i vykhovannya v zakladakh osvity.* - 2013. - Issue 7. - pp. 98-101.



20 November 2020

4. Order of the Cabinet of Ministers of Ukraine "On approval of the Concept of reformation and development of agrarian education and science" dated April 6, 2011 №. 279-p. - Mode of access: <http://zakon1.rada.gov.ua/laws/show/279-2011-/D1/80>.

DOI: 10.5281/zenodo.4274063

# Public administration of ensuring environmental safety as a component of the national security of the country

*Oksana Kyrychenko, Oleksandr Diadiushenko, Vitalii Nuianzin, Artem Maiboroda*<sup>1</sup>

<sup>1</sup> Cherkasy Institute of Fire Safety named after the Heroes of Chernobyl of the National University of Civil Defence of Ukraine, Onoprienka street 8, Cherkasy, 18034

**Abstract.** Environmental threats have an impact on the political, socio-economic, demographic situation at the global and regional levels and become a political factor, affect the national interests of states and determine the emergence of new national priorities. Revealing the patterns and specifics of national interests, including in the environmental field, substantiating the main directions in the implementation of national priorities are among the most important and urgent problems. It is noted that the strategic goals of ensuring environmental safety and rational use of natural resources are: preservation and restoration of natural systems, ensuring the quality of the environment necessary for human life and sustainable economic development; elimination of environmental damage from economic activities in the context of increasing economic activity and global climate change. The achievement of the strategic goals of environmental safety and rational use of natural resources is carried out through the formation and implementation of a long-term state policy.

## Introduction

In the last decade, there has been a steady trend towards globalization in world political and socio-economic relations. At the current level of development of the world community, characterized by the unification of political, economic, information and socio-cultural space, it is extremely difficult for any state to find itself outside this process. Among the tasks facing the state, the task of ensuring security is one of the priority areas. Safety is a prerequisite for the life of any society. Security is understood as the state of protection of the interests of an object from internal and external dangers and threats.

Environmental safety is the state of protection of the environment, life and health of citizens from threats arising from anthropogenic influences, as well as factors, processes and phenomena of natural and man-made nature. The main national interests in the environmental sphere are: ensuring environmentally friendly conditions for the life of citizens; overcoming the negative consequences of radioactive contamination of the country's territory and other emergency situations, rehabilitation of ecologically disturbed territories; sustainable natural resource support for the country's socio-economic development; rational use of natural resource potential, preservation of biological and

20 November 2020

landscape diversity, ecological balance of natural systems; assistance in maintaining global and regional ecological balance.

## **Theory of the matter**

The problems of environmental safety in recent decades are increasingly coming to the fore of the global problems of our time, along with the atomic threat, climatic changes, and epidemics. Since the destruction of ecological space threatens the complete destruction of all life on earth. Modern states are forced to pay more and more attention to solving issues of effective management of the problem of environmental protection. In this context, in our opinion, the problem of studying various ecological theories of the development of states, their relationship with environmental safety and the role of public authorities in resolving issues of environmental protection, is extremely urgent.

Various theories of ecological development are an important factor in the development of state security. They determine methodological approaches to the implementation of environmental protection activities and the nature of environmental safety. A huge number of scientists were engaged in the study of this scientific topic, such as: Baumol, W. J., Baumol, W. J., Oates, W. E., Baumol, W. J., Bawa, V. S., Bawa, W. S., Dabelko, G. D., & Dabelko, D. D., Myers, N. and others.

Despite the range of issues that have been studied in the works of foreign and domestic scientists, the problems of public administration of ensuring environmental safety remain insufficiently investigated. The above confirms the relevance of the topic of our study.

## **Discussion of results**

National and environmental security in essence can both coincide and contradict each other. Within the framework of national security, the state guarantees the society protection from environmental risks, thus we can say that environmental safety is an integral part of the national one. On the other hand, the implementation of the external (maintaining sovereignty) and internal (ensuring the integrity and unity of the state) components of national security often contradicts the desire to ensure environmental security. So, national security refers to a limited area, and environmental: security is a phenomenon that often goes beyond state borders.

The environmental problem remains largely conceptual due to dangerous tendencies not only in marginalized groups, but also in regions, and even in government structures due to the lack of the necessary political consensus. Environmental factors underlie many conflict situations, and lead to a weakening of the state's security, then the attitude towards them should be a priority both in domestic policy, the state, and in foreign.

The national interests of the state in the environmental sphere are to preserve and improve the environment. However, the system of existing national priorities does not sufficiently take into account the environmental factor, limiting itself only to its statement. Making appropriate adjustments to the development strategy of states, taking into account environmental requirements, presupposes, first of all, public recognition of the priority of environmental values and the presence of political will on the part of the ruling authorities in implementing an effective environmental policy.

Formal environmental policy at the state level leads to the fact that national projects, the main goal of which is to ensure the social well-being of the population, increase the living standard of the citizen, are implemented due to excessive pressure on the natural and resource potential of the country. Environmental aspects in national projects are of secondary importance, giving rise to an imbalance of priorities leading to infringement of

20 November 2020

long-term national interests; aggravating threats to national security and political stability of the state.

The effectiveness of state policy in the field of environmental protection largely depends on the ecological maturity and education of the ruling elite. The effectiveness of environmental policy also directly depends on the presence of democratic processes in social development, which creates conditions for attracting broad layers of the population to participate in the formation and implementation of environmental activities.

Since the middle of the 20th century, the world has been politicizing environmental problems and greening political processes, which makes it possible to speak of such a global phenomenon as the greening of the political sphere. Attitudes towards the role of environmental factors, resources, and population are changing as it concerns the very survival of human civilization. Environmental policy is one of the means of regulating socio-environmental interdependencies in order to ensure environmental safety.

International environmental security is a relatively new concept and it arose in the late 1980s, when in many developed countries, revising the concept of security, they included not only traditional military, but also non-traditional threats, among which environmental was one of the main ones. At the session of the UN General Assembly in 1987, the USSR came up with a resolution on international environmental security, and then a year later proposed an international regime for environmental security and the main instruments for its implementation. These initiatives of the Soviet Union were in many ways a reaction to the Chernobyl disaster and a desire to demonstrate to the international community new approaches to environmental issues.

In addition, in the world community, at the same time, a new environmental policy began to form, as well as an environmental social movement and environmental publicity, which were almost completely absent before. It is quite obvious that international environmental safety is directly related to the need to maintain at the international level the global natural resource potential and the required quality of the environment. It is also quite possible that this condition cannot be realized without effective interaction of international and national legal mechanisms that meet the norms of international law in terms of the safe use of natural resources and their protection. In this case, the requirements of international environmental safety should certainly dominate in the national environmental legislation.

In an era of global interdependence, environmental safety has become an integral part of human consciousness. The concepts of "ecological crisis", "ecological disaster" have come into use, requiring a set of urgent measures as a way out of them, which, in turn, are inextricably linked with "ecological modernization", the formation of ecological culture and ecological morality. The recognition of the existence of global problems has led to the allocation of an independent branch of knowledge - global (or planetary) ecology, focused on regulating the relationship of all mankind with the environment in order to preserve it. The inability to solve global environmental problems through the efforts of one country contributed to the revision of the priorities of the foreign policy of states and the greening of international relations. Government measures in most countries have begun to combine resource conservation measures with the production of competitive environmentally friendly goods.

Environmental policy has become a structurally formed, necessary direction of activity of any state. Participation in international environmental cooperation is seen as a necessary element of strengthening the country's security. In addition, it is a matter of the international political prestige of a state, a reflection of its ability to quickly and adequately respond to planetary or global changes. Environmental safety in modern conditions is considered as an integral and important part of the security of the individual, society and state. The main subject of ensuring environmental safety is the state, which carries out its

20 November 2020

functions in this area through the bodies of national legislative, executive and judicial authorities.

Security is understood as the qualitative state of society and the state, which ensures the protection of every person, his rights and civil liberties, as well as the reliability of existence and sustainability of the country's development, the protection of its basic values, material and spiritual sources of life, state sovereignty, independence and territorial integrity from internal and external enemies. This is a typical definition of security. The sum of the conditions under which a scientifically grounded or practical exclusion of the harmful effects of economic activity on the life of the population and the quality of the environment is achieved ensures environmental safety. Environmental safety is achieved by a system of measures (forecasting, planning, advance preparation and implementation of a set of preventive measures) that provide for a minimum level of adverse effects of nature and technological processes of its development on human life and health while maintaining a sufficient rate of economic development. Environmental safety is carried out within all forms of sectoral nature management, including direct and indirect impact on humans at all levels - global, regional and local. Humanity at all stages of its existence was constantly exposed to numerous dangerous influences from external forces. The attitude to these events was different - from the humble recognition of "God's will" to the creation of protective and preventive measures.

For a long time, the concept of security was interpreted in a narrow sense: the security of the territory from external invasion, the protection of national interests through foreign policy activities, global security from the threat of nuclear destruction. This concept applied more to states than to people. Developed countries are busy solving their social and economic problems, competing for sales markets. The newly independent developing countries are acutely aware of any real or perceived threats to their fragile national sovereignty. For ordinary people, safety lies in unimpeded daily life. For many of them, this means no threat of disease, hunger, unemployment, crime, social conflict, political repression and environmental disasters. For most people, the feeling of insecurity arises more from the anxieties of everyday life than from the premonition of some kind of global catastrophe. The history of the development of civilization shows that there is a certain competition between safety and quality of life.

The solution to the security problem must be sought along the lines of agreement between political, environmental, economic and social requirements. The state plays a decisive role in ensuring environmental safety. The leading role of the state as the main subject of environmental safety in the creation and organization of the effective functioning of the national system of environmental safety is due to the following circumstances. First, national security in general and environmental security in particular are closely linked to the fundamental human rights to life, health, and a healthy environment. The main guarantor of ensuring these rights is the state as a political institution with the highest level of differentiation and specialization of internal structures. Secondly, it is the state that possesses the most significant and powerful "resource arsenal" necessary to effectively counter environmental hazards, threats and risks. Third, the most serious environmental hazards and threats, as a rule, are large-scale in terms of their parameters, territory, time, and consequences.

Accordingly, effective and comprehensive counteraction can be provided only under the auspices of the state. In modern times, in the context of globalization, it would be absurd to assert that the concept of environmental safety is limited to the safety of only one state. Recently, environmental safety has been understood as a complex of states, phenomena and actions that ensure an ecological balance on the entire Earth. From the standpoint of the concept of national security, the essence of environmental security is revealed through the category of interests of the individual and society.

20 November 2020

In this case, the national interests are the health of the nation and the preservation of the natural resource potential. Both indicators are an important condition for further stable socio-economic development. At the same time, environmental safety, first of all, must have a human dimension, which is due to the special place of man in nature. A person and his health are a kind of measure for determining the cleanliness of environmental conditions. Based on the foregoing, "environmental safety" is the state and process of protection of the vital activity of objects, or rather a person, state, society, natural environment, from real and potential threats of anthropogenic or natural origin.

The mobilization of the forces of the whole society, a change in the system of values and world perception, necessary for the implementation of the transition to sustainable development, determine the special role of measures to educate and educate the population, overcome anti-ecological stereotypes of behavior, and form a type of social consciousness that corresponds to the co-evolution of civilized man and nature. The concept characterizes the main directions and tasks of international cooperation in the field of environmental protection on sustainable development issues, noting the special role of our country in solving global environmental problems and preventing an environmental disaster.

The deterioration of the global ecological situation on earth is characterized by a qualitative change and the complication of the international situation. The rapid development of the globalization process led to the further transformation of international relations. The interpenetration of national economies, the development of information exchange in the world, scientific and technological progress in aggregate to the fact that the process of globalization has expanded even more. In the new conditions of globalization, a transformation of the security structure is observed. Today, in the face of an exacerbated environmental crisis, the countries of the world are taking all possible measures for sustainable development and developing national concepts of state security, in which environmental safety is of paramount importance, since environmental safety is an important prerequisite for sustainable world development.

## **Conclusion**

The issues of ensuring environmental safety and the problems of sustainable development today acquire special relevance and are treated as the most paramount for each state. Today, in the context of globalization for any country, environmental safety is considered an obligatory, necessary and most important part of the general state policy. The environmental security of each state separately determines the overall international political stability and security of the world.

At the current stage of its development, mankind is faced with large-scale environmental problems. Pollution of water resources, decrease in forest area, disappearance of biological species, accumulation of hazardous waste - these and other problems cannot be solved by the efforts of one state. Cohesion and integration of policies of different states, public participation can serve as a powerful means of protecting the environment and human safety.

Accordingly, the formation and implementation of the strategy of the country's socio-economic development and the state policy in the field of ecology should be interconnected, since the health, social and environmental well-being of the population are inextricably linked. In order to ensure long-term sustainable development, the state authorities should be engaged in ensuring environmental safety at all levels and the solution of environmental problems should also acquire the status of a priority not in words, but expressed in specific program documents and political decisions.

The task of achieving environmental safety is directly included in the understanding of the general content of national security, therefore, the environmental imperative, already defined as an integral part of ensuring national security, needs to be given increased attention and its system of national priorities should be introduced.

## References

1. Baumol, W. J., Baumol, W. J., Oates, W. E., Baumol, W. J., Bawa, V. S., Bawa, W. S., & Bradford, D. F. (1988). *The theory of environmental policy*. Cambridge university press.
2. Lafferty, W., & Hovden, E. (2003). Environmental policy integration: towards an analytical framework. *Environmental politics*, 12(3), 1-22.
3. Dalby, S. (2002). *Environmental security* (Vol. 20). U of Minnesota Press.
4. Dabelko, G. D., & Dabelko, D. D. (1995). Environmental security: Issues of conflict and redefinition. *Environmental change and security project report*, 1(1), 3-13.
5. De Wilde, J. H. (2008). Environmental security deconstructed. In *Globalization and Environmental Challenges* (pp. 595-602). Springer, Berlin, Heidelberg.
6. Myers, N. (2004, May). Environmental security: what's new and different. In *Background paper for The Hague conference on environment, security and sustainable environment* (Vol. 1, pp. 1-14).
7. Barnett, J. (2007). Environmental security and peace. *Journal of Human Security*, 3(1), 4.
8. Hough, P. (2014). *Environmental security: an introduction*. Routledge.
9. Ran, R. (2013). Perverse incentive structure and policy implementation gap in China's local environmental politics. *Journal of Environmental Policy & Planning*, 15(1), 17-39.
10. Hawke, N. (2018). *Environmental policy: implementation and enforcement*. Routledge.
11. Sevä, M., & Jagers, S. C. (2013). Inspecting environmental management from within: The role of street-level bureaucrats in environmental policy implementation. *Journal of environmental management*, 128, 1060-1070.

20 November 2020

DOI: 10.5281/zenodo.4274092

# **Formation of a matrix of financial and credit benefits in the system of state support of strategic priorities of innovative development of the country**

Valeriy Vorotin (1), Nataliia Vorotina (2), Olena Antyptseva, Kyrylo Husarov (3)

1. Kyiv National Economic University named after Vadym Hetman
2. V.M. Koretsky Institute of State and Law of National Academy of Sciences of Ukraine
3. National University of Civil Defence of Ukraine

**Abstract.** The article is devoted to the solution of the problem of creation of uniform methodical base of definition of structure and rationing of size of financial - credit privileges in system of economic stimulation of realization of strategic priorities of innovative development of the country. For the approved state strategic directions of innovative development taking into account the degree of their relative importance in the general system of priorities within the chosen time horizon and the provided scales of their indirect government support the procedure of selection of the corresponding list of financial and credit privileges is formed taking into account budgetary restrictions. The proposed algorithm for the formation of the matrix of benefits prevents the dispersion of benefits between many priority areas in small amounts and is focused on creating an effective system of state incentives for innovation and technological activity. An organic combination of heuristic and formal methods of decision-making during the implementation of the developed procedure in practice will counteract departmental interests and subjectivity in choosing the composition and rationing of financial and credit benefits and will redistribute resources in favor of those areas that can provide positive technological change. national economy.

## **1 Introduction**

The determining factor in the development of the state in the modern world is economic growth as a result of a continuous process of updating knowledge and technology and active implementation of innovations in economic practice. Timely revision of priority areas of science and technology in order to bring them closer to the areas identified in developed countries, based on modern global technological trends is considered one of the defining conditions for building an innovative economy in Ukraine with developed entrepreneurship, innovation and high productivity [1]. An important component of ensuring the effective implementation of the strategy of innovative development of national systems is the active indirect financial support from the state of the declared priorities. Successful solution of the problem of optimizing the procedure of forming a system of economic incentives and determining the scope of providing appropriate benefits to each of the priority areas of innovative development of the country solves the problem of attracting hidden potential of the private sector and foreign investment in the process of financing innovation.

## **2 Presenting main material**

The practice of state regulation of the sphere of innovation activity of the advanced countries of the world community testifies to the expansion of the sphere of application of economic stimulants. Constant adaptation of the system of benefits and preferences within the tax, customs, depreciation, credit, pricing policy to new guidelines of scientific and technological development and changes in economic, political, social life of the state, intensifies the inflow of private investment in scientific and technical research and development and provides modernization and renewal of production on the basis of new equipment and technology.

Such domestic scientists as Yu. M. Bazhal, V. M. Heyets, AI Danylenko, OI Zhilinska, OL Evmeshkina, EM Libanova, MO Kizim, IV Odotyuk, NE Teryoshkina, ZV Yurinetz [2-7] made a significant contribution to the study of the processes of state regulation of innovative development of the national economy. However, in modern science the problem of linking the scale of indirect state support for the strategic direction of innovation with the level of its relative priority is not sufficiently disclosed, even in theoretical terms.

The basic concept of state indirect stimulation of innovation and technological activity provides for the provision of a specific set of financial and credit benefits and preferences to a strictly limited list of activities and leading sectors of the economy that can ensure positive technological change in the country. This requires parity of the intentions of legislators, government agencies and budgetary capabilities of the country in order to consolidate the available resources for the implementation of priority areas of innovation development. Economic incentives do not limit the actions of economic entities in determining their own goals and the choice of means of their implementation, increase the incentives to innovate in terms of economic benefits for the results achieved, which is fully consistent with the



20 November 2020

principles of market regulation. Financial and credit benefits reduce the costs of private sector companies for research and development. This provides an opportunity to further appropriate a certain share of benefits and meet existing needs at a higher level. At the same time, the benefits guaranteed by economic incentives are encouraging and impose economic responsibility for the quality of activities and the level of its effectiveness.

Unfortunately, during the years of independence in Ukraine at the state level no effective mechanism for economic stimulation of innovation has been created.

As you know, the economic behavior of the subject is determined not only by active needs, but is also a function of its perception and expectations associated with a particular situation, and the possible consequences of their chosen type of behavior. Note that this fact has been ignored for a long time in Ukraine in the formation of a system of economic incentives for innovation. This leads to such negative phenomena as the formation of a system of benefits that does not meet the resource capabilities of economic entities, the constant change of conditions for the use of benefits provided by the state, up to complete rejection, lack of clear legal support for their implementation. Probably, in such a situation the positive effect of financial and credit regulators on the pace of scientific and technological progress is sharply reduced. The instability of the system of state economic stimulation of innovation, its inadequacy to the characteristics of the external environment of economic entities and their internal potential, other things being equal, prevents the creation of a favorable atmosphere for effective work of investors, researchers, producers and consumers of scientific and technical products. As a result, entities operating in this field or showing interest in it do not see prospects for achieving positive results from the implementation of scientific, technical and innovative measures. As a result, they form negative expectations about the feasibility of this activity, which, in turn, becomes a serious obstacle to the formation of an innovative type of behavior of economic agents.

Meanwhile, public administration through economic interest should provide the opportunity to meet different groups of needs of the subject of business relations through such a course of action that would contribute to the conditions of economic growth and the solution of problems facing the national economy.

The incentive, which is considered as a state-guaranteed reward for the results of innovative activities, should provide the subject with a set of benefits that have real value for him, and the level of economic activity in a given system of incentives depends on expectations that between efforts spent to achieve the result, and the resulting set of benefits there is a stable relationship, and the benefits are adequate to the efforts made. By directing the efforts of economic agents to achieve a specific result, the system of incentives, in our opinion, should create for them a set of external benefits by giving them a temporary right of priority access to limited resources and preferential treatment of economic activity. At the same time, achieving the required level of efficiency in the implementation of a particular activity has a positive effect on the internal potential of the business entity and provides it with a number of internal benefits - the ability to increase qualitative and quantitative parameters of its activities, strengthening resource and technical maneuvering. strengthening of own property base, creation of steady competitive advantages, formation of positive business image, etc.

The higher the degree of correspondence between the set of benefits actually provided by the state in practice from the implementation of the incentive measure and the expectations of the economic entity formed in relation to it, the greater the value of this complex and, consequently, the level of relative satisfaction. This assessment determines the degree of effectiveness of the system of economic incentives used by the state, affects the nature of the economic agent's perception of future situations, necessitates the preservation or adjustment of his previously chosen line of business behavior.

The system of economic stimulation of scientific, technical and innovative activity formed at the state level should, first of all, take into account and coordinate the interests of different groups of economic agents covered by the relations of production, exchange, distribution and consumption in this sphere. The process of finding, creating, producing and implementing innovations will be continuous and dynamic, if, other things being equal, each of its participants, developing and strengthening its own activities, can take advantage of state-guaranteed external benefits, while the results achieved are the basis for further progressive development of this process and meeting both the private interests of its partners and public needs. This is possible only in the situation when the system of state stimulation of scientific, technical and innovative activities will create a motivational field that encourages business entities to reconcile their competing interests in the course of its implementation. Under such conditions, the system of state economic incentives will guide businesses not only to participate in the implementation of scientific, technical and innovative activities, but, above all, to obtain certain end results.

However, it should be borne in mind that each business entity is based on the principle of economic feasibility, hoping to obtain both external and internal benefits, which will be fully realized only in the presence of full demand for positive results of scientific and technical activities. Thus under full-fledged we will understand such level of demand at which the organization realizes the purposes planned during planning, achieving desirable results. Therefore, the system of indirect support of subjects in the field of science and technology should contribute to the formation and maintenance of such demand for the results of innovation.

Thus, economic incentives as the most important component of state innovation policy should become a system of state-guaranteed unstable competitive advantages, which gives economic entities a temporary priority right to pursue their own economic interests and encourages them to proactively coordinate these competing interests to create, develop,

20 November 2020

disseminate and the application of the results of scientific, technical and innovative activities, which is aimed at forming and maintaining a full demand for them.

The possibility of temporary operation within the most favorable tax climate, obtaining the right of priority access to limited material resources, preferential long-term loans are duplicated, unstable competitive advantages, which are guaranteed by the state to economic entities that accumulate and direct their own strategic resources for implementation. Prospects for obtaining these unstable competitive advantages over a period of time under the conditions proposed by the state will contribute to the formation of positive expectations of economic entities regarding the possibility of further gaining and maintaining high competitive advantages, ie creating a number of internal benefits: ability to continuous self-improvement and material development. -technical base of the enterprise on the basis of attraction of new technics, advanced technologies, development of goods-novelty, updating and expansion of assortment of production, formation of the highly skilled personnel focused on use of the newest technologies in various spheres of activity and, as a result, satisfaction of needs of clientele at higher quality level. than other manufacturers. At the same time, an important factor that helps to form an effective system of state economic stimulation of innovation is the real provision in practice of economic entities of all those unstable competitive advantages that were previously declared by the state. Otherwise, the acquisition of negative experience by economic entities from the implementation of innovation activities due to breach of state obligations will further lead to the formation of negative expectations about the feasibility of activities in this area and will only hinder the formation of innovative behavior in the latter. However, the system of state economic stimulation of innovation should contribute to the transformation of short-term interest of the economic entity in the implementation of scientific and technical measures in a stable dominant interest in the development and implementation of innovations as a means of reproducing its economic condition and a source of competitive advantage. This requires that the state's economic regulators in practice meet the expectations of economic entities and at the same time provide both increasing the interest of economic agents in the accumulation and placement of various investment resources in the field of innovation, long-term lending to upgrade production and technical base of enterprises and development of new species. products, and strengthening the interest of enterprises and organizations in attracting and using the resources provided to achieve the objectives.

It should be borne in mind that within the framework of each of the priority areas approved at the state level, specific activities differ significantly in terms of the level of the already existing reserve, therefore, they require different time and resource costs during implementation. In addition, individual activities can be simultaneously included in several priority areas of innovation, and, therefore, be considered as more significant from the standpoint of the successful implementation of the adopted strategy. Therefore, in addition to choosing priority areas, it is necessary to assess the relative priority of the measures included in their composition, to rank them based on the analysis of the results obtained, on the basis of which, to determine the amount of state support and normalize the amount of financial and credit benefits provided for each measure taken. Apparently, the solution of the stated problem of organic examination of expert and formal methods of solving the problem has been successfully solved.

In practice, the implementation of one or another priority area of innovation is a set of separate works of a certain duration, which can be performed both sequentially one after the other and in parallel. Thus, the technology for the practical implementation of each direction, and the entire system of priority areas as a whole, can be presented in the form of a network schedule, the elements of which are long-term work, reflecting all the nuances of the implementation of the direction. The general scheme of the algorithm for forming a unified network schedule for the implementation of priority areas of innovation is shown in Fig. 1.

Further, on the basis of the standard procedure for solving the problem of network modeling, ranking according to the level of priority of works (activities) of the network schedule for the implementation of the basic directions of innovation is carried out. Each work has a corresponding numerical value of the total priority, calculated taking into account the opinion and preferences of a group of experts. Therefore, taking any two works of the network schedule and calculating the ratio of the values of their relative priority, it is possible, taking into account the obtained proportion, to conclude which of the indicated works is of higher priority.

Based on the existing budgetary constraints for the planned period of time, the total amount of funds allocated for the state economic stimulation of innovative activity, each work of the network schedule is provided with indirect state support on a scale corresponding to the proportions of the obtained values of the total priorities of these works.

20 November 2020

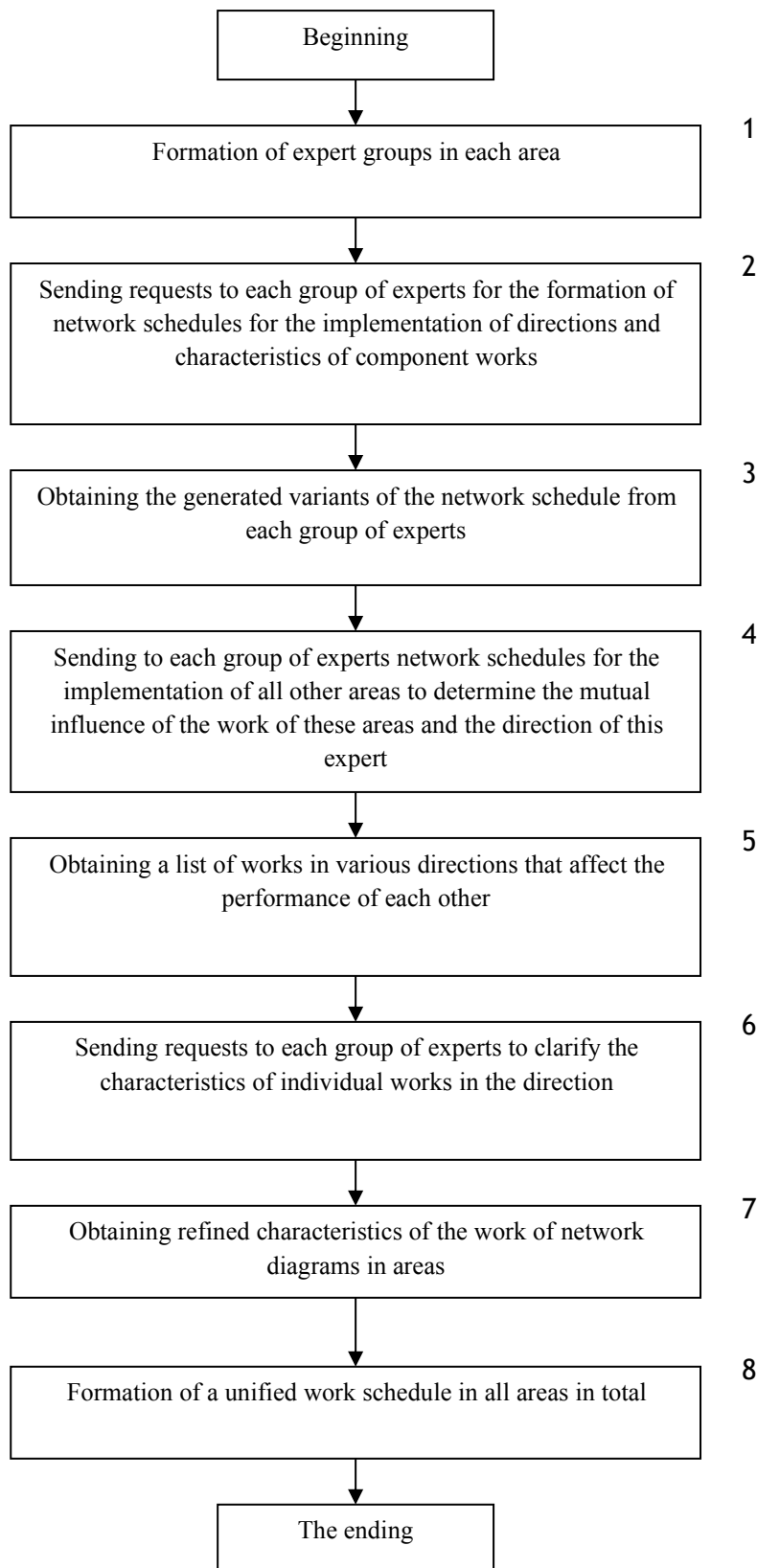


Figure: 1 - General scheme of the algorithm for the formation of a unified network schedule of work on implementation state priorities in the field of innovation

Based on the state-approved basic list of strategic directions of innovative development of the country  $n$ , the established level of their relative priority  $p_i$ ,  $i = 1, n$  within the chosen time horizon and the envisaged scale of their

20 November 2020

indirect government support, we will form a procedure for selecting the appropriate list of financial and credit benefits for each of the identified areas.

At the first stage of this procedure, a group of experts (representatives of government institutions responsible for strategic decision-making, financiers, taxpayers, business leaders, leading scientists, etc.) identify using standard heuristic decision-making methods  $m$  possible types of financial and credit benefits and determine for each of them two values:

- $V_j, j = 1, m$  - the maximum amount of use of benefits within the selected time horizon;
- $V_{j0}, j = 1, m$  - the maximum amount of benefits to a particular priority area  $n$ ;

Note that for those benefits in which the upper limit of the scope of their application is not limited, we consider the value of  $V_j$  as large as possible.

As a result of realization of the first stage at an exit we have  $n$  directions of innovative development of the country and  $m$  corresponding to them possible kinds of financial - credit privileges.

The second stage of the procedure is also heuristic - a group of experts determines a set of numerical values  $z_{ij}$  of  $z_{ij}$  - the relative priority of the  $i$ -th scientific - technical or innovative direction for the use of the  $j$ -th benefit.

These numerical values are determined on an arbitrary scale, but for further formal calculations it is convenient to use the interval  $(0, 1)$ .

We emphasize that the implementation of the two considered stages takes place according to the standard multi-step procedure of the method of expert evaluations.

The third stage of the procedure is the formation of a matrix of benefits.

Enter the value:

$$P_{ij} = \frac{P_i * Z_{ij}}{\sum_{i=1}^n P_i * Z_{ij}} \quad (1)$$

From relation (1) it follows:

$$\sum_{i=1}^n P_{ij} = 1 \quad (2)$$

Therefore, we will call the value of  $P_{ij}$  - the normalized relative priority of the  $i$ -th innovation direction for the  $j$ -th privilege, which characterizes the possible degree of its use in this direction.

Note that the calculations of formula (1) directly use the values  $P_i$  of the established level of relative priority of the directions of innovative development of the country  $P_i, i = 1, n$  within the selected time horizon.

After calculating the values  $P_{ij}$  of  $P_{ij}$ , we can proceed to the direct calculation of the initial values  $V_{ij}$  of each  $j$ -th benefit for each  $i$ -th direction  $V_{ij}$  by the formula:

$$V_{ij} = P_{ij} * V_j \quad (3)$$

Note that the selected values of  $P_{ij}$  meet the mandatory condition:

$$\sum_{i=1}^n P_{ij} * V_j = V_j * \sum_{i=1}^n P_{ij} = V_j \quad (4)$$

That is, the sum of the volumes of each privilege distributed in all priority areas is equal to the maximum volume of its use for a given period of time.

Thus, we have a matrix  $V = (V_{ij})$  of dimension  $n \times m$ , which we will call the matrix of benefits. Note that due to the application of formal methods in step 3 of this procedure there is no guarantee that for all elements of the matrix of benefits for each  $i$  - the priority direction and for each  $j$ -th preference is the relationship  $V_{ij} \geq V_{j0}, i = 1, n; j = 1, m$ .

As a result, benefits may be scattered among many priority areas in small amounts, which will prevent the formation of an effective system of state incentives for innovation and technological activity.

It is possible to avoid this problem in step 4 of the proposed procedure by applying step-by-step Algorithm 1:

Step 1.  $j = 0$ . The initial step of the algorithm.

Step 2.  $j = j + 1$ . We turn to the consideration of the next type of benefits.

Step 3. Check the relationship  $j > m$ .

If the relation is fulfilled, then the transition to the end of this algorithm, if it is not fulfilled, then go to step 4.

Step 4.  $i = 0$ . The initial step is to search for all strategic priorities.

Step 5.  $i = i + 1$ . We turn to the consideration of the next priority area.

Step 6.  $w = V_{j0}$ , where  $w$  is the minimum amount of use of the  $j$ -th privilege.

Step 7. Check the relationship  $0 < V_{ij} < w$ .

20 November 2020

If the ratio is not met, ie either for this priority area, this benefit is not allocated at all ( $V_{ij} = 0$ ), or allocated in amounts that do not reach the minimum, then go to step 10.

Otherwise, go to step 8.

Step 8.  $l = i$ , where  $l$  is the number of the priority area for which the minimum amount of the  $j$ -th privilege is provided.

Step 9.  $w = V_{lj}$ .

Step 10. Check the fulfillment of the relation  $i < n$ .

If the relation is fulfilled, we return to step 5 to consider the next direction.

If the ratio is not fulfilled, ie the consideration of all  $n$  priority areas in relation to the  $j$ -th privilege is completed, then we proceed to step 11.

Step 11. Check the performance of the relation  $w < V_{j0}$ .

If the ratio is met, it is necessary to adjust the amount of benefits for this area and go to step 12.

If the ratio is not met, then go to step 2 to consider the next benefit.

Step 12. Adjusting the amount of benefits of the  $j$ -th variety for the  $i$ -th priority area.

At this stage of Algorithm 1 we have the number  $l$  of the priority area, which allocated the minimum amount of benefits of the  $j$ -th variety - the value of  $w$ . In this case,  $0 < w < V_{j0}$ .

The essence of adjusting the volume of the  $j$ -th privilege for this  $i$ -th priority is to redistribute the volume  $w$  of the privilege between all selected promising areas in proportion to their priority, calculated according to relation (1), according to the following formula in accordance with (3) :

$$V_{ij} = P_{ij} * V_j + P_{lj} * V_{lj} = P_{ij} (V_j + V_{lj}) \quad (5)$$

Note that the total amount of additional benefits in all priority areas, according to formula (2), satisfies relation (6):

$$\sum_{i=1}^g P_{ij} * V_{ij} = V_{lj} \sum_{i=1}^g P_{ij} = V_{lj} = w \quad (6)$$

Thus, the amount of benefits of the  $j$ -th variety for the most important areas is increased by the value of  $w$  in proportion to the value of their relative priority.

Step 13.  $V_{lj} = 0$ .

Since it is necessary to perform relation (4), increasing the total amount of the  $j$ -th privilege for the priority direction by the value of  $w = V_{lj}$ , it is necessary to simultaneously reduce its volume by the same value in the direction of  $l$  for which  $w < V_{j0}$  and does not play any role in its implementation .

We carry out transition to a stage 4.

The implementation of stage 4 has a fully formalized character and practically deprives subjectivism of decision-making on the distribution of funds, which are aimed at the goals of state economic stimulation of innovation.

After the end of stage 4, there are no such values of  $V_{ij}$  that the ratio  $V_{ij} < V_{j0}$  is fulfilled, ie the optimization of the matrix of benefits by the criterion of minimizing their dispersion in all priority areas. Thus in the final variant each element  $V_{ij}$  of a matrix of privileges defines the maximum possible volume of the  $j$ -th privilege for the given  $i$ -th direction taking into account all existing restrictions.

We emphasize that steps 3 and 4 of this procedure are fully formalized, so they can be easily and quickly implemented using computer technology in an interactive mode by implementing Algorithm 2:

Step 1. Implementation of the actions of stage 1 - heuristic methods of management decisions.

Step 2. Implementation of the actions of stage 2 - heuristic methods of management decisions.

Step 3. Implementation of actions of stage 3 and stage 4 - formal methods of making managerial decisions.

Step 4. Analysis of the elements of the formed matrix of benefits.

Step 5. Experts check the satisfaction of the values of the matrix of benefits.

If the values are satisfactory, then the end of the algorithm, otherwise - go to step 6.

Step 6. Checking the satisfaction of the composition of benefits based on the analysis of the matrix of benefits.

If the system of benefits is acceptable - go to step 2, otherwise - go to step 1.

20 November 2020

Note that the implementation of this algorithm is very effective given the formal mathematical support and the possibility of using heuristic management decisions in the Internet - conference mode.

### 3 Conclusions from the conducted research

Thus, based on the implementation of the proposed methodology, we obtain for each strategic direction of innovative development of the state taking into account the level of its relative priority within the specified time horizon, a specific list of state-guaranteed financial and credit benefits as much as possible, taking into account all existing budget constraints.

An organic combination of heuristic and formal decision-making methods during the implementation of the developed procedure in practice will allow to oppose departmental interests and subjectivism in the choice of composition and rationing of financial and credit benefits, which will increase the efficiency of state economic stimulation of innovation and redistribution of resources. areas of activity that should ensure positive technological changes in the national economy. Under this approach, the mechanism of state economic stimulation of innovative development can be organically integrated into the system of market relations and implemented on the basis of coordinated application of a set of incentive benefits of purely targeted nature, which meet current budget constraints, are enshrined in law and operate automatically.

It should be noted that the acceleration and globalization of scientific and technical processes necessitate the constant enrichment of the system of state economic regulators and ensure its maximum compliance with the expectations of economic agents in order to increase their interest in accumulating and allocating various resources in science and technology and innovation. outlines the directions of further research on this topic.

### References

1. Strategiya rozvy`tku sfery` innovacijnoyi diyal`nosti na period do 2030 roku [Elektronny`j resurs]. – Rezhy`m dostupu: <https://zakon.rada.gov.ua/laws/show/526-2019-r>
2. Bazhal Yu. M. Rozvy`tok innovacijnoyi diyal`nosti u znannyevomu try`kutny`ku "derzhava – universy`tety` – promy`slovist`" / Yu. M. Bazhal // *Ekonomika i prognozuvannya*. - 2015. - # 1. - S. 76-88. - Rezhy`m dostupu: [http://nbuv.gov.ua/UJRN/econprog\\_2015\\_1\\_8](http://nbuv.gov.ua/UJRN/econprog_2015_1_8).
3. Innovacijna Ukrayina 2020 : nacional`na dopovid` / za zag. red.V.M. Gejcy ta in. ; NAN Ukrayiny`. – K., 2015. – 336 s.
4. Ukrayina 2030: Doktry`na zbalansovanogo rozvy`tku. Vy`dannya druge. – L`viv: Kal`variya, 2017. – 164 s.
5. Evmeshky`na E. L. Formy`rovany`e metodov gosudarstvennogo strategy`cheskogo plany`rovany`ya / E. L. Evmeshky`na // *Leges Viata (Zakon y` zhy`zn`)* : mezhdunar. nauch.-prakt. pravovoj zhurnal. – 2017. – # 1/2. – S. 70-73.
6. Ter`oshkina N. Ye. Innovacijna strategiya v sy`stemi upravlinnya nacional`noyu ekonomikoyu / N. Ye. Ter`oshkina // *Markety`ng i menedzhment innovacij*. – 2014. – # 2. – S. 151-161.
7. Yury`necz` Z. V. Inozemny`j dosvid formuvannya nacional`ny`x innovacijny`x sy`stem ta jogo realiyi v Ukrayini / Z. V. Yury`necz` // *Visny`k L`vivs`kogo universy`tetu. Seriya ekonomichna*. – 2014. – Vy`pusk 51. – S. 230 – 236.

DOI: 10.5281/zenodo.4274263

# Public administration issues in the field of fire safety

*Volodymyr Lypovyi, Nataliia Korovnikova, Volodymyr Oliinik, Serhii Harbuz<sup>1</sup>*

<sup>1</sup> National University of Civil Defence of Ukraine, Kharkiv

**Abstract.** Ensuring fire safety within the framework of public administration, like any other activity, has its own scientific basis. It includes various theories that study and investigate individual aspects of this activity, are in specific relationships, relationships and dependencies. Among them are the issues of organizing the fire department and managing its forces. The main content of organizational activity is the practical leadership of people - the coordination of joint actions and their regulation at all stages of the management process. From the standpoint of the process approach, organizational activity is viewed not as a one-time action, but as a series of continuous interrelated actions, that is, a process. And from the point of view of the above approaches, management is, first of all, the art of a leader to understand the situation, reveal its features and choose the optimal solution from a variety of possible ones, and then follow scientific recommendations in the field of management, which are general and universal in nature. Therefore, the fire safety system will be considered from a managerial position - as the organization of its activities to ensure fire safety and from organizational and structural - as a structure designed to implement organizational decisions in the field of fire safety.

## Introduction

The relevance of the topic of the article is determined, first of all, by the fact that at the present stage of development of scientific and technological progress, issues of comprehensive, including management, fire safety in the modern world play an increasingly important role. Fires, as one of the most destructive phenomena, entail human casualties, significant and sometimes irreparable damage to the natural environment and human civilization, its material and spiritual values.

The systematic approach involves considering various processes and phenomena in management as a system. At the same time, it is customary to understand a control system as an isolated integral set of interconnected functional elements, which has new qualities in relation to its constituent elements. Integrity means that in relation to the environment, the system appears and, accordingly, is perceived as something single. In this case, all elements of the system or some of them can, in turn, be a structure-forming part of any subsystem. Currently, the systematic approach is considered a universal research methodology. It is widely used in modern theory and practice of organization management. At the same time, the analysis of research experience shows that the use of only one approach in its classical

20 November 2020

form for the purposes of systemic research, most often not only does not give a significant effect, but is often harmful. Hence the need for an integrative balanced use of various methodological approaches in relation to each specific study of systems (organizations). Therefore, the systematic approach is legitimately interpreted as a system of approaches.

Since modern organizations are open systems, they receive energy, information, material and other resources from the external environment to support their activities. At the same time, each organization gives the products of its activities to the external environment. Thus, the product of the activity of the fire safety system can be considered the maintenance of constant readiness to eliminate emergency situations associated with fires.

## **Theory of the matter**

Fires and all processes related to their occurrence and development require purposeful management, which provides, along with the implementation of organizational, technical and economic measures, increasing the role of legal regulation and coordination of relations between relevant government agencies, businesses and other bodies, which should provide fire protection of settlements and facilities, as well as further improvement of their activities and interaction. Given that fire safety is one of the most important types of public safety, as well as the exceptional importance of fire safety in the protection of human life, national wealth and the environment, the issues of mechanisms of state management of fire safety are reflected in the works of Ukrainian and foreign scientists.

The analysis of modern literature sources of specialists and researchers indicates specific gaps in the conduct of research related to the scientific and theoretical justification of the mechanisms of public administration in the field.

## **Discussion of results**

Questions about the implementation by public authorities of various areas of fire safety have been the object of close attention of legal scholars. Despite this, the scientific literature has not yet developed a generally accepted concept of social relations arising in the activities of public authorities and society to establish and practically implement an effective state legal system necessary to ensure a sufficient level of fire safety. The emerging new threats to society from fires make us constantly search for new, more modern ways and means of preventing fires, successfully extinguishing them and minimizing harmful consequences. One of these ways can be considered the conduct of scientific and legal research in the field of regulation of public relations that develop while ensuring fire safety.

Fire safety is an integral element of national security, which includes the activities of the state and society to create and ensure a stable state of excluding conditions and causes that can cause an emergency in the form of uncontrolled combustion, and in the event of the latter, ensures the earliest possible termination of its spread and minimization of damage to it. primary and secondary damaging factors to the interests of the individual, society and the state, material values and the environment.

The fire safety system is based on the social interaction of subjects and objects of fire safety, the main purpose of which is to organize and maintain a dynamically constant fire safety state of territories, enterprises, institutions, technological equipment and settlements.



20 November 2020

The goals and objectives assigned to the fire safety system are achieved through the implementation by its subjects of the functions assigned to them, through the powers of technical, legal and social methods of influence, interconnected and applied in various combinations, based on the characteristics of fire safety facilities ...

A fire regime is a procedure for regulating public relations established and ensured by the norms of various branches of law, which determines the conditions for the normal functioning of the elements of the fire safety system, in order to create and maintain the necessary and sufficient level of fire safety of the relevant objects.

A legal entity should be held administratively liable for misconduct in the field of fire safety, if it does not prove that, with the degree of care and discretion required from it by the current regulatory legal acts, it took all measures to properly comply with the requirements of the law. In this case, a legal entity is released from administrative responsibility if it proves that the improper fulfillment of the requirements of regulatory legal acts was due to force majeure, that is, extraordinary and unavoidable circumstances under these conditions. The legislator should clearly indicate which particular circumstances are extraordinary and insurmountable. For example, natural and man-made emergencies, environmental emergencies, interethnic, interfaith and regional conflicts accompanied by violent actions.

Analyzing the reforms in public fire safety on the example of the United States, it should be noted that the reform of this system took place almost a century ago and has come a long way and has been repeatedly criticized. In particular, the 32nd President of the United States - F.D. Roosevelt. In his opinion - the state in the process of its governing bodies should stop playing the role of "night watchman" and come out of the shadows. The state must not only point the way with restrictive "road signs", which must be followed by all its subjects and objects, but to lead this way, set the direction and speed of movement to build a truly democratic state with the rule of law and social justice. " It should be noted that when the state begins to withdraw obligations without creating effective mechanisms for their replacement, then before the lack of clear safety requirements, leveled and a lot of work done by a large number of fire and rescue units and their employees, and the unstoppable force of such a powerful and unexplored to the end of the element as a fire, begins to get up, and cause irreparable significant damage. Analysis of the system of public administration, which was carried out almost 85 years ago, the theorist and pragmatist of public administration F.D. Roosevelt (whose activities coincided with the Great Depression in the United States and World War II) proposed his political program in the "New Deal (1933-1938)" and is relevant to today's government in the field of fire safety in Ukraine. Insurance companies that insure the so-called "fire risks", due to the legal traditions of Ukraine at this stage can not transparently ensure the declaration and establishment of norms and standards of fire safety, as is the case in the United States. In addition, there are very high corruption risks, as insurance companies pursue their own commercial interests, as noted by Yu.F. Brigham and M.S. Erhardt - "the dollar received today,..., is more valuable than the dollar that will be received in the future, because if you already have it, you can reinvest it in business, get interest and in the future get more than one dollar. " Thus, analyzing the consequences of the Thomas fire in the United States (December 2017 - March 2018, Ventura and Santa Cruz counties, California), based on statistics on the number of cells, fire, area of its distribution, the number of destroyed houses, buildings, structures, and using the statistical calculation methods underlying the risk-based approach, it can be demonstrated that the risk of fire, risk of destruction, risk of destruction of

20 November 2020

buildings, or risk of death in fires in the last 5 years for Ventura counties and Santa Cruz, California, has grown rapidly. Therefore, the insurance premium paid for fire risk insurance should usually increase proportionally, ie this will increase the initial income of the insurance company in a certain short period of time, which in financial management is called "cash flow at the moment", because people are scared of this event now and here, and do not want to be left with anything in the future.

There are several aspects of management activities in the management of fire fighting forces, where in modern conditions the introduction of management technologies is extremely important. First of all, these are the processes of forecasting, programming, assessing and tracking changes in the states of the operational fire situation. You cannot manage if there is no initial data for this. It is also necessary to have timely, reliable and complete information about everything that happens within the territory of responsibility. The technology of activities in this direction includes: the establishment of general, unified indicators of fire risks, adequately characterizing the state of protected areas and objects; ensuring proper consistency, logic in the systematization of such indicators so that they generally give a real picture of the fire situation (both current and in development); creation of organizational and technical conditions for the prompt and accurate transmission of the necessary information through all structural subsystems, links and their units involved in these processes; application of identical methods, procedures and operations of analysis and characteristics of the studied and programmed objects; the use of identical forms of recording information materials and other points inherent in the considered aspect of the management of fire protection forces.

The use of management technologies in the practice of programming and planning the integrated development of the fire safety system of the territory and the structure of the fire safety forces is relevant. Without such technologies, in the conditions of significant independence of various control bodies at the territorial and municipal levels, control bodies of fire protection forces of various departmental affiliations and forms of ownership, the concentration of the main financial, economic and material resources mainly in the hands of entrepreneurial structures, the inclusion of many managed objects in the solution of the corresponding problems, nothing serious can be done. We need uniform terms and methods for the development of proposed activities in the formations, organizations and institutions of the fire protection forces, identical forms and indicators of program and planning documents, an interconnected, agreed procedure for passing and approving programs and plans, acceptable procedures for considering controversial issues, certain mechanisms of mutual control, etc. e. Modern social practice testifies to the development of targeted programs developed and implemented at various levels - from national to local. It also requires adequate management technologies capable of imparting proper organization, the necessary regulation and efficiency to activities in this direction. Within the framework of the entire fire safety system, a lot of management decisions are made and are acting, both current, operational and prospective, regulatory and strategic. Almost all officials have to constantly justify various options for solutions, look for alternatives to resource provision and temporary implementation, coordinate various decisions (and their provisions) among themselves, actively analyze the progress of implementation of some decisions and take into account its results when preparing others, summarize the results of implementation, decisions and remove them from control, deal with other issues in this voluminous and responsible area of management. Here we need scientifically based technologies for the preparation, adoption and implementation of managerial decisions, starting with a

unified language and ending with graphic forms of specific documents. Everything should be clear, clear, consistent and understandable for both decision-makers and performers. A weak point in the management of fire fighting forces remains control technologies associated with continuous monitoring of controlled processes, their study, measurement and comparison, their objective correlation with management models expressed in decisions, their norms and requirements.

In this aspect, feedback technologies are of great interest, providing a reliable reflection of the results of control actions. The technologies of organizational forms of management activity are equally significant, because their effectiveness is determined by several conditions: administrative and legal conditions associated with the competence of the corresponding event (what are its capabilities), organizational and functional, expressed in the nature of its preparation and the procedure for conducting (is it ready and whether its capabilities were used), socio-psychological (the participants' interest in this event), physiological (the participants' well-being, their ability to issue and assimilate information), technical (provision of means of recording and fixing information), etc. All this should be summarized in one system - organizational technology, in particular, allowing to obtain the desired intellectual management product. Management technologies are a whole area of theoretical searches and practical experiments. Their promotion to the agenda is due to the objective complication and rise in the cost of management processes in all state spheres, including in the field of fire safety, and at the same time the strengthening of their role (significance) in all spheres of society.

## **Conclusion**

Today and in the foreseeable future, it is impossible to streamline the management activities and, in general, the fire brigade control system without the development and mastering of management technologies for all the most important aspects of the organization and functioning of the fire brigade. Moreover, this is not about giving new names to old bureaucratic procedures and operations, not about simply filling the workplaces of the personnel of the management body with modern electronic means, but about a qualitatively new understanding and reform of the defining manifestations of management in the field of ensuring the country's fire safety. Administrative technologies, if they really take place, should cause profound transformations in everything related to this systemic social phenomenon. Knowledge and possession of the methodological foundations for assessing the effectiveness of state fire safety management can help in this.

## **References**

1. Law of Ukraine "On the Fundamentals of National Security of Ukraine" of 19.06.2003 № 964-IV / Bulletin of the Verkhovna Rada of Ukraine (VVR), 2003, № 39, p.351.
2. Law of Ukraine "On the basic principles of state supervision (control) in the field of economic activity" from 05.04.2007 № 877-V. - (Vidomosti Verkhovnoi Rady Ukrainy (VVR), 2007, № 29, p.389).

3. Law of Ukraine "On Fire Safety" of 17.12.1993 № 3745-XII. - Voice of Ukraine from January 29, 1994 [Electron. resource] - Access mode: <http://zakon3.rada.gov.ua/laws/show/3745-12/ed19931217>.
4. Ramachandran, G. "Fire safety management and risk assessment." *Facilities* (1999).
5. Furness, A., & Muckett, M. (2007). *Introduction to fire safety management*. Routledge.
6. SANTOS-REYES, Jaime; BEARD, Alan N. A systemic approach to fire safety management. *Fire Safety Journal*, 2001, 36.4: 359-390.
7. Chuban, V. S., Kutsenko, M. A., & Alekseyeva, O. S. (2014). Organizational and economic aspects of fire safety. *Aktual'ni Problemy Ekonomiky= Actual Problems in Economics*, (158), 516.

# State policy regarding the psychological adaptation of internally displaced persons from the eastern regions of Ukraine

*Oleksandr Timchenko*<sup>1</sup>, *Ihor Prykhodko*<sup>2</sup>, *Vitalii Khrystenko*<sup>1</sup>, *Eduard Mykhluk*<sup>1</sup>.

<sup>1</sup>National University of Civil Defence of Ukraine, Ukraine

<sup>2</sup>National Academy of National Guard of Ukraine, Ukraine

**Abstract.** The article examines aspects of the state policy of Ukraine in the psychological adaptation of temporarily displaced persons who fled in 2014 from the areas of hostilities in the Donetsk and Lugansk regions of Ukraine. The analysis of the legal framework of Ukraine regarding the psychological adaptation of temporarily displaced persons after their arrival at a new place of residence is carried out. Revealed the attitude of temporarily displaced persons to government bodies. The main directions of improvement of state mechanisms of psychological adaptation of temporarily displaced persons in Ukraine are proposed.

## 1 Introduction

For the past five years, the Ukrainian state has been daily faced with the need to resist external military aggression. With the outbreak of hostilities in part of the territory of Donetsk and Lugansk regions of Ukraine since 2014, a large number of civilians in these areas were forced to leave their homes and move to other regions of Ukraine. According to official data from the UN Refugee Agency, at the end of 2019, 1,415,635 Ukrainian citizens had the status of “internally displaced persons”: 489775 internally displaced persons were registered in the Donetsk region, 275947 in Luhansk, and 131998 in Kharkiv region [1]. However, in reality the number of such people is much higher, since many of the displaced persons are not registered with social services.

This problem is typical not only for Ukraine, but also for the whole world, especially where military conflicts arise, local hostilities are conducted. In recent years, the countries of the European Union have also experienced serious difficulties associated with the uncontrolled flow of refugees from Africa and the Middle East. Scientific studies show that the mental health of refugees and their behavior is becoming a serious problem for the host countries, since most refugees stay for years or even decades and try to obtain a permanent residence permit by any means [2].

In situations where a person is forced to leave his place of permanent residence, and this needs to be done in a very short time, then he experiences only negative emotions. Very often these emotions are long lasting, which leads to a deterioration in the mental state and overall health of a person. It has been proven that the psychological state of the individual, the mental health of refugees, their deviant and addictive behavior is often a problem for psychiatrists, psychologists, as well as representatives of government bodies of countries that have accepted refugees [3]. Researchers note that half of the refugees show signs of post-traumatic stress disorder [4]. The psychological stress constantly experienced by refugees at the stage of adaptation to new living conditions sharply worsens their quality of

20 November 2020

life [5, 6, 7]. The difficulties and problems of refugees, which they face when integrating into a new cultural environment, are investigated [8, 9, 10].

It is noted that the adaptation process to a large extent depends on the psychological state of the person undergoing adaptation. One of the main conditions for successful psychological adaptation is a benevolent attitude towards the social environment in which a person undergoes adaptation [11]. If a person has a negative attitude towards her, then the success of psychological adaptation to new conditions of existence cannot be successful.

Purpose of the study: to reveal the features of the state policy of Ukraine in relation to the psychological adaptation of forced migrants from the eastern regions of Ukraine. Research objectives: (1) to establish the influence of the state on the process of psychological adaptation of internally displaced persons who fled hostilities in the territory of Luhansk and Donetsk regions of Ukraine; (2) to reveal the peculiarities of the emotional state of internally displaced persons and their attitude towards the state authorities; (3) to determine the main directions for improving the process of psychological adaptation of internally displaced persons to new conditions of life.

## **2 Materials and methods**

Content analysis of the legislative framework of Ukraine was used to study aspects of psychological adaptation of internally displaced persons.

The study of the attitude of internally displaced persons to government authorities was attended by 3,500 socially active people who moved from the occupied territories of Donetsk and Luhansk regions to the territory controlled by Ukraine. Age of respondents: 25-50 years old. The study was conducted during the second half of 2014 (after the outbreak of hostilities) - November 2016.

All procedures performed in studies involving human participants were in accordance with the ethical standards of the National Scientific Center for Medical and Biotechnical Research of the NAS of Ukraine, based on the Helsinki Declaration of 1964 and its subsequent amendments. Informed consent was sought from all the participants. Moreover, almost all (90% of the respondents) asked to hide their true names and surnames.

To determine the attitude of internally displaced persons towards the state authorities of Ukraine, we used Etkind's "Color Test of Relationship" (CTO) methodology [13] and personal interviews with displaced persons. For this, stimulating material was developed and the following concepts were proposed: "President of Ukraine", "Government of Ukraine", "Local authority in the point of permanent residence", "Social service", "Local community of the new place of residence of internally displaced persons", "Volunteer". The choice of methodology was determined by the fact that many internally displaced persons were reluctant to make psychological contact with the researcher, wanting to remain anonymous. The regions of Ukraine from which internally displaced persons have moved are bilingual, where Russian and Ukrainian languages are used. Therefore, the interview was conducted in Ukrainian or Russian, the choice of which was determined by the respondent.

## **3 Results and discussion**

At the first stage of the study, a content analysis of the laws of Ukraine was carried out, which deal with adaptation issues. Terminological confusion in a number of legislative and normative documents regulating human activity under conditions of existential threat always leads to their inadequate interpretation [15-24].

20 November 2020

Approaches to the definition of the term “adaptation” accepted all over the world distinguish the following types of it: physiological, mental, socio-psychological, psychophysiological and professional adaptation [14]. An analysis of Ukrainian legislation gives grounds to assert that the use of the term "psychological adaptation" in Ukrainian legislation has a slightly different content. First, this term is used by Ukrainian legislators only in one document, the Law of Ukraine "On the rehabilitation of disabled people in Ukraine", which was adopted in 2005 [12]. Secondly, the comparison of the content of the term "psychological adaptation", which is used in world science and in the legislation of our country, made it possible to identify the main difference: the Ukrainian society, guided by existing laws and other regulatory legal documents, depersonalizes work with those people who need close attention from professional psychologists within the framework of the problem under consideration.

State authorities of Ukraine adapt internally displaced persons to the existing conditions and requirements in society, instead of allowing people to satisfy their urgent needs and realize significant goals associated with them. Analysis of the activities of state structures in the first period of mass movement of people from certain parts of the Donetsk and Luhansk regions of Ukraine in 2014 gives grounds to assert some mistakes. It is precisely in the terminological confusion that the main mistake in organizing assistance to internally displaced persons lies: the state bodies tried to adapt the displaced persons to the existing reality, forgetting that it is the state that should help to satisfy their urgent needs, such as the need for food, home, and most importantly, for security. After all, the destruction of the usual way of life, disorganization, disorientation, loss of a sense of security, self-confidence, in the future causes a person to fear death. Having survived the horrors of armed confrontation, having lost not only something material, but also confidence in the future, people were forced to flee from their small homeland in order to save precious things - their lives and the lives of their loved ones.

Thus, after such events, a psychologically traumatized personality is formed who does not know what awaits her, what to hope for and how to proceed. Therefore, practically all internally displaced persons need psychological assistance at the stage of moving to a new place of residence. But this assistance must be provided to varying degrees, taking into account the mental trauma of internally displaced persons.

An analysis of the circumstances that forced internally displaced persons to leave their permanent place of residence made it possible to formulate the following classification of internally displaced persons and the need for psychological assistance:

- 1) left the combat zone in advance, with things, documents, etc. - need only social assistance (resettlement, documents, employment);
- 2) left the combat zone quickly, not all of the things were taken away, came under fire - they need psychological help in a group form - debriefing the stress of a critical incident;
- 3) came under fire, housing was destroyed partially or completely - in need of material and psychological assistance;
- 4) have been in the combat zone for a long time (more than 6 months) - they need psychological help;
- 5) family members remained in the combat zone - they need psychological help;
- 6) themselves were injured or family members - in need of psychological assistance;
- 7) the death of a loved one in a combat zone - they need material and psychological assistance.

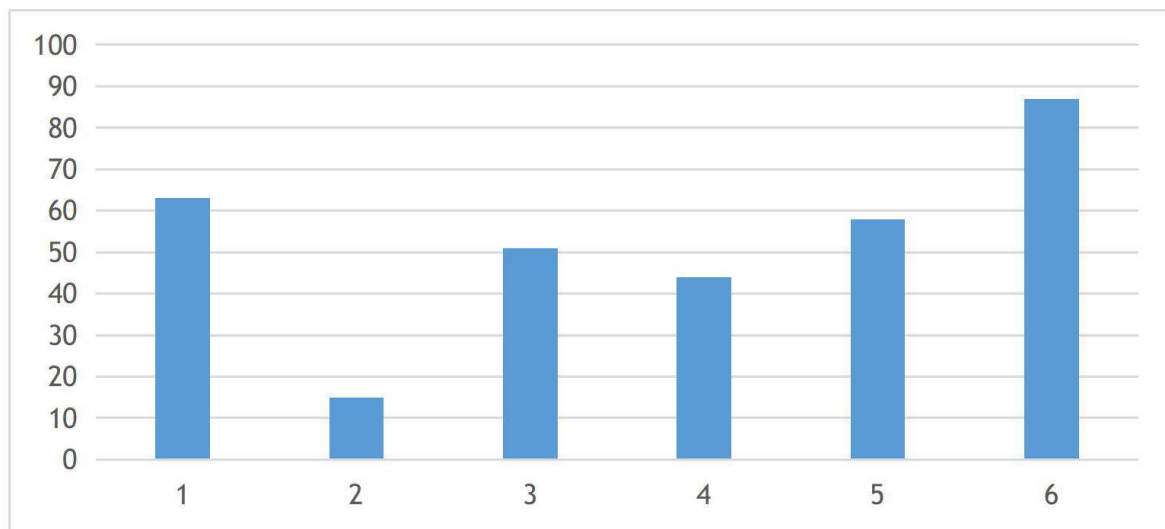
Items 1-2 will characterize internally displaced persons in whom a successful process of psychological adaptation can be predicted in the future. Items 3-7 characterize people who need psychological help and special psychological attention from psychologists. It is

20 November 2020

necessary to be very careful in predicting the success of their passage through the process of psychological adaptation to new conditions of life. It should be noted that all internally displaced persons who are in need of psychological assistance also need social and material assistance without fail.

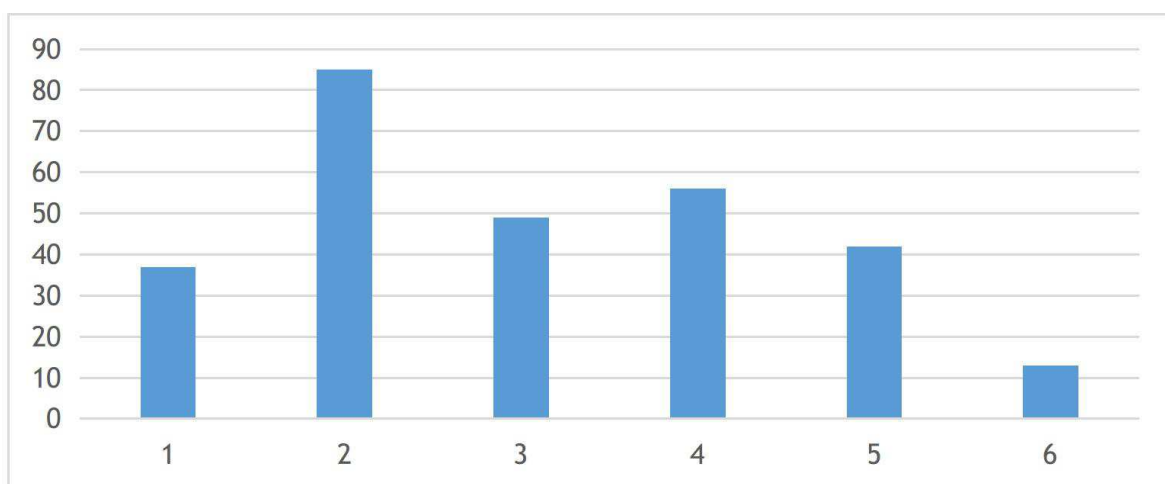
Thus, a mandatory measure should be the preliminary differentiation of internally displaced persons into groups or categories of victims, the main criterion for which will be the nature of the losses suffered by the person and the degree of psychological traumatization of the individual.

At the second stage of the study, the attitude of internally displaced persons towards government bodies was revealed using the TEC and personal interviews with internally displaced persons. It was found that the results of the interviews correlate with the data obtained using the TEC. The generalized results of the TEC methodology and interviews are presented in Figures 1, 2.



1 - "President of Ukraine", 2 - "Government of Ukraine", 3 - "Local authorities in the point of permanent residence", 4 - "Social service", 5 - "Local community of the new place of residence of internally displaced persons", 6 - "Volunteer".

**Fig. 1.** Generalized result of positive attitudes of internally displaced persons towards incentives (%).





20 November 2020

1 - "President of Ukraine", 2 - "Government of Ukraine", 3 - "Local authorities in the point of permanent residence", 4 - "Social service", 5 - "Local community of the new place of residence of internally displaced persons", 6 - "Volunteer" .

**Fig. 2.** Generalized result of negative attitudes of internally displaced persons towards incentives (%).

According to respondents, the Government of Ukraine evokes the most negative emotional attitude among internally displaced persons. Most likely, this is due to the fact that, in their opinion, it is precisely it that is to blame for the fact that hostilities began on the territory of a part of the Donetsk and Luhansk regions. According to the results of the interview, it was clarified that internally displaced persons are accused of unprofessionalism by all the authorities existing in 2014 in Ukraine. At the same time, it is not specified who is to blame (the Cabinet of Ministers, the Supreme Council, the Prime Minister, the Speaker of the Supreme Council, etc.), but it is indicated as a whole: "the power of Ukraine is to blame for the war".

Internally displaced persons are treated more positively to the President of Ukraine. This is explained by the fact that at the beginning of hostilities in Donetsk and Luhansk regions in 2014, the current head of state of Ukraine was only elected. He was not blamed for what happened. Internally displaced persons are showing hope that the President of Ukraine will be able to stop the hostilities and that the internally displaced persons will return to their places of permanent residence.

The hostilities forced a large number of people in a very short time to collect only the necessary things, documents, jewelry and leave for an unknown place, the main thing - away from the war. Many IDPs believe that the local authorities at the point of permanent residence have not done enough to organize resettlement. Also, many IDPs accuse local authorities of preventing the outbreak of hostilities.

It was revealed that the attitude towards social services is neutral, more negative. During the interviews, many internally displaced persons believed that social workers did their work poorly, reluctantly. Such calls usually did not bring the expected result, the resolution of the issue was delayed, often making the call to the service itself meaningless. According to some internally displaced persons (44%), social workers sometimes solved problems. The respondents noted that social services work better in large settlements than in small ones.

The attitude towards the local community of the new place of residence of internally displaced persons depended on whether the displaced persons were able to quickly adapt to the new living conditions. If internally displaced persons adapt quickly, then the attitude towards the new community is good. Conversely, this was especially evident in a situation where internally displaced persons at their main place of residence lived in the city, and he was resettled in the countryside.

The most positive attitudes of internally displaced persons were towards volunteers. It was they who greatly helped many internally displaced persons to find new housing, to acquire the necessary personal belongings and household items. With the help of volunteers, many internally displaced persons were able to quickly adapt to new living conditions and find work.

The main directions for improving the process of psychological adaptation to the new conditions of life of people who have received the status of internally displaced persons can be as follows.

At the first stage (arrival and resettlement of internally displaced persons), psychologists and social workers should classify internally displaced persons and plan individual measures for social and psychological assistance. The most trained specialists should work

20 November 2020

at this stage. Today, such specialists are representatives of the psychological service of the State Emergency Service of Ukraine (State Service of Ukraine for Emergency Situations). It is she who is entrusted with the duty of psychological protection of the population in situations of emergencies of a natural, technogenic, social and military nature.

Our personal long-term experience of working with various categories of the affected population (2014-2019) allows us to state that only social support is enough for some victims. Here we can predict a positive adaptation to new conditions of life. In this case, the provided social support can eliminate the need for psychological assistance when going through the process of human adaptation to new conditions of life. And other internally displaced persons who have suffered more severe losses will need long-term psychological rehabilitation. In this case, there will be a fairly long process of experiencing losses and "living" grief. It must be emphasized that until the basic needs of a person are satisfied, it is pointless to organize and carry out measures of psychological adaptation.

Thus, the internally displaced persons, who belong to the 1st group of victims we have identified, will by themselves have the motivation to "live on", overcome difficulties, and rely on something. Therefore, it will be enough for such migrants to carry out activities within the framework of social and psychological stimulation to be active, coordination of actions, information, etc.

Migrants who belong to the 2nd group of internally displaced persons, having lost the meaning of life, disillusioned with those around them, lose their desire to overcome difficulties on their own. Such people are distinguished by a passive position, fear of the future, actualization of the past, indifference to everything that happens to them, and sometimes suicidal thoughts can arise.

The aforementioned traits in the behavior of internally displaced persons are some kind of markers that psychologists must pay attention to, especially during correctional and rehabilitation measures.

In addition to differentiating internally displaced persons by the nature and degree of their psychological traumatization, we must also take into account the categories of victims: a child, an elderly person, a woman or a man. This should also be taken into account when organizing psychological work.

Scientists of the Research Laboratory of Extreme and Crisis Psychology of the National University of Civil Protection of Ukraine have developed new approaches to organizing psychological assistance to the victims of the Donetsk and Lugansk regions of Ukraine and determined:

- types of losses and their impact on internally displaced persons;
- features of the experience of the victims of the loss of housing as a result of the current situation;
- the main behavioral responses of women who have lost their husbands;
- basic behavioral responses of men who have lost their wife;
  - the main behavioral reactions of elderly persons who have lost their wife or husband;
- peculiarities of behavior of victims who survived the loss of a child;
  - the main types of victims' response to loss in ATO conditions and their psychological analysis.

Psychologists of the CSNS should carry out work within the framework of the initial (that is, urgent, but not perfect) psychological adaptation of migrants at the stage of the IDP's exit from the zone of existential threat and transfer it to psychologists from other public and private organizations for further psychological support.

Having collected data on each specific person, psychologists must decide on the procedure for providing the victim with one or another type of assistance. Here, at the state

20 November 2020

level, the problem of organizing the interaction of specialists from various ministries and departments that are involved in this process should be solved. Its solution should be in the form of a system of clear interaction of all organizations, associations, divisions and services that are involved in providing psychological assistance to internally displaced persons, both "vertically" and "horizontally". It is necessary to determine a coordinating body for the provision of psychological assistance and develop an algorithm for cooperation between specialists-psychologists of state and non-state organizations.

The second echelon in interdepartmental interaction should involve fellow psychologists from other ministries and departments at the stage of an injured person leaving the danger zone. Further coordination of interaction between internally displaced persons and practical psychologists should be carried out by specialists of the Ministry of Social Policy of Ukraine.

Note that in every region of Ukraine there are state rehabilitation centers. But the overwhelming majority of internally displaced persons prefer non-state centers in which rehabilitation, including psychological adaptation, is carried out. The negative attitude of internally displaced persons towards state rehabilitation centers does not make it possible to carry out high-quality measures for psychological rehabilitation and adaptation. Probably, this explains the increase in rehabilitation centers for internally displaced persons, established on a volunteer basis.

There is another unresolved problem in Ukraine in the field of organizing and carrying out psychological adaptation of internally displaced persons. Based on our experience of working with victims of various emergencies, it can be argued that when volunteer psychologists were involved in providing assistance to this category of people, half were not ready to work: the use of the usual algorithms of the "academic" approach and working methods were absolutely unacceptable for work in emergency conditions.

Psychologists, who are responsible for providing psychological assistance to internally displaced persons, must necessarily have not only a classical psychological education, but also possess the basics of extreme and crisis psychology, and know the peculiarities of the course and dynamics of the mental state of a person who has experienced a traumatic event.

## **4 Conclusions from the conducted research**

The mental health and behavior of internally displaced persons is essential for the normal functioning of the communities in which they have moved. To organize the psychological adaptation of internally displaced persons, it is necessary to develop a legislative framework taking into account international scientific approaches to the definition of the term "psychological adaptation". At the stage of arrival and resettlement of internally displaced persons, a classification of internally displaced persons should be carried out and individual social and psychological assistance activities should be planned.

The study showed that the most negative attitude among the majority of internally displaced persons (85%) is caused by the Government of Ukraine, and among half of the respondents - by social services and local government bodies. The highest level of trust of internally displaced persons is shown to volunteers who really helped to find new housing, to acquire the necessary personal belongings and household items.

Governments at all levels need to broaden their awareness and education among internally displaced persons. Taking into account the negative attitude of internally displaced persons towards state rehabilitation programs, it is necessary to develop a mechanism for financial support of non-state centers for the adaptation of internally displaced persons to the new conditions of their life. The practical implementation at the

20 November 2020

state level of a system of providing social and psychological assistance to internally displaced persons will allow for more effective psychological adaptation of internally displaced persons.

## References:

1. Official website of the UN Refugee Agency, Retrieved from <https://help.unhcr.org/ukraine/about-unhcr-in-ukraine/>
2. Ch. Brutel, Les immigrés récemment arrivés en France, Insee Première №1524 (2014)
3. S. Hargreaves, K. Rustage, L.B. Nellums, A. McAlpine, N. Pocock, D. Devakumar, et al., Occupational health outcomes among international migrant workers: a systematic review and meta-analysis, *Lancet Glob Health*, 7, 872–882 (2019)
4. P. Dongier, M. Kiolet, I. Ledoux, La santé mentale des immigrants, *Le Médecin du Québec*, 42/3, 33–39 (2006)
5. Lineth H.U. Bustamante, R.O. Cerqueira, E. Leclerc, E. Brietzke, Stress, trauma and posttraumatic stress disorder in migrants: a comprehensive review. *Bras. J Psychiatry.*, 40/2, 220–225 (2017)
6. A. Leiler, A. Bjärtå, J. Ekdahl, E. Wasteson, Mental health and quality of life among asylum seekers and refugees living in refugee housing facilities in Sweden, *Social Psychiatry and Psychiatric Epidemiology*, 54, 543–551 (2019)
7. Centre primo levi vivere apres la torture, La souffrancepsychique des exilés uneurgence de santé publique, Retrieved from [https://www.primolevi.org/wp-content/themes/primo-levi/La%20souffrance%20psychique%20des%20exilés\\_Rapport.pdf](https://www.primolevi.org/wp-content/themes/primo-levi/La%20souffrance%20psychique%20des%20exilés_Rapport.pdf)
8. G. Gunes, La santé mentale des migrants, l'affaire de qui?, *Rhizome*, 63, 83–89 (2017)
9. F. Leclaire, B. Lemattre, D. Bodineau, Transmission culturelle et troubles de la relation chez les enfants de migrants: un dispositif expérimental pour une co-construction des liens, *L'Autre*, 16/1, 38–47 (2015)
10. La détresse psychologique des travailleurs immigrants au québec, Retrieved from <https://archipel.uqam.ca/8093/1/M14052.pdf>
11. G. Dumont, l'intégration culturelle et sociale des immigrants. Pierpaolo Donati. Towards a Participatory Society: New Roads to Social and Cultural Integration, Libreria Editrice Vaticana, 287–302 (2018)
12. Law of Ukraine "On Rehabilitation of Persons with Disabilities in Ukraine" № 2249-VIII of 19.12.2017 <https://zakon.rada.gov.ua/laws/show/2961-15>
13. E.F. Bazhin, A.M. Etkind, Color test of relations: Methodical recommendations, Leningrad Research Psychoneurological Institute. V.M. Bekhtereva, (1985)
14. G. Simonet, The concept of adaptation: interdisciplinary scope and involvement in climate change, 3 (2016)
15. Law of Ukraine "On Ensuring the Rights and Freedoms of Internally Displaced Persons" № 1706-VII of 20.10.2014 <https://zakon.rada.gov.ua/laws/show/1706-18>
16. Resolution of the Cabinet of Ministers of Ukraine "On registration of internally displaced persons" № 509 of 01.10.2014 <https://zakon.rada.gov.ua/laws/show/509-2014-p>
17. Resolution of the Cabinet of Ministers of Ukraine "On the provision of monthly targeted assistance to internally displaced persons to cover living expenses, including housing and communal services" № 505 of 01.10.2014 <https://zakon.rada.gov.ua/laws/show/505-2014-n>

20 November 2020

18. Resolution of the Cabinet of Ministers of Ukraine "On the implementation of social benefits for internally displaced persons" № 637 from 05.11.2014 <https://zakon.rada.gov.ua/laws/show/637-2014-p>

19. Resolution of the Cabinet of Ministers of Ukraine "Some issues of implementation of social benefits for IDPs" № 365 from 08.06.2016 <https://zakon.rada.gov.ua/laws/show/365-2016-p>

20. Resolution of the Cabinet of Ministers of Ukraine "On approval of the Procedure for verification and monitoring of the accuracy of information submitted by individuals for the calculation and receipt of social benefits, privileges, subsidies, pensions, salaries, other payments made from state and local budgets, funds Of the Pension Fund of Ukraine, funds of compulsory state social insurance "№ 136 dated 18.02.2016 <https://zakon.rada.gov.ua/laws/show/136-2016-p>

21. Resolution of the Cabinet of Ministers of Ukraine "On approval of the list of settlements in which public authorities temporarily do not exercise their powers, and the list of settlements located on the line of contact" № 1085 from 07.11.2014 <https://zakon.rada.gov.ua/laws/show/1085-2014-p>

22. Resolution of the Cabinet of Ministers of Ukraine "On approval of the Procedure for creating, maintaining and accessing information to the Unified Information Database on Internally Displaced Persons" № 646 dated 22.09.2016 [https://zakon.rada.gov.ua/laws/show/646-2016 -n](https://zakon.rada.gov.ua/laws/show/646-2016-n)

23. Resolution of the Cabinet of Ministers of Ukraine "Some issues of providing citizens with affordable housing" № 819 of October 10, 2018 <https://zakon.rada.gov.ua/laws/show/819-2018-p>

24. Resolution of the Cabinet of Ministers of Ukraine "Regulations on the procedure for assigning and providing subsidies to the population to reimburse the cost of housing services" № 848 from 21.10.1995 <https://zakon.rada.gov.ua/laws/show/848-95-p>

20 November 2020

DOI: 10.5281/zenodo.4274598

# Ways of development of institutional system of public administration of social security of Ukrainian regions

*Nina Didenko<sup>1</sup>, Alina Pomaza-Ponomarenko<sup>2</sup>, Stanislav Poroka<sup>2</sup>, Oleksiy Verbitski<sup>2</sup>*

<sup>1</sup>Ukrainian State Employment Service Training Institute (Kiev)

<sup>2</sup>National University of Civil Defence of Ukraine (Kharkiv)

**Abstract.** The paper offers a solution to the scientific problem in the field of science of public management and administration – the substantiation of directions of the development of institutional system of the public social security administration of Ukrainian regions. The present-day institutional system of the public social security administration of Ukrainian regions in the context of its main organizational and functional components were analyzed. With the help of content analysis of the legal base of implementation of these mechanisms of public administration, the scientific approaches to assessment of their effectiveness (typical, methodical, technological) were presented. Using these approaches, it was possible to reveal the range of disadvantages of fundamental laws and regulations in this field. In this regard, the functionality and approaches to the assessment of institutional system of the public social security administration of Ukrainian regions were improved.

## 1 Introduction

## 2 Presenting main material

20 November 2020

Name of scientific and theoretical approaches	<i>Typical</i>					<i>Methodological</i>			<i>Technological</i>	
	Economic	Targeted	Functional	Social	Organizational	Integrated	Level-based	Time-based	Objective	Subjective
	+ (Annex 1 & 2)	+ (cl. 1, cl. 2)	-	+/- (cl. 5)	+/- (cl. 10)	+/- (cl. 3)	+ (cl. 3, p. 3 cl. 8)	+ (cl. 1, cl. 6)	+/- (cl. 5)	+ (cl. 9)
State of their practical introduction through legal establishment										





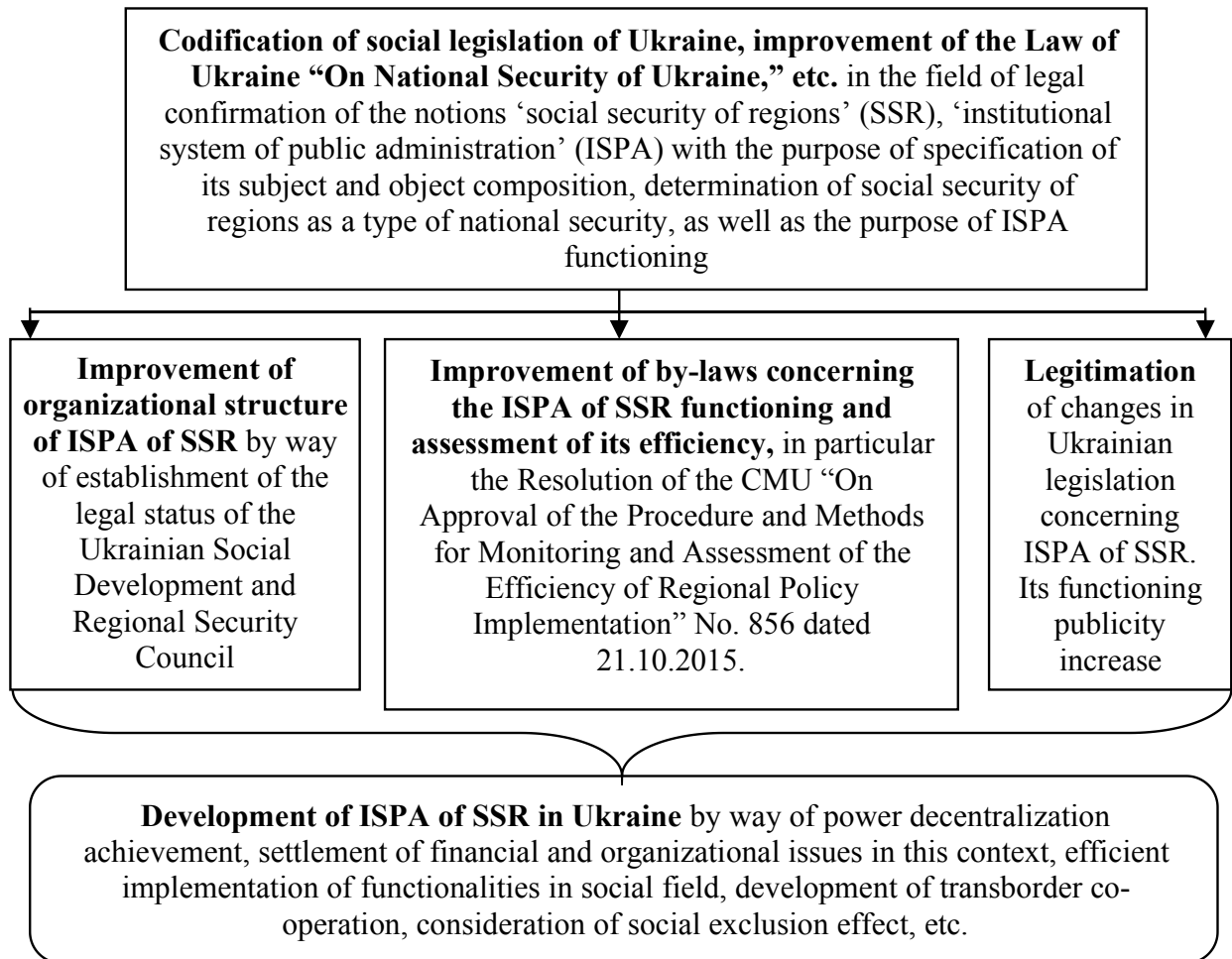
Scientific and practical international conference:

***Public Administration in the 21st Century: Problems and Development Prospects.***

20 November 2020

,

20 November 2020



20 November 2020

### **3 Conclusions from the conducted research**

### **References**

1. Yu. D. Dreval, Security of the individual as a factor of modern state-administrative relations. Scientific notes of the Institute of Legislation of the Verkhovna Rada of Ukraine. 1, 123–127 (2015)
2. M. A. Latinin, The role of the state in providing social security in regions. Retrieved from [http://el-zbirn-du.at.ua/index/zmist\\_2019\\_1/0-39](http://el-zbirn-du.at.ua/index/zmist_2019_1/0-39)
3. G. V. Ortina, Technological development of innovative state policy as a component of the country's social security. Bulletin of the National University of Civil Protection of Ukraine. 1 (10), 40–48 (2019)
4. O. V. Radchenko, O. V. Yelizarov, Social and Economic Security of Ukraine: Strategic Priorities and Doctrinal Provisions. Bulletin of the National University of Civil Protection of Ukraine. Series: Public Administration. 2 (11), 147–155 (2019)
5. Official website of the Verkhovna Rada of Ukraine. Retrieved from <https://rada.gov.ua/>.
6. Official web-site of the Ministry of Communities and Territories of Ukraine. Retrieved from <http://www.minregion.gov.ua/>
7. O. Sidorchuk, O. Novikova, O. Pankova, *State and prospects of social security in Ukraine: expert assessments*, Kyiv; Lviv, LRIDO NADU, 184 (2018).

# Efficiency of functioning of the system of public administration

*Iryna Gryshchenko (1), Oleksandra Vasylieva (2) and Sergii Prylipko (1)*

1. National University of Life and Environmental Sciences
2. National Academy for Public Administration under the President of Ukraine

**Abstract.** The functioning of the system of public administration in the unity of the main components is considered: the development of the system of the state executive bodies and the system of local self-government which form the goals of state development and ensure their achievement; self-development of public authorities through interaction with civil society and other agents influencing decision-making in public administration. The dependence of the efficiency of functioning of the public administration system on the capacity of the system of state executive bodies and the system of local self-government and their ability to analyze and summarize the needs of society, formulate realistic goals, achieve a definite result within the set deadlines with observance of evaluation criteria. The causal relationship between needs, goals, processes and outcomes in the public administration system is investigated. The role of needs and values for the formation of dedication to public servants has been clarified. The relationship between the efficiency of the functioning of the public administration system and the process of administrative decision-making has been established by defining the main goals and harmonizing the goals of different levels of public authorities. The importance of the process of adhering to clear theoretical foundations in the study of public needs, the definition of realistic goals of meeting these needs by creating such a structure of public authorities, endowed with appropriate functions, which could ensure a continuous process of making and implementing effective management decisions are investigated. The types of goal setting (competitive, value, passive) and goal setting principles that must be taken into account to ensure the effectiveness of the public administration system are considered.

The process of state formation and development is a dialectical unity of four major components: the first is the development of systems that form ideals and views of development; the second is the realization of these ideals and ideas in people's activities aimed at improving their lives; the third is the self-development of the institutions of power when people become functionaries of these institutions; the fourth is a change in the ways in which societies and individuals interact in relation to the influence on the government. Typically these components are seen as relatively independent elements of the process of state formation but in all these processes the important role of public authorities, their activities and the focus on achieving socially important for the country goals are viewed [1, p. 218].

The development of the system of public administration, which includes the totality of bodies of state executive power and the system of local self-government, the totality of subjects and objects of public administration, as well as the relationship among them, is inextricably linked to the ability of this system to meet the needs of society and every

20 November 2020

individual citizen. The main factors of effectiveness are consistency of goals with the results obtained and the consequences of the adopted and implemented management decisions for the interests of the state and citizens.

The effectiveness of the process of ensuring the functioning of the public administration system depends on the capacity of the system of state executive bodies, the system of local self-government, the state of society, the level and activity of civil society. The efficiency of operation, first of all, is determined by the mode of operation in which management is carried out. It can be either normal or emergency mode.

Under the normal mode of functioning of the public administration system the basic needs are systematically and comprehensively studied. On the basis of this studying goals are formed, appropriate management processes are developed, and the determined by the goals result is achieved.

Implementation of the methodological support process of management in public authorities is actual under the emergency regime of functioning of the public administration system, which arises under the change of the properties, composition and structure of the constituent elements of this system, such as optimization of activity of state executive bodies of higher, central and local levels in Ukraine, a radical change of approaches to the functioning of the local self-government system with changing of powers, functions, tasks related to the processes of decentralization of government and territorial organization of power, the formation of civil society and creation of new institutions that significantly affect the formation and implementation of decisions in the system of public administration.

In the scientific environment it is customary to understand the system as a set of objects that possess certain properties, and a set of relationships among objects and their properties, or as a set of selectively-attracted components in which interaction and relationships acquire the character of mutual support of the components in obtaining a focused useful result. Thus the very concept of the system includes the "system-forming factor" which can be followed in the system theory. This factor is in the fact that it is the involvement of system elements or selection from the existing set occurs before and during the process of forming a goal based on the initial need (Fig. 1).



Fig. 1. Causation in the public administration system

As we can see from Fig. 1 the need is a causal systemic factor, and the goal is a functional factor. However, in a human-centered approach to public administration, the need is something that objectively binds a person (and generally all living things) to the external environment as a determining condition for ensuring his or her viability and existence. There is an expression that belongs to the outstanding philosopher of the ancient times Plato. It is "As we see, it / the state / is created by our needs." Public administration is aimed at harmonizing and comprehensively meeting the needs of different segments of society. The need is the driving "spring" of behavior and consciousness determined by the dependence on the outside world, the subjective world, its needs in such subjects and conditions which are necessary for normal life, for self-affirmation and development. A goal is defined as an option to meet the existing need. It is selected in advance from a number of alternatives based on specific knowledge, or as a cumulative view of some model of future output that can meet the initial need with real opportunities assessed on the basis of experience. The choice of goals is the most important and challenging task for the management activity of the public authority bodies, since it is a complex, multi-circuit, non-linear feedback system and an open dynamic system with significant external influence.

**20 November 2020**

Since the aim of the public administration system is its desired future state, then depending on who shapes that aim (the state executive bodies, local self-government bodies, civil society, or it is a variant agreed upon by all stakeholders), the aim will be different from the ideal aspirations that express an active consciousness of individuals or social systems towards specific goals-results.

The aim of the Program of Activities of the Cabinet of Ministers of Ukraine is to achieve the priority goals of development of all spheres of life of society so that Ukrainians could live longer, safer, wealthier and happier. Thus all public authorities from the local council at the level of the territorial community to the higher state executive body are obliged to provide the achievement of these goals within the limits of the legally defined powers.

Since goal setting is a crucial step in the management process, it must be borne in mind that goals cannot be overstated, because it will be impossible to reach them. They cannot be underestimated either, because development of the object of management is then hindered. In the first case, the authority of public authorities may be undermined by failure to fulfill promises and, in the second, by improper activity or inaction.

Goals are the expected results of the condition of the management object, the guidelines for its functioning and development for a certain period. To go into this state, you must act, function in a certain way. Therefore, for certain purposes the management entity plans and organizes certain actions and functions for the implementation of their management object. There is a well-known principle of conditionality of the functions and actions of the object managing its goals. But the functions are the transformation of the goals into action, and these actions must be performed by certain organizational structures. That is why the materialization of the ideas takes place, as well as there is the process of binding of programs, plans, tasks to specific public authorities, which will implement them in their activity. Thus a certain methodological chain is being emerged: the goal functions the structure, which reminds us of two more principles. Firstly, it is the principle of conformity of form and content, or the principle of conditionality of the structure of the object of management to its functions. Secondly, it is the A. Chandler's principle, i.e. the one where "strategy defines structure", or the principle of conditionality of the structure of the managed object to its strategic goals (mission). When changing the strategy of development of the managed object it is necessary to align its structure with it [2, p. 8]

On the basis of the sequence of application of these principles it is possible to apply the scheme of methodological support of the cycle of the process of management developed by V. Bakumenko, as shown in Fig. 2. This methodological scheme should be considered as a projection of scientific and methodological support for the cycle of the management process in public authorities.

20 November 2020

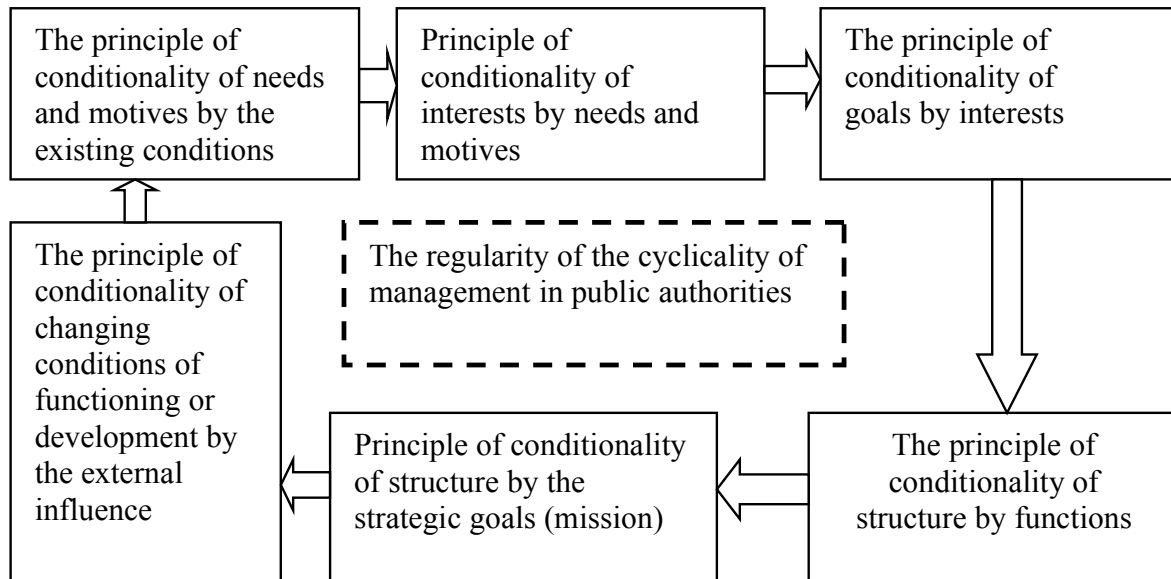


Fig. 1. Scheme of methodological support of the cycle of management process in public authorities

This scheme clearly indicates the importance of the process of clear theoretical foundations in the studying of public needs, the definition of realistic goals for meeting these needs by creating a structure of public authorities with appropriate functions that could ensure a continuous process of decision-making and implementation of effective management decisions.

Methodological support for the cycle of governance in the public authorities is based on the goals setting, as the goals add a directional vector and orient the actions of public authorities towards achieving the intended result, determined by the evaluation criteria. Subsequently, state executive bodies and local self-government bodies respond and act in accordance with the set goals and criteria for their achievement. This is an extremely complex process, since it involves a huge amount of organizational, informational, analytical and other work of all public administration bodies, without taking into account the imperfection of the governance structure. The structure of local governments in the united territorial communities can serve as an example, since it is neither legally regulated, nor verified in practice, as it is a new entity at local level with unprofitable links of engagement, subordination and resource provision. However, despite new approaches to the activity of all public authorities in Ukraine without exception in achieving the country's development goals it is necessary to strictly adhere to the principles of goal setting including the principle of limiting of the goals and unity of the goals, the principle of measurable goals, selectivity, specificity, etc. The implementation of these principles by public authorities is the key to the effectiveness of public administration. It should be noted that any public authority means people above all, i.e. work of people is aimed at practical realization of the tasks and functions of the state.

The founder of the goal-setting theory E. Locke paid his attention to the fact that the concept of needs and values is more fundamental in labor motivation and along with the knowledge and attitudes of the individual can be seen among the factors which determine goals. A huge role is given to people's devotion to the cause. Devotion is seen as the commitment or intention of the individual to achieve the goal regardless of its origin. In case of the absence of commitment to specific goals goal setting will not work. Scientific experiments show that commitment is the mediator in the relationship between goal and activity, and that commitment to the goal has a significant influence on achieving it.

20 November 2020

By E. Locke's definition of job satisfaction, it is a "pleasant, positive emotional state that comes from evaluating one's work or experience" [3, p. 144]. Job satisfaction is the result of the employee's perception of how well his job provides important in his opinion things. There are three the most important parameters of job satisfaction. Firstly job satisfaction is an emotional response to a work situation. In its pure form it cannot be seen, it can only be felt. Secondly job satisfaction is often determined by how well the work results meet expectations. For example, if public officials find that they work much more than other employees of this authority but receive less, they are more likely to have a negative attitude towards their work, manager and staff. They will feel dissatisfaction. On the other hand, if they see that they are treated well and provided financially their attitude towards work will be positive. They will enjoy their work. Thirdly, other installations appear due to the work satisfaction. In particular: 1. *Work itself*. These are the degree of offering interesting tasks to a person, the opportunity to learn something new and to feel responsibility for the task. Studies show that job content and autonomy when doing it are two of the most important motivational factors associated with work. Other important components of job satisfaction are interesting and challenging work, tasks that leave no time for boredom, and activities that provide some status to the person. 2. *Payment*. The amount of remuneration paid for the work and how it relates to the remuneration received by other employees of the public authority. Usually employees perceive their salaries as reflecting of the evaluation of management of their contribution to the work of a public authority. 3. *Possibility of promotion*. 4. *Leadership*. It is the ability of a leader to provide both technical and moral support. There are two main leadership parameters that affect job satisfaction and are related to leadership. Firstly, it is the orientation of the leader towards the public servant, which can be measured by the degree of the manager's interest in the prosperity of his subordinates. Typically, this interest is expressed in the fact that the manager checks the activities of his subordinate, advises concerning the work activities, provides assistance, as well as whether the communication at the official and personal levels takes place. That is, feedback is very important. Secondly, the next parameter is involvement or influence. It illustrates the activities of those executives who allow their employees to participate in decisions that are directly relevant to the work. In most cases, this approach leads to increased job satisfaction. 5. *Employees*. It is the level of literacy of public servants and the level of their social support. Job satisfaction is desirable both from the perspective of the individual worker and society as a whole. However, numerous studies have found no direct link between job satisfaction and performance. In addition, it should be noted that the job satisfaction of a public servant differs depending on the type of goal setting in the public administration system. There are competitive, value and passive targeting distinguished by the scientists. For example, competitive goal-setting is based on the formulation of goals based on comparisons with other public entities depending on interests. At the same time value goal-setting is distinguished by three initial positions: from the position of vision, from the position of mission and from the position of values.

The passive targeting peculiar for the public administration in Ukraine is based on the formulation of goals based on objective needs or under the pressure of external circumstances. Within this type several subtypes are distinguished depending on the degree of goal setting independence: on tasks, on needs, on threats, on problems.

The transition from situational public administration to the effective one implies objective, conditioned, rational, and substantiated public management. It is important to build a tree of public administration goals, in which strategic, operational and tactical goals, final and intermediate, local and general, short, medium and long-term, are consistent, combined and logically coherent. It is important to connect them with resources, tools, methods and forms of implementation.



**20 November 2020**

It should be noted that the functioning of all mechanisms in the comprehensive system should correlate with the set goals and objectives, their coherence and the interrelation among each other and with every separate structural element. Therefore, public administration actors should constantly monitor internal and external factors, timely identify problems, and take managerial decisions based on systemic approach, use scientific and special methods under the changing internal and external environment [4, p. 154].

Thus the goal setting should be the basis for the adoption of all public decisions of public authorities (from annual programs of socio-economic development of territorial communities to strategic documents of state development) and ensure the implementation of the unified, legislatively defined goals of the state by all public administration bodies. However, as practice shows, without proper control over the process of achieving the goals, the efficiency of the public administration system is reduced. This is explained by the fact that state executive bodies and local self-government bodies do not fully control their activities, which is related to the consequences of imperfect electoral process, changes in the structure of all public authorities, decentralization of management, insufficient number of public servants at all levels of government, able to analyze, summarize, plan the activities of public authorities. Therefore, civil society control is imperative to ensure the effectiveness of the public administration system.

In general, for the effective functioning of public administration it must be borne in mind that management in general is an ancillary activity in relation to a particular type of core activity and is regarded as an integral part of it. If the aim of the core activity is to achieve a certain result, then the goal of administration is to achieve that result. As a rule, these details are not taken into account, and the overall aim for both the core activity and its administration is assumed.

## **References**

1. I. Gryshchenko. Phenomen Leadership system of local government: theory, methodology, practice : *monograph*. NAPA, Kyiv, Ukraine. 218 (2016)
2. V. Bakumenko. To the question of methodological substantiation of the process of management in social systems. Bulletin of the National Academy of Municipal Government. Kyiv, Ukraine. 8 (2010)
3. E. Locke. The Nature and Cause of Job Satisfaction. Handbook of Industrial and Organizational Psychology, Chicago. USA. 144 (1976)
4. S. Prylipko, O. Vasylieva and N. Vasylieva (2019), Methodology of forming a comprehensive mechanism for public administration of service cooperation development in rural areas of Ukraine. *International Journal of Recent Technology and Engineering (IJRTE)*. Vol. 8, Issue-4S, pp. 152-156. URL: <https://www.ijrte.org/download/volume-8-issue-4s/>

# Information Security of Ukraine at the Present Stage of State Development

*Nataliia Hrabar, Andriy Titarenko, Volodymyr Sadkoviychuk, Nadiya Karpeko*  
National University of Civil Defence of Ukraine, 61000 Kharkiv, Ukraine

**Abstract:** The article explores problems related to the directions of public policy in the field development of information security. Based on analysis of scientific literature in the work stated that information security is state of protection of the individual, society, against harmful or unlawful information from information that has a negative impact on the consciousness of the individual, impedes sustainable development of the individual, society and state. Information security is a state of security of information infrastructure, including computers and information and telecommunications infrastructure and the information they have, which also ensures the sustainable development of the individual, society and the state. Legal the database does not cover all the basic elements needed to effectively counteract the information threats to some extent obsolete because the latest political trends are shaping political realities that bring information security issues to the fore.

## Problem setting

The beginning of the 21st century is characterized new political and economic situation, in Ukraine, which actively and consistently upholds its national interests in the global world. These interests are in the range and Ukraine's participation in information processes, which is most closely connected with the security of the state, society, economic entities, each individuals in the information field.

The current state of social development characterized as a stage of formation of the information society. Implementation the latest information technology is significant accelerates the process of receiving, processing, analysis of information. Wide and prompt access to information increases efficiency its use, which becomes an integral part of managing all institutions and processes.

Modern Ukraine is fully involved in the processes of informatization of society and society formation of a single world information market. The information factor plays significant role in the state-making process, in representation and upholding the interests of the state. A special place in this spectrum of public relations are occupied by problems of legal support of information security.

## Recent research and publications analysis

The conducted doctrinal analysis of the problems of information security showed that, despite the great interest in this issue, its study is mainly of technical and applied nature and focused on solving specific scientific and technical problems. The research of theoretical

20 November 2020

and practical aspects of information security, addressed to the role of information processes, is devoted to the work of domestic scientists O. Bodruk, A. Kachinsky, V. Krysachenko, S. Pyrozhekov, T. Starodub, O. Shevchenko, while information security as one of the components of national safety was not considered by scientists, which caused the scientific interest of the author. The research of theoretical and practical aspects of information security, addressed to the role of information processes, is devoted to the work of domestic scientists O. Bodruk, O. Vlasjuk, V. Gorbunin, A. Kachinsky, V. Krysachenko, O. Manachinsky, B. Parakhonsky, S. Pyrozhekov, T. Starodub, O. Shevchenko and others.

Conceptual problems of information security are considered in the works of domestic and foreign scientists: R. Aron, K. Gadzhiev, K. Clausewitz, B. Liddell-Harte, N. Machiavelli, H. Moltke, K. Popper, P. Proudhon, E. Rybkin, S. Tyushkevich, M. Tsyurupa, A. Schweitzer, and others. Problems of information-psychological confrontation and information wars, as well as issues of interaction of state and state administration are devoted to the works of L. Artyushin, M. Varia, V. Korendovich, V. Krysk, V. Lisichkin, O. Litvinenko, S. Mosov, V. Tolubka and others.

## **Objectives setting**

The purpose of this article is to study the peculiarities of information security of Ukraine, taking into account the current stage of historical development of the state-constitutional system.

## **Paper main body**

With Ukraine becoming independent and proclaiming and implementing a course on democratic, humanistic ideas and values, the problems of building and implementing information security are becoming more acute and relevant. At the same time, the modern world is filled with multifaceted aspects and features that characterize information security in a dynamic dimension that goes far beyond the doctrinal conception of that definition, particularly in the context of the emergence of a global information society. The beginning of the third millennium was marked by the birth of a new type of information society, in which information is the main strategic resource. The impact of information processes on all spheres of public and social life actualizes the most important issues of social life, including issues of information interactions, including the fight for information space and counteracting various kinds of information threats. In this regard, one can not change the situation regarding the study of the value orientation of the individual, his information justification and information security. In modern literature, information security is understood to mean its protection against accidental or deliberate interference with its functioning, from attempts to steal, modify, and destroy its components. The scientific doctrine of information security of Ukraine provides a comprehensive definition of information security. It should be understood as a state of protection of national interests in the information environment, which determines the set of balanced interests of the individual, society and state.

According to the scientist MV Arsenyev, information security is the removal of information uncertainty of real or potential threats due to the control over the world information space and the availability of opportunities and means to reflect these threats [1].

In the article "Information Security of Ukraine in Modern Cyberspace" by K.L Burich, I.N Efimenko, B.D Kogan to the computer The most common crimes include theft of money,

20 November 2020

things, machine information, machine time, unauthorized use of the system, sabotage and blackmail, espionage, vandalism. They consider it the most common species cybercrime is the theft of money in electronic banking settlement systems. According to them, it accounts for about 45% of all crimes, computer-related.

The aforementioned scholars note that today, Ukraine is in a state of information warfare with countries trying to impose their values on our country, to destroy the traditional moral and ethical ones principles of Ukrainian society, development information technology has led to that information expansion is taking place systematically, and crimes against information security is becoming more sophisticated and dangerous. Recently, he has been getting information new features that determine its socio-economic value and legal content. IN first of all, information is nowadays perceived as an important economic resource. In the article "Legal regulation of information security in the field of business activity »V. Nikolaev, G. Ostapovich, I. Kostitskaya notes that the use of information resources is an effective organization of information processes can significantly increase your profitability many productive activities, contribute to solving political, military-political, socio-economic, cultural, educational and social problems. The information also becomes economical a product that stimulates the growth of a new segment of the national economy, information services, worldwide. Like any goods, information has the owner who has the right to dispose of information on your own discretion, and its unauthorized use entails material, reputational losses to its rightful owner, unauthorized actions with information become the basis for harm to the state, citizens, business entities [2].

Information security is a component of overall security and is rapidly evolving as worldwide, as well as in Ukraine, global informatization covers all spheres of the state - economic, military, political, industrial, etc. Information security, like any other object, has threats that affect both the physical integrity and its derivatives. As you know, information security, protection which, according to Art. 117 of the Constitution of Ukraine, along with sovereignty, territorial integrity and economic security, is the most important function of the state, achieved through development and implementation modern secure information technologies, construction of functionally complete national infrastructure, formation and the development of information relations, etc. [3].

According to the Law "On Fundamentals of National Security of Ukraine" one of the main threats to the national interests and national security of Ukraine in information sphere is an attempt to manipulate the public consciousness, in particular by disseminating inaccurate, incomplete or biased information. Along with this Art. 3 of the Law of Ukraine "On information "indicates that the main directions of state information policy are: ensuring everyone's access to information; ensuring equal opportunities for create, collect, receive, store, use, distribute, protect, protection of information; creating the conditions for formation of an information society in Ukraine; ensuring the openness and transparency of the activities of the authorities; creation of information systems and networks of information, development of electronic management; continuous updating, enrichment and storage of national information resources; providing information security of Ukraine; promoting international cooperation in the information sphere and Ukraine's accession to the world information space [4]. In turn, the Law of Ukraine "On basics of national security »three national and, accordingly, information security objects, including:

- man and citizen - their constitutional rights and freedoms;
- society - its spiritual, moral, cultural, historical. Intellectual and material values, information and environment and natural resource;
- the state is its constitutional system, sovereignty, territorial integrity and inviolability [5].

20 November 2020

To achieve this goal on information security system is assigned certain tasks, the main thing among which is the creation of conditions for the organization effective management of information threats elimination system.

Legal and regulatory regulation of the information security system Ukraine is represented by: the Constitution of Ukraine, the Law of Ukraine "On the basics of national security of Ukraine", the Law of Ukraine "On Information", Law of Ukraine "On Concept of the National Program of Informatization », other normative legal acts.

Along with the legal direction, information security policy is implemented as a system of public institutions. authorities and civic institutions the societies to which it relates resolving the issues of creating safe conditions for functioning and development of the information sphere.

Composition of information security mechanism determined by the rules of Art. 4 of the Law of Ukraine "On the Basics of National Security of Ukraine": President of Ukraine, Verkhovna Rada Of Ukraine, the Cabinet of Ministers of Ukraine, the Council national security and defense of Ukraine, ministries and other central executive bodies, National Bank of Ukraine, courts of general jurisdiction, prosecutor's office Ukraine, local state administrations and local self-government bodies: Armed Forces of Ukraine, Security Service of Ukraine, State Border Guard Service of Ukraine and other military formations formed in accordance with the laws of Ukraine. Important information security tasks are undoubtedly performed by the Security Service Ukraine, which according to the norms of Art. 1 of the Law "On the Security Service of Ukraine" is defined as "a state law enforcement agency special purpose that provides state security of Ukraine "[6].

## **Conclusions of the research**

The legal framework does not cover everything the essentials needed to be effective counteracting certain information threats as old as the latest political ones trends shape political reality.

This requires improvement of the system regulation of state policy in the field of information security development in the conditions of information war. It is about the need to establish a clear hierarchical unity of legal acts in the field of information the security of the country and each individual region; streamlining information sharing and information and analytical support work of state authorities, other public institutions with state bodies authorities and among themselves, ensuring the unconditional observance of information security requirements by officials, citizens; development of regulatory framework in the industry the use of Internet networks and the protection of state information resources; delimiting access order other states or foreigners to the information resources of Ukraine and the procedure for their use in accordance with agreements with others states.

It also requires the application of criminal law aimed at protection of the state and citizens in the sphere of information activity from computer manifestations, information crime and cyberterrorism. Institutionally, it seems appropriate to develop a strategic one in Ukraine a document that should provide clear answers to questions about her ideas about the "new digital order" and describe the steps the government is ready to take to create / counteract it. In this case, each institute of state management, which is in one way or another involved in the information security system security, should form an appropriate unit to take care of the issue, and coordinate the activities of these structures National Security and Defense Council. Except addition, methods of providing information Ukraine's security includes: developing programs for providing information security for Ukraine and determining their order financing; improving the financing system for work related to implementation legal

20 November 2020

and organizational-technical methods of information protection, system creation insurance of information risks of individuals and legal entities. To protect the Ukrainian space from external advocacy and coordination the activity of the private media to bring information to citizens in the occupied territories on December 2, 2014, the Ministry of Information Policy of Ukraine was established. At the same time, there is an existing mechanism for implementing state development policy information security cannot be considered perfect. Evidence of this was Russia's actual capture of information the area of Crimea, East and South of Ukraine, that created the preconditions for the Russian occupation of the ARC and the organization of armed conflict in the Donetsk and Lugansk regions. Now Russia's purposeful activities make it possible provoke tensions in other regions, maintain anti-Ukrainian sentiment among its own population, to discredit Ukraine and justify its policy in EU Member States. Scientists say that the element of response to this problem is the creation of a nationwide information system (including cybernetic) security of Ukraine offensive focus on both the protection of sovereignty and the promotion of Ukrainian national interests. This involves:

- development and improvement of the legal and regulatory framework in the field of information security, which is now fragmented and incomplete to meet urgent needs;
- creation (definition) of the governing and the coordinating body of the information security system of Ukraine in the structure of state bodies of executive power;
- definition (refinement) of the list entities responsible for information security;
- conducting research and determination needs for technical, financial and personnel support of the system functioning;
- intensification of activities at the Ministry of Defense and the General Staff of the Armed Forces Ukraine to create its own information security system as a component of national information security systems [7].

Therefore, in protecting its information interests, Ukraine must take care of its information security, and so does strengthening Ukrainian statehood. Balanced state information security policy Ukraine is formed as an integral part of its socio-economic policies based on prioritizing national interests and threats to national security. From a legal point of view, it is based on principles the rule of law and is implemented through the development and implementation of relevant national doctrines, strategies, concepts and programs in accordance with applicable law. The system of regulatory acts that regulate relations in the information sphere, often limited only by declarations standards, it needs significant improvement and adaptation to modern realities. There was a need to build a conceptually new system of public administration and information system as its component [8].

Thus, the improvement of the legal support of the state information development policy security in an information war should be regarded as a leading direction of the state policies aimed at protecting interests citizens of Ukraine, society and the state.

## References

1. Ynshakov O.V., Lebedeva N.N. Economic and institutional mechanisms: correlation and interaction in the conditions of social and market transformation of the Russian economy S.-Petersburg newspaper. state. Unta. Avg. 5. 1998. Issue. 4 (No. 16). - p. 54-58
2. Legal regulation of information security in the field of business activity / V. Nikolaev, G. Ostapovych, I. Kostytska and others. - K., 2002. - p. 19-25
3. The Constitution of Ukraine of 28.06.1996 // Bulletin of the Verkhovna Rada of Ukraine (BB), 1996, No. 30, Art. 141

20 November 2020

4. About information: Law of Ukraine of 02.10.1992. - Access mode: [http:// law3.rada.gov.ua/laws/show/2657-12](http://law3.rada.gov.ua/laws/show/2657-12)
5. On the basics of national security of Ukraine: Law of Ukraine of 19.06.2003 - Access mode: <http://zakon3.rada.gov.ua/laws/show/964-15>
6. On the Security Service of Ukraine: Law of Ukraine of 25.03.1992 - Access Mode: <http://zakon4.rada.gov.ua/laws/show/2229-12>
7. Subbot A. Information security of society / A. Subbot // Viche. - 2015. - № 8. - p. 29-31.
8. Dolzhenko KI Regulatory Law regulation of information security of the region / KI Dolzhenko // Law and Security. - 2014. - № 3. - p. 43-48.

DOI: 10.5281/zenodo.4274697

# Political Parties as Subject of Public-Administrative Relations in Political Governance System

*Oleksii Kriukov*<sup>1</sup>

<sup>1</sup> National University of Civil Defence of Ukraine, Kharkiv

**Abstract.** The paper considers political parties as political governance subject. The mechanisms of political parties' functioning under the parliamentary democracy conditions are analyzed. The role of electoral systems within the system of public administration is emphasized. Keywords: political parties, parliamentary democracy, political governance, electoral systems.

## Introduction

It is obvious, in our opinion, that democracy as a social phenomenon and a subject of public-administrative relations cannot exist without political parties. For parliamentary democracy is, first and foremost, a party democracy. Without political parties, democracy is incapable. The presence in society of various political parties reflects the indisputable fact that people are inherently different and have different interests. Under parliamentary representative democracy, political parties are carriers of a variety of ideas and approaches, political pluralism. In modern political governance systems, parties serve to represent the interests of citizens. It is well known that political parties tend to fight not for stand-alone public interests, but for the societies' will, which distinguishes them from other political institutions (e.g., interest groups). However, when a party starts claiming the right to decide what is to benefit all citizens, or when it claims to have a monopoly on truth or patriotism, this, as history has shown, leads to fatal social consequences. Such understanding of political parties' essence poses a threat to democracy [1, c. 2-3]]. The foregoing testifies to the fact that parties are an most important instrument of political governance of society and the state.

## Theory of the matter

Quite a large number of publications have been devoted to the problem of the role and place of parties in the system of political government. In the first place, the works by the authors who are rightly recognized as classics in the field should be addressed, specifically those written by M. Weber, M. Ostrogorsky, R. Michels, M. Duverger, P. Bourdieu and some others. In the post-Soviet space, numerous authors also devoted their publications to



20 November 2020

the role of political parties in the government process, the most significant, in our opinion, being the works by such authors as G. Ashin, O. Kriukov, Ye. Okhotskiy, O. Radchenko, F. Rudich, A. Zotkin, and some other researchers.

At the same time, it should be mentioned that despite the fact that the problem has been thoroughly researched, the role of parties as part of the political and administrative elite within the system of political governance and public administration remains insufficiently explored.

## **Discussion of results**

Based on the foregoing, the objective of this publication is defined as a scientific analysis of the role of political parties in public-administrative relations and in the system of political governance as a whole.

Despite the fact that under the conditions of a democratic society and democratic political organization political parties play a significant role in the political governance system, they should not be idealized.

In the absence of proper containment and counterbalancing mechanisms, and lack of public control over the parties' efforts to maximize their social influence, they may go too far. Democracy, as R. Michaels puts it, always tends to transform into oligarchy. The scientist writes that recognizing organization means an expression of a tendency for an oligarchy. In its essence, any organization (parties, trade unions, etc.) contains deeply rooted aristocratic features. An organizational machine that creates massive structures causes major changes in organized masses [2, c.30].

Candidates who are elected on a proportional basis, first and foremost, fight for being put on the party list, which is at the disposal of the party apparatus, not the voters. In fact, when choosing a party, a voter chooses its apparatus. Under the proportional system, as M. Duverger noted, the party becomes the only constituency [3, c.307].

M. Ostrogorskiy's warning that even under a parliamentary democracy it is not always possible to overcome the alienation of society from governance and state power must not be overlooked. The scientist showed how in the conditions of equal suffrage, the population could be kept away from political life and subject to manipulation on behalf of the party elite [4, c.23].

M. Weber points out that the development of universal suffrage leads to the transformation of parties from associations of prominent people into "party machines", the activity of which is governed by party bosses (the party elite). And this, in turn, results in a plebiscite democracy which he identifies with dictatorship that is based on the emotionality of the masses. Thus, according to Weber, a plebiscite dictator rises above the parliament, subjugating masses with the help of the "machine", parliamentarians only being his escort [5, c. 25].

These warnings of the classics of political party theory are particularly relevant to transitional societies which, without doubt, include most of post-Soviet states as well. It should not be forgotten that under certain social conditions political parties may assume a totalitarian nature, laying the basis for a totalitarian regime. The history of totalitarian parties – fascist and communist ones – provides ample evidence of this.

It is commonly known that political parties differ from other political associations in that they want to exercise political power and political control, which enables them to put into practice their perceptions of the proper state of society. In a parliamentary democracy, the

20 November 2020

only way to take power is to win elections. In such a case, the power will undoubtedly belong to those who clearly distinguish between the interests of the voters, are engaged in a task-oriented daily work with them, and do not rely solely on election technology or administrative resources.

As stated above, the role of political parties is especially important in the transformational periods. In the countries of Central and Eastern Europe, Asia, Africa, Latin America, the process of political modernization and democratization being inextricably linked to political parties' activities. However, both lack of experience in implementing democratic changes and political parties formation and operation, can put a heavy burden on the development of democracy. Unfortunately, parties and political elites do not always respond adequately to challenges of the transformation period.

It has been argued in scientific literature that modern political systems, considered to be democratic, are based on party leadership, that is, on the governance by a certain part of the party machine – the party elite, which, in turn, is part of the political elite.

The notion of democracy is linked to a process that guarantees the appearance of people who hold public functions due to the victory of a particular political party in general elections. It is also possible to imagine non-partisan elections; yet, in modern practice, a prerequisite for the democratic rule is a competitive party system.

Applying this analysis to the party system level, we should recognize the need to adhere to the additional conditions which facilitate stabilization of the negotiation process between political parties and are a major factor that shapes good political governance and public policy.

There are three types of political instruments in the system of political governance that influence or may influence a political party's activities, namely: a type of electoral system; the structure of parliament; and a type of political regime.

Electoral systems can create such interesting phenomena as over-presentation (when parties receive more seats than votes cast), and under-presentation (when parties receive fewer seats than votes cast).

Some scholars divide the electoral systems into weak and strong ones. The main criterion for this classification is the degree of the electoral system's influence on the voters. A weak electoral system does not apply special elements of increasing imbalance when fighting for deputy mandates, but a strong system does.

Strong systems apply manipulative influence to voters, as well as to the course and nature of inter-party rivalry, providing an opportunity to stabilize a stronger version of party leadership.

Firstly, a strong system restricts the voters' choice by pushing them to support a stronger political party in order to win inter-party competition (the leader of the last parliamentary elections in Ukraine of July 2019 – the presidential party 'Servant of the People' – can be an example). Thus, it is the fear of losing of a vote that becomes the main motive determining voters' sympathy.

Secondly, it does not encourage small parties to participate in inter-party struggle, since their chances to get to parliament are minimal.

Thirdly, strong electoral systems make it difficult to change the party system. Weak systems do not exclude the possibility of stabilizing the party leadership, however, as a rule, there appears a weaker version of it.

Thus, the immediate aim of a party is to assume certain public positions, while the long-term goal is to influence the content of state policy and political governance. Political

20 November 2020

parties, as state-political focal points, propose a specific coalition strategy or a catalog of political conditions and requirements that determine the framework of the inter-party relations. This applies primarily to multi-party systems, in which government cabinets are usually of a coalition nature.

Many of researchers studying democracies in Western Europe use a common thesis of a party leadership crisis. The first type of argument to confirm the existence of a party leadership crisis can be called electoral. This refers to re-designing the mutual relations established between the parties and the electorate. The transformation of a party model means that the elected party ceases to perform its functions effectively, in particular the mobilization one. In that case, the party's links with its electorate weaken, the electorate becoming less structured and less consistent in their political sympathies. Obviously, this affects the stability of the state power.

The central argument is a change in voter loyalty. A decreased loyalty should signal the crisis of stable parties. There are doubts as to whether the changeability of electoral preferences proves the thesis of the party leadership crisis. The value of this index is growing, but not dramatically, especially for Western Europe where there are no strong anti-system parties.

## Conclusion

A certain alternative to party leadership is exemplified by the direct democracy forms of Switzerland, which enable the society to exert a direct impact on decision-making, and the referendum model can at least theoretically recognize that a citizen is capable of shaping state policy.

In practice, however, it turns out that the referendum is only advisory in nature, public initiative being very rare. An extremely small number of laws are enacted in this way. It is the parliament, not the electorate, who approves most of legal decisions during voting. The existence of large coalitions in Switzerland is a way to eliminate the devastating effects of the elements of direct democracy within a centralized political system.

Therefore, the possibility of using these instruments provides premises that the parliamentary majority may be defeated during popular vote. To minimize this risk, a coalition is formed that embraces a wide range of political parties and interest groups. This is significant because the effectiveness of the consensus approval of decision-making depends on the degree of interest aggregation. Thus, today the question of the party leadership crisis is rather theoretical than practical [6, c.198, 203].

## References

1. Schmitter P.C. Dangers and Dilemmas of Democracy // Journal of Democracy, 1994, vol. 5(2)., Diamond L. Three paradoxes of Democracy // Journal of Democracy, 1990, vol.1(3).
2. Michels R. Sociology of Political Parties in Democracy // Dialogue, 1990, No. 3., p.58.
3. Duverger M. Political parties. - M., 2000, p.307
4. Ostrogorsky M. Democracy and political parties. - M., 1997, p. 25
5. Weber M. Politics as vocation and profession. -V.kn .: Selected works. - M., 1990, p. 256.
6. Herbut R. Koncepcja "rządowpartii" (party government).-In.: Demokracje

Scientific and practical international conference:

***Public Administration in the 21st Century: Problems and Development Prospects.***

20 November 2020

zachodnioeuropejskie. Analizaporownawcza / Pod. red. A. Antoszewskiego, R.Herbuta. -  
Wroclaw, 1997, s.198-206.

# The problem of ensuring the rights to represent the common interests of the territorial communities in Ukraine in the context of changes in the electoral system

*Boyko Olena, Vasylyeva Nataliya, Deydey Daryna*

National Academy of Public Administration under the President of Ukraine, Kyiv, Ukraine

**Abstract.** The article explores the problems of ensuring the rights to represent the common interests of the territorial communities in Ukraine in the context of changing the electoral system in the local elections. The practical results of the 2015 local elections in Ukraine in terms of representation in the regional and district councils are analyzed. A number of problems were identified, including: lack of representation in separate districts, lack of representation of the individual communities in the district and regional councils, which is inconsistent with Article 140 of the Constitution of Ukraine, where it is determined that the local self-government bodies representing the common interests of the territorial communities of the villages, towns and cities are the district and region councils. The authors note that such an electoral system of “open lists” of the Law of Ukraine “On Local Elections” is not capable of ensuring fair and equal representation of the territorial communities in the regional and district councils. The article states that in the context of the reform of the local self-government in Ukraine, approved by the order of the Cabinet of Ministers of Ukraine “On Approval of the Concept of Reforming the Local Self-Government and Territorial Organization of Power in Ukraine” No. 333-r of April 1, 2014, the issues of proper representation of the common interests are of particular relevance to the territorial communities of villages, towns and cities in the district and regional councils. That is why it is important for the next local elections in the autumn of 2020 to solve two global tasks: to approve the new administrative-territorial structure and to change the rules of the electoral legislation in order to properly represent the common interests of the territorial communities.

In accordance with paragraph 4 of Article 140 of the Constitution of Ukraine, part 1 of Article 5 of the Law of Ukraine “On Local Self-Government in Ukraine” the local self-government bodies representing the common interests of the territorial communities of the villages, towns and cities are the district and regional councils. Part 2 of Article 2 of the Law of Ukraine “On Local Self-Government in Ukraine” specifies that the local self-government is exercised by the territorial communities of villages, towns, cities both directly and through the village, town, city councils and their executive bodies, as well as through the district and regional councils representing the common interests of the territorial communities of the villages, towns and cities. Articles 43, 44 of the Law of Ukraine “On Local Self-Government in Ukraine” defines a wide list of exclusive and delegated powers of the district and regional councils [1].

20 November 2020

According to paragraph 1 Article 141 of the Basic Law, the composition of a village, town, city, district, regional council consists of deputies elected by the residents of a village, town, city, district, region on the basis of universal, equal, direct suffrage by secret ballot. Such suffrage shall be exercised in accordance with the electoral law of Ukraine. At the time of the regular local elections in Ukraine in 2015 the Law “On Local Elections” was in force. This law was adopted shortly before the local elections, including with a view to changing the local elections system to ensure fair representation of the voters in the local councils, to maintain a majority system at the village and town councils level, and to introduce a proportional electoral system with open lists in the local elections on other levels. However, it was in the part of fair representation of the voters in the local councils (regional and district) that the Law did not justify itself and ultimately lapsed (except for the provisions for organizing and holding repeated, mid-term, by-elections and replacement of the deputies elected in a multi-mandate constituency, whose powers are suspended until the next regular or early elections of the deputies of the local councils), on the basis of the Electoral Code No. 396-IX of 19.12.2019.

It is worth noting that the search for a fair electoral system is devoted to the research of scientists and practitioners O. Aivazovska, R. Balaban, O. Barabash, N. Bogasheva, S. Vasylchenko, V. Venger, V. Denysenko, V. Kovtunets, Y. Klyuchkovsky, O. Koshel, A. Magera, E. Poberezhny, E. Radchenko, M. Stavniychuk, O. Chernenko and others.

The application of the new electoral system in the 2015 local elections, as a variant of the proportional one, revealed a number of problems, including lack of representation in individual constituencies, election of a deputy not a winner in the district, but a person with low voter confidence, etc. Particularly unacceptable was the non-representation of the individual communities in the district and regional councils, which should represent the common interests of the territorial communities of the villages, towns and cities, as set out in paragraph 4 Article 140 of the Constitution of Ukraine.

According to the Law of Ukraine “On Local Elections” in force at that time, the local elections were held simultaneously under three electoral systems: majority system of the relative majority - for the election of deputies of the village, town councils, seniors, village, town, city mayors (for the cities with the number of voters up to 90 thousand); according to the majority system of the absolute majority - for the election of the mayors for cities with the number of voters over 90 thousand. And one of the variants of the proportional electoral system is for the election of the deputies of regional, district, city, district in city councils [2]. And it was the proportional electoral systems that did not live up to the hope of fair representation in the distribution of mandates. The distribution of mandates was carried out in accordance with the provisions of Article 86 of the Law of Ukraine “On Local Elections” that stated that the right to participate in the distribution of the deputies’ seats in the elections of the deputies was held by the local organizations of parties, which supported at least 5% of valid votes, but in any - in no case less than the electoral quota. This quota was determined by dividing the total number of votes cast for the local party organizations that received five percent or more of the vote by the number of the deputies in this multi-member constituency. Subsequently, in accordance with the “Clarification on the Establishment of the Results of Elections of the Deputies of the Verkhovna Rada of the Autonomous Republic of Crimea, Region, District, City, District in the City of the Council in the Multi-Member Electoral District”, approved by the CEC resolution of September 21, 2015 No. 356, the result of the election of the deputies in the

20 November 2020

multi-member election constituency was the determination in order of priority of the candidates for deputies from the local party organizations of persons elected by the deputies from the local party organizations in the number of deputy mandates in received by the local party organizations. In doing so, the first deputy mandates received the first candidates for deputies included in the electoral lists of the local organizations of parties, after which - candidates for deputies assigned to the territorial constituencies [3].

Thus, the “mathematical formula” of the distribution of mandates, that formed the basis of the electoral system, became a major problem and caused the inability to reflect the real results of the will of the citizens: under this electoral system it was often not the candidates supported by the majority of the voters in the district, but those who voted in the constituency and those who received fewer votes and, in some places, with critically low levels of electoral support.

**Tab. 1 Analysis of the regional council representation violations in the results of the 2015 local elections**

Region	Number of districts (total)	Districts where the deputy is not elected		Districts where 2-3 deputies are elected simultaneously		Districts where a person is recognized as the 1st party list number	
		number	%	number	%	number	%
Vinnitsia	84	20	23,8	13	15,5	7	8,3
Volyn	64	11	17,2	7	10,9	7	10,9
Dnipropetrovsk	120	16	13,3	17	14,2	5	4,2
Donetsk							
Zhytomyr	64	20	31,3	14	21,9	6	9,4
Zakarpattia	64	11	17,2	7	10,9	6	9,4
Zaporizhzhya	84	20	23,8	12	14,3	6	7,1
Ivano-Frankivsk	84	22	26,2	12	14,3	6	7,1
Kyiv	84	26	31,0	16	19,0	8	9,5
Kirovohrad	64	21	32,8	11	17,2	5	7,8
Luhansk							
Lviv	84	22	26,2	12	14,3	9	10,7
Mykolaiv	64	16	25,0	12	18,8	4	6,3
Odesa	84	14	16,7	14	16,7	2	2,4
Poltava	84	27	32,1	16	19,0	9	10,7
Rivne	64	17	26,6	11	17,2	6	9,4
Sumy	64	18	28,1	12	18,8	6	9,4
Ternopil	64	17	26,6	9	14,1	8	12,5
Kharkiv	120	28	23,3	24	20,0	3	2,5
Kherson	64	20	31,3	12	18,8	6	9,4
Khmelnitsky	84	23	27,4	14	16,7	7	8,3
Cherkassy	84	16	19,0	14	16,7	7	8,3
Chernivtsi	64	21	32,8	11	17,2	10	15,6
Chernihiv	64	23	35,9	17	26,6	6	9,4
<b>total</b>	<b>1700</b>	<b>429</b>	<b>25,2</b>	<b>287</b>	<b>16,9</b>	<b>139</b>	<b>8,2</b>

20 November 2020

Therefore, in the regional councils, according to the results of the 2015 local elections, no deputies were elected at all in more than 25% of constituencies. Thus, in Chernihiv regional council almost 36% of “empty” districts, and in Chernivtsi, Kirovohrad, Poltava - about 32% of such districts. In some constituencies 2-3 deputies were elected at one time. Thus, in the regional councils almost 17% of districts have 2-3 deputies in one district. There is another injustice for the voter: the law stipulates that the first list number from a party becomes a deputy automatically if the party passes the passable barrier. For example, in the regional councils more than 8% of the mandates received the following “appointees”:



**Fig. 1** Representation anomalies in the regional councils following the 2015 local elections (%)

Similar conclusions were also drawn from the results of a study supported by the OSCE Project in Ukraine by experts [4]. The most problematic was the Kyiv region, where even such large communities of the cities as Pereyaslav-Khmelnytsky, Bucha, Vasylkov were not represented in the regional council. As noted, this is a violation of the Article 140 of the Constitution of Ukraine, according to which “the local self-government bodies representing the common interests of the territorial communities of the villages, towns and cities are district and regional councils” [1]. According to the researchers, “this is most often the case when one district, which appeared to be unrepresented in the council, belongs to the respective administrative-territorial unit. But there are also widespread cases where several districts within one administrative-territorial unit are not simultaneously represented in the respective regional council, which also results in the non-representation of the relevant community (or communities) as a whole” [4; p.1]. It is worth noting that the lack of representation in the regional or district councils is also a problem for the large communities: for example, in Chernihiv none of the 12 constituencies has elected a deputy to the Chernihiv regional council. Thus, the city-regional center is not represented in the regional council at all.

According to the researcher Yevhen Poberezhny, “more serious consequences of “under-representation” have for the districts, since in practice it means complete non-representation of a part of the communities of the respective district in the region council



20 November 2020

(for example, out of 3 districts of Sharhorod district in Vinnytsia region only one in the region is represented in the district, for the rest of the districts means that the territorial community of the city of Sharhorod, as well as 20 rural territorial communities of the Sharhorod district are unrepresented)” [4; p.2]. In view of the following conclusions, a sample analysis of the representation in the district councils was made (the composition of one district council in all regions of the country was analyzed):

**Tab. 2 A sample analysis of the violations of representation in the district councils by the results of the 2015 local elections**

Region	District	Number of councils in the district	Territorial communities with no representative in the district council		Territorial communities partially represented in the district council	
			number	%	number	%
Vinnytsia	Barsky	30	4	13,3	2	6,7
Volyn	Horokhivsky	40	15	37,5		
Dnipropetrovsk	Krinichansky	21	3	14,3	3	14,3
Donetsk	Oleksandrivsky	16	1	6,3	2	12,5
Zhytomyr	Narodytsky	1				
Zakarpattia	Vinogradivsky	32	7	21,9		0,0
Zaporizhzhya	Velykobilozersky	5			4	80,0
Ivano-Frankivsk	Rohatynsky	45	16	35,6		0,0
Kyiv	Vasylkivsky	43	12	27,9		0,0
Kirovohrad	Novhorodkivsky	11	4	36,4	3	27,3
Luhansk	Svativsky	16	7	43,8		0,0
Lviv	Drohobysky	47	11	23,4		0,0
Mykolaiv	Ochakivsky	11			5	45,5
Odesa	Mykolayivsky	13	1	7,7	4	30,8
Poltava	Chutivsky	15	2	13,3	3	20,0
Rivne	Ostrozky	20	9	45,0	1	5,0
Sumy	Lededynsky	23	6	26,1	1	4,3
Ternopil	Zalischitsky	37	10	27,0		0,0

20 November 2020

Kharkiv	Vovchansky	27	5	18, 5	1	3,7
Kherson	Vysokopilsky	12	1	8,3	4	33,3
Khmelnysky	Yarmolynetsky	30	2	6,7	1	3,3
Cherkasy	Umasky	50	9	18, 0		0,0
Chernivtsi	Kelmenetsky	25	1	4,0	1	4,0
Chernihiv	Kozeletsky	35	10	28, 6		0,0
<b>total:</b>		<b>605</b>	<b>136</b>	<b>22, 5</b>	<b>35</b>	<b>5,8</b>

According to such a study, it was found that on average more than 22% of the territorial communities are not represented at all in the district council, and about 6% of the territorial communities are partially represented.

Therefore, the functioning of all mechanisms in a comprehensive system must be aimed at compliance with the goals and objectives, their coherence and the relationship between themselves and their individual structural elements. Therefore, the public administration entities should constantly monitor the internal and external factors, identify the problems in a timely manner, make administration decisions based on a systematic approach, use a set of scientific and specific methods, taking into account the changes in the internal and external environment [5; p. 154].



**Fig. 2** Representation anomalies in the district councils following the 2015 local elections: sample analysis (%)

According to the scientist Serhiy Vasylchenko, “because of the large unevenness of the number of inhabitants in the settlements, it is practically impossible to realize the proportional representation of the settlements in the councils by the UTC in such a way that each settlement is represented by at least one deputy in the council of the UTC. Particularly acute is the problem with the UTC that combines a large number of settlements with a

20 November 2020

small number of voters. In this case, the number of the elected deputies and, accordingly, of the constituencies is small and their number is smaller than the number of settlements in the UTC” [6; p.1].

The formation of constituencies with unequal number of voters also caused the misrepresentation. It is worth noting that Article 17 of the Law of Ukraine “On Local Elections” stipulates that the formation of the constituencies is carried out by the respective territorial election commission in the amount determined by the CEC. The number of voters in the constituencies should be approximately equal and “as close as possible to the average number of voters in the territorial constituency of the respective multi-mandate district” [7]. For example, the largest gap in the number of constituency voters is the election districts of the Lviv regional council in 2015: an average of 37191 voters are in the Lviv constituency, and only 3821 are voters in the Morshyn town. However, according to paragraph 15 of the Venice Commission recommendations set out in the Code of Good Practice in Electoral Matters of 2002, the difference in the number of voters by district is only permissible within 10% (in exceptional circumstances - up to 15%).

Therefore, in the context of the local self-government reform in Ukraine, approved by the decree of the Cabinet of Ministers of Ukraine “On Approval of the Concept of Reforming the Local Self-Government and Territorial Organization of Power in Ukraine” No. 333-r of April 1, 2014, issues of representation of the common interests of the territorial communities of the villages, towns and cities are of particular relevance, and there are district and regional councils. That is why it is important for the next local elections to solve two global tasks: to approve the new administrative-territorial structure and to change the “electoral rules” in order to properly represent the common interests of the territorial communities.

The Electoral Code of Ukraine came into force on January 1, 2020, and the above-mentioned Law of Ukraine “On Local Elections” became accordingly invalid. This Code provides for changes to the electoral system, including for the local elections, which, according to the Constitution of Ukraine, will take place on the last Sunday of 2020. In these local elections four different electoral systems will be applied, depending on the type of the election and the size of the administrative-territorial units. For the elections of deputies: majority system of a relative majority with voting in multi-mandate constituencies (in the cities with the number of voters up to 90 thousand people, for the elections of the deputies of the village, town, city and district in city councils, as well as district councils) and proportional system with open party lists (in the cities with a voter population of 90 thousand or more, for the election of the deputies of the regional, city councils, as well as the Verkhovna Rada of the Autonomous Republic of Crimea). Two different electoral systems will also be used in the elections of the village, town and city mayors, depending on the size of the administrative-territorial units: majority voting system in a single-mandate constituency (for election of village, towns, city mayor, and seniors) and majority voting system for the election of mayor in the cities with voters of 90 thousand or more. The procedure for establishing the results of the elections of the deputies of the regional and district councils is defined in accordance with the norms of Articles 259-260, 268 of the Election Code of Ukraine [8].

However, in the development of the Concept for Improvement of the Local Election Legislation in 2019 in connection with the reform of the local self-government and territorial governance the relevant working group suggested, among other things, to address the main issues in selecting the optimal electoral systems for the election of the district and

20 November 2020

regional councils: providing community representation directly; guaranteed representation of each community in the district council; guaranteed representation of each community (or group of small communities united in a district) in the regional council. The working party proposed two options for addressing these challenges. The first is a majority system with multi-member constituencies within the community. The right to nominate candidates has the regional (district) organizations of the political parties, voters through self-nomination. The second is that the electoral system introduced in 2015 has been significantly improved: the number of seats per district is increased by at least twice; the right to nominate nominees to relevant regional or district organizations of the political parties with the nomination of the candidates for constituencies (but also to ensure the right of self-nomination); the district voter votes for one candidate; the votes cast for party candidates are also counted as the party list, and the rest of the seats are distributed between the party lists. Most importantly, the candidates (one or more) who received the highest number of votes in the constituency receive mandates regardless of the method of nomination (the order of candidates on the list should be determined according to the percentage of votes obtained by the candidate in the constituency, and the mandate obtained by the candidate from the party in the constituency should be excluded from distribution by the party list) [9]. However, both variants of the concept were not reflected in the Electoral Code of Ukraine. Therefore, it does not fully respond to the public's requests for the provision of inappropriate representation in the local councils and requires further examination of the compliance of certain provisions of Article 140 of the Constitution of Ukraine with regard to the proper provision of the common interests of the territorial communities of villages, towns and cities. There is also a clear inconsistency with the provisions of the Law of paragraph 15 of the Venice Commission Recommendations, enshrined in the Code of Good Practice in Electoral Matters of 2002, with regard to constituency formation. In further improving the electoral legislation it is important to ensure representation in all constituencies, equal rights of voters, observe the right to represent communities in the councils representing their common interests, and protect the passive right of a candidate-winner in the district to be elected deputy.

## References

1. Konstytutsiia Ukrainy: Zakon Ukrainy vid 28.06.1996 № 254k/96-VR // Vidomosti Verkhovnoi Rady Ukrainy (VVR), 1996, № 30, st. 141 [in Ukrainian].
2. Zakon Ukrainy «Pro mistsevi vybory»: vid 14 lypnia 2015 roku [Law of Ukraine “On local elections” from July 14, 2015]. (2015). *Vidomosti Verkhovnoi Rady Ukrainy – Bulletin of Verkhovna Rada of Ukraine*, 37-38. Art. 366. Retrieved from <https://zakon.rada.gov.ua/laws/show/595-19> [in Ukrainian].
3. Postanova TsVK «Pro Roziysnenna pro vstanovlenna vyboryv deputativ Verkhovnoi Rady Avtonomnoi Respyblyky Krym, oblasnoji, rajonnoi, miskoy, rajonnoi v misti rady u bagatomandatnomu vyborchomu okruzy»: vid 21 veresna 2015 roku, №356. [On Clarification on the establishment of election results of deputies of the Verkhovna Rada of the Autonomous Republic of Crimea, regional, district, city, district in the city council in a multi-mandate constituency. *CEC Resolution №356* of 21 September 2015]. [www.cvk.gov.ua](http://www.cvk.gov.ua). Retrieved from <https://zakon.rada.gov.ua/laws/show/v0356359-15/print> [in Ukrainian].

20 November 2020

4. Evgen Poberehnyj «Analyz predstavnytva teritorialnuhx gromad u oblasnuhx ta rajonnuhx radahx za rezultatsu miszevuhx vuboryv 2015 roku». [Yevgeny Poberezhny «Analysis of the representation of territorial communities in oblast and rayon councils following the results of the 2015 local elections»]. Retrieved from [https://storage.decentralization.gov.ua/uploads/attachment/document/390/%D0%90%D0%BD%D0%B0%D0%BB%D1%96%D0%B7\\_-\\_%D0%BE%D0%B1%D0%BB%D1%80%D0%B0%D0%B4%D0%B8\\_%D1%96\\_%D1%80%D0%B0%D0%B9%D1%80%D0%B0%D0%B4%D0%B8.pdf](https://storage.decentralization.gov.ua/uploads/attachment/document/390/%D0%90%D0%BD%D0%B0%D0%BB%D1%96%D0%B7_-_%D0%BE%D0%B1%D0%BB%D1%80%D0%B0%D0%B4%D0%B8_%D1%96_%D1%80%D0%B0%D0%B9%D1%80%D0%B0%D0%B4%D0%B8.pdf) [in Ukrainian].

5. S. Prylipko, O. Vasylieva and N. Vasylieva (2019), Methodology of forming a comprehensive mechanism for public administration of service cooperation development in rural areas of Ukraine. *International Journal of Recent Technology and Engineering (IJRTE)*. Vol. 8, Issue-4S, pp. 152-156. URL: <https://www.ijrte.org/download/volume-8-issue-4s/>

6. Sergij Vasylythenko «Problemni puttanna predstavnytva naselenutx punktyv, jaki vkhodiat do skladu OTG, u radahx OTG». [Serhiy Vasylychenko «Problematic issues of representation of settlements belonging to the UGC in the councils of the UGC»]. Retrieved from [https://storage.decentralization.gov.ua/uploads/attachment/document/391/%D0%90%D0%BD%D0%B0%D0%BB%D1%96%D0%B7\\_%D0%B3%D1%80%D0%BE%D0%BC%D0%B0%D0%B4.pdf](https://storage.decentralization.gov.ua/uploads/attachment/document/391/%D0%90%D0%BD%D0%B0%D0%BB%D1%96%D0%B7_%D0%B3%D1%80%D0%BE%D0%BC%D0%B0%D0%B4.pdf) [in Ukrainian].

7. Mistsevi vybory: othikuvanna, spodivanna, pobojuvanna [Local elections: expectations, expectations, fears]. Retrieved from [dif.org.ua/ua/.../press.../mistsevi-viborvannja.ht](http://dif.org.ua/ua/.../press.../mistsevi-viborvannja.ht) [in Ukrainian].

8. Vyboryhy kodeks Ukrainy. Zakon Ukrainy vid 28 grudna 2019 roku [Local elections: «The Electoral Code of Ukraine»]. *Golos Ukrainy* № 251 [in Ukrainian].

9. Konzepzja udosconalenna zakonodavsyva pro mistsevi vybory u zvyazku z reformuvannam miszevogo samovriaduvannia ta administratyvno-terytorialnogo ustrou [Concepts for improving local elections legislation in connection with the reform of local self-government and territorial governance]. Retrieved from [https://decentralization.gov.ua/uploads/attachment/document/464/%D0%9A%D0%9E%D0%9D%D0%A6%D0%95%D0%9F%D0%A6%D0%86%D0%AF\\_\\_\\_\\_\\_%D0%9C%D1%96%D0%BD%D1%80%D0%B5%D0%B3%D1%96%D0%BE%D0%BD\\_\\_\\_\\_\\_%D1%83%D0%B4%D0%BE%D1%81%D0%BA%D0%BE%D0%BD%D0%B0%D0%BB%D0%B5%D0%BD%D0%BD%D1%8F\\_%D0%B2%D0%B8%D0%B1%D0%BE%D1%80%D1%87%D0%BE%D0%B3%D0%BE\\_\\_\\_\\_\\_%D0%B7%D0%B0%D0%BA%D0%BE%D0%BD%D0%BE%D0%B4%D0%B0%D0%B2%D1%81%D1%82%D0%B2%D0%B0.pdf](https://decentralization.gov.ua/uploads/attachment/document/464/%D0%9A%D0%9E%D0%9D%D0%A6%D0%95%D0%9F%D0%A6%D0%86%D0%AF_____%D0%9C%D1%96%D0%BD%D1%80%D0%B5%D0%B3%D1%96%D0%BE%D0%BD_____%D1%83%D0%B4%D0%BE%D1%81%D0%BA%D0%BE%D0%BD%D0%B0%D0%BB%D0%B5%D0%BD%D0%BD%D1%8F_%D0%B2%D0%B8%D0%B1%D0%BE%D1%80%D1%87%D0%BE%D0%B3%D0%BE_____%D0%B7%D0%B0%D0%BA%D0%BE%D0%BD%D0%BE%D0%B4%D0%B0%D0%B2%D1%81%D1%82%D0%B2%D0%B0.pdf) [in Ukrainian].

## Legal and moral basis of nature management control and nature protection activity

*Olena Ryabinina<sup>1</sup>, Lyubov Yurchenko<sup>2</sup>, Tamara Prykhodko<sup>3</sup>, Lyudmyla Gontarenko<sup>4</sup>*

<sup>1</sup>National University of Civil Defence of Ukraine, Department of Social Sciences and Humanities, 94, Chernyshevska Str., Kharkiv, 61023 Ukraine

<sup>2</sup>National University of Civil Defence of Ukraine, Department of Social Sciences and Humanities, 94, Chernyshevska Str., Kharkiv, 61023 Ukraine

<sup>3</sup>Kharkiv State Zooveterinary Academy, Department of Philosophy and Social Sciences, 1, Akademichna Str., Mala Danylivka, Dergachi district, Kharkiv region, 62341 Ukraine

<sup>4</sup>National University of Civil Defense of Ukraine, Department of Social Sciences and Humanities, 94, Chernyshevska Str., Kharkiv, 61023 Ukraine

**Abstract.** The legal basis of nature management and nature protection activities were studied and generalized. The ecological character of the state is manifested in the role of law in regulating the interaction between nature and society. The most essential rules of such behavior are enshrined in law by the state and become mandatory for the implementation. Special attention is paid to the formation of the ecological network in Ukraine, which is an important administrative act aimed at ensuring real basic human rights, in particular the right of every citizen to a favorable environment for life. The process of creation and development of the ecological network contributes to the further integration of Ukraine into the European reality. In the context of modern ecological culture, the following basic principles of nature management are outlined: the priority of the ecological paradigm in the general state policy as well as in the state budget; approximation of technological cycles to the requirements of biosphere compatibility (inclusion of waste to natural biogeochemical cycles without violation); change of a person and the understanding of ecological values. The main tools for optimizing the interaction of society with the natural environment, creation of environmental safety and environmental beliefs are considered.

Nowadays in Ukraine, as well as around the world economic activity is carried out mainly by nature and future generations. Dramatic collisions that occur in modern nature-transforming human activities lead to a rethinking of the content of human relations with natural environment and radical changes in the methodology of scientific knowledge. Ecological situation in the world, especially in Ukraine requires to create some kind of bridges between ecology, as a theory of human behavior in modern world and nature management. As a result, ecology loses its academicism (and it is also necessary as a guarantor of a high level of theoretical development) and emphasizes the problems of the environment and the harmonization of relations between man and nature. Nature management is not just the use of power and nature resources in the human interests. Due to these interests it becomes rational and environmentally reasonable.

20 November 2020

Facing numerous economic problems, ecological concept is included in the field of nature management. The need to create a theory of nature optimization has led to politicization of ecology (or ecologization of politics).

In retrospect of nature management land ownership suitable for agricultural production was not equal to nature ownership. Clean air and water, recreational areas, even minerals were not a rarity and therefore were considered as those which belonged to nobody and were free, despite their vital necessity for humans. With the appearance of signs of the global environmental crisis at the turn of the 60's and 70's of the last century the situation in nature management has changed dramatically. Ecological problems have acquired new features that allowed to consider nature taking into account political and economic management measures. Nature has acquired value, and not only from the consumer point. Incompetent and short-sighted management leads to environmental disasters. In the meantime, we can state that the extinction of living species impoverishes the genetic fund of the biosphere, depriving future humanity of the opportunity to use nature and leads to information and cultural impoverishment.

It is noteworthy that the issues of nature management, environmental activities at the global level began to be considered at the UN almost since its inception. The European Community is making fundamental efforts towards the rational nature management and the conservation of certain species and ecological systems.

The authors consider it relevant to bring the environmental issue to its logical conclusion - by creating European ecological network. Nowadays the creation of European ecological network is one of the most important issues in the field of environmental protection, which is under the close attention of the European Council and gets its support. In general, since 2000 the state program of ecological network formation in Ukraine has become the main task of the state's environmental policy, in which the principles and state of ecological culture and the requirements of ecological safety are closely intertwined [1]. The main priorities of this program were the following:

- maintenance for the development of national ecological networks and their inclusion in the European ecological network through technical assistance and joint transboundary programs;
- informing the population concerning European ecological network (in particular, the exchange of knowledge for the creation of educational and communicative programs).

The ideology of rational nature management and the formation of pristine islands of nature did not arise by accident. It became a logical introduction to the development of environmental thought in general. It is well known that the first steps in nature protection were taken in different countries in the Middle Ages, when hunting of certain animals was prohibited, thus contributing to their protection. The systematic environmental movement that emerged in the late nineteenth and early twentieth centuries also focused on the protection of certain species of animals and plants. This period lasted for quite a long time: in fact, till the 60-70s of the twentieth century. At that time, it was clear that it is impossible to preserve certain species of flora and fauna without preserving the entire ecosystem in which they exist. It was proved by the findings of science that the species can have a sustainable development in space and time only if it is included in the system of relations with other biotic and abiotic components of the environment.

At that time, at the initiative of UNESCO within the framework of the Man and the Biosphere Program and other environmental programs, the Program for the Conservation of Ecological Systems came into force evidenced by the system of creating and maintaining biosphere reserves and those systemic biosphere formations that represent biogeographical and landscape areas. Although even within this ideology, it has become clear that such biosphere reserves and other protected areas are only representative items and cannot be considered as full representatives of biosphere integrity and system. On the territory of the

20 November 2020

planet, they look like mosaic, between the elements of which there are huge gaps. Therefore, at the end of the XX – the beginning of the XXI centuries there was a necessity to create a wide network of environmental facilities that would represent the biosphere in its system of integrity and quality. The ideology of ecological network formation, in particular the European one is dedicated to this goal, as Europe initiated the creation of this new type of nature protection objects. The process of eco-network formation is based on the coordination of everything that already exists within the territory, but with the provision of interconnection and permanence, which allows the exchange of adaptive goals of each species to be realized according to the laws of classical evolution.

It should be taken into account that the scientific basis for the creation of a single interconnected environmental system and its localization in certain landscapes is still far from completion due to the complexity of the problem and the barbaric nature management. Ecosystems are certain dynamic variable objects that can change. For example, the steppe ecosystem turns into a forest through a number of forest-steppe ecosystems and it is almost impossible to establish clear boundaries.

In addition, the creation of connections of these systems encounters huge administrative and managerial problems, as they disrupt the existing system of economy, transportation, energy, etc. Thus, the implementation of environmental objectives in this case is closely related to the problems in the field of environmental management in general. In this context, it is important to create buffer zones, which should serve to mitigate mutual influence, on the one hand - human rights legislation, which should implement itself in the field of economy, management, recreation, leisure, and on the other hand – urgent needs to conserve natural resources of the state. Thus, buffer zones should have compensatory functions, but the ultimate goal of creating these zones is to reduce human activity in them to zero. Finally, a component of the ecological network is the creation of appropriate zones, which should perform the function of restoring the natural landscape value of important areas. This category includes anthropogenic landscapes, former steppes, forests, swamps, rivers, which were fully or partially involved in the nature management zone and, thus, lost their natural identity.

The development of the environmental management system is based on a number of authoritative international agreements. In particular, we are talking primarily about the Berne Convention (1979) “On the protection of wild flora, fauna and natural habitats in Europe”. This Convention requires the conservation of wild flora, fauna and natural habitats, especially species, the protection of which requires the cooperation of states. Thus, it is an agreement of interstate, global meaning, which establishes rules covering interstate obligations for the protection of wildlife, but which, unfortunately, is limited to the protection of certain species, especially those which are not related to human activity. The Berne Convention requires each country to preserve only wild flora and fauna and natural habitats, but ignores the fact that there are limited wildlife habitats in Europe today. In any form, they are santropic, thatmeans that they depend on human activity and to a large extent receive the resource of their existence either due to or contrary to this activity.

We should also consider another fundamental agreement, namely the UN Convention on the Law of the Sea (1982). Its focus is on the biological resources of the sea. According to it, all countries that take part in this Convention undertake necessary measures within their competence that are important to ensure the conservation of these resources. If we take into account that the World Ocean takes three quarters of the earth, and the bioproductivity of the ocean, in particular, planktonic and especially phytoplankton is one of the most important factors in biosphere interaction, i.e. the flow of energy in the cycle of consumers, reducers, producers this Convention is of great importance in the biosphere dimension, as a political and legal basis for the regulation of nature management in the use of water, especially marine resources.



20 November 2020

The Convention on Biological Diversity was signed at an environmental conference in 1992 in Rio de Janeiro. It has established a world framework for the protection of all existing wild or domestic species and regulations for their long-term use in habitats. This Convention signed by almost all the leaders of the world's leading countries provides for the development of national strategies, plans or programs and the inclusion of the regulations by each state for the conservation and balanced use of biological diversity in its own plans, programs and regional natural resource management policies. The world community has defined the environmental actions of each individual executor and each state that has acceded to the Convention. Thus, the real participation of the countries of Europe, America, Africa, Asia, and Latin America testifies the desire, real intentions of the world community to preserve the natural environment not only for present but also for future generations.

The Convention "On the World Cultural and Natural Heritage", which was adopted in 1972 takes a special place among the international political and legal documents of UNESCO, the UN specialized agency for science and culture. It provides for the inclusion in the international list the endangered species of animals and plants that are of exceptional value from the point of view of science or nature protection. The world heritage also includes unique or anthropogenically changed landscapes as ecological systems that have unique significance both for the biosphere and human activities. It includes completely undamaged, wild systems - the Himalayas, deserts, tropical forests, as well as unique samples of human activity - irrigation facilities in Mesopotamia, landscape systems of the Alps, arid systems of Central Asia, restored forest and steppe networks in Hungary, etc. In this context, the world heritage is not only its own natural reality in its unchanging form, but also the natural reality included in the sphere of human activity. They are a condition for the survival and existence of mankind. This is a world heritage that is an example of effective, harmonious use of the environment and destructive negative attitudes of man to the natural environment.

The Ukrainian state has also been actively involved in environmental protection on the European scale, and, therefore, in creating an appropriate legal and political framework for the implementation of these processes. Ukraine's political and legal field in the sphere of environmentally friendly development corresponds to the European nature protection strategy. Ukraine has acceded to the vast majority of international agreements of the European Convention in this area, according to which it has developed its own legal framework for nature management.

The authors consider the following main conceptual practical and managerial environmental guidelines and priorities to which the policy of environmental governance should be directed. First of all, we are talking about creating a universal natural structure that would solve the problems of flora and fauna conservation. Improving natural conditions is the basis for planning the development of the national economy to improve the health, living conditions of the population of Ukraine and in general leads to the growth of environmental security of the state. It is a basis for sustainable development of both individual regions and the country as a whole. The balance of the natural environment in turn is a condition for inexhaustible rational nature management in the large part of Ukraine. Conditions are created for the further development of recreational valeological and tourist territories and objects, which will contribute to the well-being of the population, resistance to the pandemic, solution of the demographic problem and increase of the index of human life in general.

The characterization of the ecological management strategy of the state would not be complete without consideration of ecological culture as the main factor in the process of creating ecological security of the state. In the history of human society there is a constant change of different types of human relationships with nature. These relationships were

20 November 2020

conditioned and based on a certain archetype of human perception of the natural environment.

In this study we briefly refer to the analytical generalizations of the genesis of worldview concepts of the formation and application of ecological culture as a factor of organizational and regulatory activities in society and state aimed at protecting and improving the natural environment, effective combination of nature management and environmental protection functions.

In ancient times, man's attitude to all living beings and nature in general is characterized by all-encompassing love and mercy [2]. Such perception of nature provided a high level of loyalty to the environment, allowed to fit organically into the metabolic processes without significant disturbance of the balance. In ancient times, there was such a perception of nature, that a person was considered rationalistically, schematically. Due to the abstract approach, nature was an external reality for man and existed outside and independently as an object that had an independent value. Man of the ancient world perceived nature as an object of contemplation, a reference model for the development of the spirit and only later as a field of application of the creative transformational efforts [3]. The Middle Ages were characterized by such a perception archetype of the natural environment, according to which nature was a symbol of divinity and was governed by divine forces. The world was an arena of struggle between celestial and demonic forces, and a man felt like a toy. [4]. The ecological culture of the Renaissance is an attempt to get rid of religious dualism, to restore the rights of the natural, sensual principle, and to place God as a creator into the background [5]. At that time, the science liberation from theology began and nature actually acquired full independence. This guideline is most vividly and consistently substantiated and affirmed in modern times. A utilitarian-practical approach to nature is formed, the domination of the human mind over nature is substantiated [6]. In the New Age, in addition to the opposition of man to nature, there was a direction that defended the unity of man and nature in the form of complete subordination of man to the laws of the latter as a part of the whole [7, 8]. Later, there was such a perception of the natural environment considered from the point of strict utilitarian purpose as an inexhaustible source of wealth. Such views have been established for many years and, in fact, are dominant to this day [9].

It led to a global ecological crisis in the XX century, to the question of the existence of man and the civilization created by a person. It is time to realize the need for a radical overhaul of the relationship that has developed in the system "man – nature". V. Vernadsky's teaching on the transition of the biosphere to the noosphere as a transformed biosphere of the Earth by mankind on the basis of mind and social justice played an important role [10]. There is a statement of a new archetype of a natural environment - consideration perception of the nature as the most important value which is necessary to a person not only as raw material, but also as something created not by a person and as something that is everlasting.

Man protection, ecological imperative of the survival, which involves numerous problems, including socio-economic and political ones is the essence of modern ecologization of public administration of nature management.

Today, in the context of ecological culture the following vectors of state environmental management can be identified:

- taking into account long-term environmental factors; priority of ecological policy in the general policy of the state, in the state budget;
- rethinking development from primitive economic (only as an increase in consumption) to the creation of a decent human environment;

20 November 2020

- maximum reaching of technological cycles to the requirements of biosphere compatibility (full use of resources involved in processing, inclusion of waste to natural biogeochemical cycles without violation);
- change of a person and understanding of values.

For a long time humanity fascinated by the success of science was calmed down by the so-called scientifically based management of the natural complex, but suddenly it turned out that we do not fully know the mechanisms of the biosphere in order to manage them wisely. As a result, even brilliant political decisions implemented without basic environmental requirements often lead to consequences that completely cancel out the planned economic effect. Due to unsuccessful environmental management and environmental incompetence we have to face many environmental problems.

An important aspect of the formation of ecological culture as a factor of environmental management is the ecological beliefs of the subject of ecomanagement [11]. The concept of this cultural element is to teach a person to make decisions and be responsible for their consequences. This was stated in the Final Act of the Helsinki Conference on Security and Cooperation in Europe.

The next in environmental policy is the task to form attitudes to ecologically correct behavior. The latter in turn is closely related to the problem of environmental needs, as the formation of a sustainable attitude is possible only in the presence of a need as an incentive to action.

Needs are the activating principle of human activity, and they determine a certain belief that governs human behavior. Consequently, the problem of formation of spiritual needs (perception of nature as an inalienable value, communication with nature, enjoyment of its beauty, nature knowledge, comparing of the existence of a person with the fullness of nature) plays an important role.

Another determinant of environmental management is the situation in which the need is met. Ecologically rational management implies in the consciousness of the belief that everything in our lives - from economic level to public consciousness and culture - is somehow connected with environmental safety.

## **Conclusion**

Thus, environmental management is a central element of ecological culture and is inconceivable without environmental knowledge and high environmental awareness, without environmental beliefs, attitudes to environmentally rational behavior, environmental needs, especially spiritual. They are tools of balanced environmental management in order to optimize society's interaction with the natural environment, and creation of environmental safety.

## **Reference**

1. S. G. Prutko, *Multiversum. Filosofskij almanah* **46**, 208 (2005)
2. O. V. Dorzhigushaeva, *Ekologicheskaya etika buddizma* (SPb, Fond buddijskih izdanij perevodov, 2002)
3. Platon, *Sochineniya v 3-h t.*, **3** (M, Mysl, 1971)
4. F. Akvinskij, *Summa teologii*, **2** (K, Nika-Centr, Elga, 2006)
5. D. Bruno, *Dialogi* (M, Gospolitizdat, 1949)
6. F. Bekon, *Sochineniya v 2-h t.*, **2** (M, Mysl, 1978)
7. B. Spinoza, *Izbrannye proizvedeniya v 2-h t.*, **1** (M, Politizdat, 1957)
8. Zh. Zh. Russo, *Traktaty* (M, Nauka, 1969)

Scientific and practical international conference:

***Public Administration in the 21st Century: Problems and Development Prospects.***

20 November 2020

9. I. G. Fihte, *Naznachenie cheloveka* (SPb, Piter, 1995)
10. V. I. Vernadskij, *Neskolko slov o noosfere* (M, Sovremennik, 1993)
11. M. I. Hilko, *Ekologichna politika* (K, Abris, 1999)

20 November 2020

DOI: 10.5281/zenodo.4274720

# State Environmental Policy in the Context of Environmental Management

*Lyubov Yurchenko*<sup>1,\*</sup>, *Andriy Minosyan*<sup>2</sup>, *Alexander Khoroshev*<sup>3</sup>, *Sergey Karikov*<sup>4</sup>

<sup>1</sup>National University of civil protection of Ukraine, department of social and humanitarian disciplines, 94, Chernyshevskaya str., Kharkiv, 61023 Ukraine

<sup>2</sup>Kharkiv State University of food technology and trade, department of public and humanitarian subjects, 333, Klovskaya str., Kharkiv, 61051 Ukraine

<sup>3</sup>National University of civil protection of Ukraine, department of social and humanitarian disciplines, 94, Chernyshevskaya str., Kharkiv, 61023 Ukraine

<sup>4</sup>National University of civil protection of Ukraine, department of social and humanitarian disciplines, 94, Chernyshevskaya str., Kharkiv, 61023 Ukraine

**Abstract.** The article analyses the shift dynamics of the leading paradigms of the political predicates at different stages of social development. Addressing to the real world and the roots that go back to tradition makes it possible to recognize a new paradigm, which the 21st century is interested in viz. the paradigm of environmental protection. To develop a long-term policy of creating an environmental management system, it is crucial to determine the stages of its implementation in close connection with the socio-economic development. It is believed that at the first stage, in economic turmoil, when there is a recession and a shortage of basic necessities, “do no harm” should be the underlying principle of the environmental policy. It is important at least to stop further destruction of natural complexes. The second stage should be devoted to the implementation of nature management and nature restoration projects. The third stage should cover the period of post-crisis recovery and sustainable development, consisting in the restoration of the natural environment or ecological reconstruction. Characterizing different types of environmental policy (such as managerial, pluralistic and collective) makes it possible to justify the expedience of such a model, which is based on environmental legislation and institutionalism. However, this model requires a certain level of development of civil society and its individual institutes. Analyzing the practice of solving environmental problems by the world community shows that environmental legislation is increasingly interfering in politics. And not only in the form of prohibitions, restrictions, sanctions and exemptions, but also as a basis for ensuring viable, environmentally safe, sustainable development.

The world has been undergoing fundamental changes in politics over the past twenty years. Pragmatism and extensive nature management are getting supplemented by the principles of harmonization of human-environment relations as well as the search for a strategy of sustainable development of the society and the biosphere. Ecology is becoming an area of political interests and decisions, whereas politics is beginning to take greater

20 November 2020

account of environmental factors. Even such a field of activity as environmental policy has been singled out. This necessitates the substantiation at the modern scientific level of the principles aimed at overcoming the current situation as well as forming an environmental policy so that Ukraine could implement environmentally sound development.

According to the analysis, it was the political and the socio-economic factors that determined reduction of the negative anthropogenic effect on Ukraine's natural environment. The political and legal mechanism of developing environmental security of the country is, on the one hand, the interaction between different branches of government, and on the other – the activity of civil society itself. Violation of the basic principles of environmental culture on the plane of this interaction often leads to significant deformation in achieving the goal.

Creating a system of environmental security suggests meeting the environmental requirements of society and it should be given priority over some aspects of traditional national security. In the conditions of Ukraine's independent nation-state development, it has become objectively possible to reduce the negative anthropogenic effect on the natural environment by forming the foundations and implementing a modern National Environmental Policy based not only on high technology, but also on universal priorities.

The study of environmental policy as a new line of public policy, its essence, principles, priorities for social regulation of national development was to some extent conducted in the works by F. Kanak, M. Kyselyov and M. Khylyko [1, 2]. Today, moral and political paradigm shift is happening fast and is clearly felt. Those beliefs that were considered sincere until recently, have now lost their former unambiguity. During the global economic crisis, some political trends are showing off their true non-conservationist colours. Profits prove to be more important. It is already obvious that modern post-industrial societies can no longer develop in the traditional way, there is a collapse of real institutions in society and this poses a great threat to environmental security.

It is now obvious that economy is the dominant subsystem and the central sphere of the present-day culture. However, V. Höhle points out that it has not always been like this [3]. For example, the relationship between economics and politics in ancient times was completely different from today. Political decisions in an ancient polis hardly affected the economy, finances or social policy, while modern states are primarily concerned with addressing these issues. The ancient state was less responsible for its citizens in the economic sphere than the modern state. Nevertheless, if the economy is not necessarily the centre of a culture, then what other area will be central?

In today's world, the national limitations of politics have not yet been fully surmounted. Global economic policy is yet to come, although there are coordinated national economic policies. In national politics, the economy has been playing an increasingly important role, especially since the liberal law-based state became a social welfare state. This transformation is put into practice within the same paradigm.

Modern states pursue an unprecedented exploitative foreign policy in order to meet the economic requirements of their citizens and, thus, to maintain their own social world. If the needs of the inhabitants of the nation state begin to grow spontaneously, the state must meet these needs, but it can only do so where there is the least resistance. There are, in fact, two sides, two types of the objects. On the one hand, there is nature, on the other hand – nations that have not yet developed the principle of the rule of law. These are, for example, semi-feudal states, in short, the "third world" peoples, where they try to stop exploitation by law. Nature in the legal philosophy of the modern age has always been deprived of civil rights. The national socialist system of modern politics, captivated by the economic paradigm, will undoubtedly lead the Earth to an ecological calamity, and the "third world" countries will be in the most miserable condition.

20 November 2020

The ecological crisis as well as the economic one is forcing us to reject the national-economic paradigm in politics. The right policy is the one that can maintain the natural bases of our environment to the fullest extent. By no means should it promote maximum quantitative economic growth by encouraging the satisfaction of any, even absurd, needs. Nor should it seek cultural and linguistic unity of the nation to the detriment of others. Finally, it is not a policy that seeks to forcibly achieve religious homogeneity. Thus, the economic paradigm will soon have to give way to the ecological one. According to V. Höfle, the 21<sup>st</sup> century will be the century of environmental protection [3].

Hopefully, the ecological crisis will eventually be seen as a common enemy of humanity, which can only be surmounted by joint efforts. However, it is possible that in the near future the environmental problem will lead to new contradictions, when foreign policy will be focused on what everyone is ready to do for the sake of the environment. "Friend-enemy" relations retain their significance not only by international contacts, but also within the country or even any individual institute. Within the country, they may become aggravated in connection with the nature of foreign policy. Limited progress in understanding the advantages of the new paradigm may lead to even sharper contrasts at the most traditional political poles, for example, between the powers adhering to the old paradigm and those seeking ecological transformation of the industrial society.

It is a well-known opinion that when paradigms shift, the meaning of classical political predicates also changes. A person who seeks to contribute to the normative goal is referred to as "progressive". The one who wants to return to the old goal is considered "retrograde". According to the economic paradigm of thinking, he who seeks to increase the consumption level is believed to be progressive. With the advent of the environmental paradigm, such behaviour under certain conditions is reactionary as it harms the environmental health status. In the absence of a reliable criterion for determining the paradigms, opponents can sincerely accuse each other of being "retrograde".

Yet, no matter how alarming the future may seem, critical analysis of the origin and formation of the ecological idea can give one the strength needed to develop a new paradigm, even if it is now outlined only in general. Knowledge of the real world helps to get rid of the disadvantages of the time, saving them from death in the whirlpool of their own subjectivity. The past gives man such knowledge. Without roots going back to tradition, it is impossible to create the future. Such an appeal is certainly valuable as an aspiration to find the hidden spiritual treasures in order to create a new paradigm which is of interest to the century of environmental protection.

Ecological crisis is a crisis of the current mechanisms of social adaptation in the social and natural environment, primarily due to the passivity of thinking and loss of ability for self-regulation. It is necessary to change the direction of this interaction through the reform of social institutions and management.

To develop a long-term policy of creating an environmental security in Ukraine, it is crucial to determine the stages of its implementation in close connection with the socio-economic development. At the first stage, in economic turmoil, when there is a recession and a shortage of basic necessities, "do no harm" should be the underlying principle of environmental policy.

It is important at least to stop further destruction of natural complexes. The second stage should be devoted to the implementation of nature management and nature restoration projects. One of the crucial directions is the creation and application of new environmentally friendly technologies.

The third stage should cover the period of post-crisis recovery and sustainable development, consisting in the restoration of the natural environment or ecological reconstruction.

20 November 2020

The peculiarity of Ukraine's environmental security policy is currently determined not only by the scale of problems that arise, but also by the specific character of their solution under difficult socioeconomic conditions. Businesses are trying to maximize profits through maintaining the competitive capacity of their products by reducing costs, even environmental ones. In this case, easily accessible resources are used, often in predatory ways.

The primary and the most complicated problem of Ukraine's environmental security policy is the creation of an economic mechanism for its implementation. Classical political economy was based on the principle that the market has to cope with all problems without any interference. However, the 20<sup>th</sup> century made fundamental amendments to the situation. The concept of state regulation of the economy, put forward and developed by J. Keynes, F. Roosevelt and J. Soros, showed the seriousness of the idea of the forecasted economy [4]. J. Soros calls the doctrine of non-interference of the state in the economy "market fundamentalism". He also warns that today it is a greater danger to the world community than totalitarian ideology. However, nowadays we need to care for more things, e.g. for managing not only the economy but also the entire historical process and for the scientific forecast of social development. The imperative of our technological civilization is the principle of responsibility for life, which is constantly endangered and can come abruptly to an end. For the first time in human history, human activity may lead to irreversible consequences and cause irreparable damage to both human life and the environment. Hence emerges the idea of responsibility for the future. The principle of responsibility turns us directly to the realm of politics, to the sphere of human community management [5].

The problem of responsibility becomes especially topical for another reason. An important result of the development of technological civilization is the globalization of the consequences of government decisions, which can lead (and they sometimes really do) to the irreversibility of social processes and nonrenewal of vital natural resources. In critical conditions, the state assumes the burden of responsibility. However, this reduces the degree of independence of individual citizens. Realising that the civil society and the state need to act purposefully, it is very important to measure the state influence, otherwise society is threatened with either totalitarianism, inevitable stagnation and degradation, or chaos viz. senseless waste of spiritual and physical strength of the nation, inability to overcome the crisis and, as a result, also stagnation and degradation.

In the conditions of the general ecological crisis, it is, first of all, necessary to develop a new system of requirements, which would limit one or another system of human activity. All branches of government are obliged to effectively interfere in production activities and in the economic process, while the ideological code of the industrial society was based on non-interference. Politics in general, and hence the environmental policy, presupposes the existence of their own subjects. Due to their participation and activity it is carried out according to the underlying principles and using appropriate methods.

The state is increasingly interfering and is more and more often recognized as a subject of environmental policy, but there is no agreement on whether it should perform its function in a centralized or decentralized way. It is difficult to give an unambiguous answer to this question, because environmental problems are revealed at different levels, although they are always interdependent and global. Thus, the question arises: How can individual states be subjects of their own environmental policy without a global, international environmental policy? Therefore, just as the destiny of the Earth cannot be entrusted to several individual states, the solution to environmental problems should also be global.

How exactly the state will implement its environmental policy depends on its internal, on the nature of the economy and many other factors.



20 November 2020

In the late 1980s, the process of ecologization of public consciousness became more intensive. The ecological activity of the population increased dramatically. The green parties appeared and mass public ecological movements gained strength. Various political parties include conservation in their election platforms.

It is already clear that almost all socio-economic and political structures on the planet will somehow deal with the environmental affair in the coming decades. That is why one more feature should be added to the list of numerous characteristics of a “civilized” state, namely: a social and democratic state governed by the rule of law should also become ecological. Otherwise, it is doomed because it will not be able to guarantee its citizens’ rights (and especially the rights of future generations) to live in a healthy natural environment. It is quite logical that the rights of future generations and the nature are being realized with a certain delay, because there is no sovereign and conscious legal entity. After all, according to V. Höhle, ignoring these rights signifies a threat to the conditions of people’s real survival, and, consequently, any state whether law-based or not [3]. Parties and political movements that misunderstand and therefore underestimate the role of ecology and do not see the latest trends in the movement of world civilization to a new ecological state, risk disappearing from the political scene. That is why, it should be expected that political parties and movements will form their own environmental structures and bodies, which will play a crucial role in political activity. This is confirmed by the fact that there are now distinct processes of environmental politicization and political environmentalization.

The policy of creating a national and regional environmentally sound management system provides for the following priorities:

- problem analysis of ecological and ecological-economic situation in the country and region;
- selection of priorities for development, elaboration and approval of national environmental policy taking into consideration regional peculiarities;
- elaboration of the long-term state strategic program of ecological and economic development;
- formation of the organizational structure and the management bodies of ecological and economic development.

The uncertainty of many modern conditions hinders the full implementation of these tasks. Even at the initial stage of the movement towards eco-development, much remains unclear. There are no fully fledged inventories of natural resources; the system of national environmental standards and regulations is not complete; it is unknown what price the population is ready to pay to achieve environmental development goals (especially in economic turmoil) and, finally, to what extent the existing system of government and management is able to embrace the idea of eco-development or make decisions on its implementation. The level of uncertainty is increasing due to the lack of an advanced monitoring system in the country, a single information system, without which it is impossible to reach the required modern level of operational management.

Thus, the national environmental policy should be a key document in the elaboration of a strategic program of environmental and economic development. The transition from the destructive technocratic paradigm to the concept of environmentally friendly development requires appropriate basic conditions. 1) A carefully developed unified state environmental policy, supported by a long-term strategic program. 2) Developed legislation in the field of nature management and environmental protection. 3) Sufficient financial and material support. 4) Participation of the population in the process of elaborating and making decisions on the crucial practical tasks of ecological development. 5) Scientific and methodological, informational and normative security of local ecological-economic programs. 6) A balanced personnel policy, according to which access to power and

20 November 2020

environmental management are determined by professionalism and competence. 7) International cooperation and support.

All these conditions are quite important, but what is crucial is the competence of the power structures. First and foremost, it should be noted that the entire nature management system is in urgent need of qualified specialists, susceptible to the new requirements of environmental and economic policy and able to fully neutralize the environmental illiteracy of government officials and business managers.

Building an environmentally safe state in Ukraine requires the elaboration of ways to optimally manage the current environmental situation at three levels *vz.* scientific and theoretical, socio-technological, political and practical, on the basis of highly developed environmental culture.

The article offers the concept of reasonable human dominance over the nature. It rests on the analysis of formation of philosophical and ideological bases of optimal scientific, theoretical and sociotechnological management of the current environmental situation. The content of the concept can be defined in the following theses.

1) The crisis in the current environmental situation in Ukraine is caused, for example, by technical and technological activities, the guidelines of which were formed in the 20<sup>th</sup> century on the grounds of philosophical and ideological principles of industrial culture. Within this system, the transforming activity of man was qualified as the one through which the world had to maximise the comfort of human life.

2) Building their relationship with nature based on the priority of their own needs, man of the information-oriented industrial society exercises their power over nature. The peculiarities of the culture in the industrial society do not allow the formation of philosophical and ideological principles of a harmonious relationship between man and nature. Reasonable power over nature is nothing more than overcoming the aggressive attitude to it.

3) It is only possible to search for optimal forms of environmental safety management and ways out of the current environmental situation in Ukraine by taking into account the historical and cultural tradition of the attitude of Ukrainian ethnic group to nature. Nature should be included in the domain of moral categories.

4) Taking into consideration the historical and cultural tradition, it is necessary to significantly increase the role of the state in overcoming the environmental crisis in Ukraine. State management of the environmental situation should be clearly defined and comprehensive, given the serious condition of the environment. Insufficiently strict environmental actions of the state and power structures may lead to an ecological calamity, even against the background of high activity of public organizations.

5) Scientific and theoretical management of the relationship between man and nature within the existing global socio-ecosystem requires a new understanding of the concept of management (compared with the management of socio-economic or natural systems). The underlying principles of this understanding are based on the idea of co-evolutionary development of man and nature.

6) The failure of the social goal, which is the improvement of the current environmental situation in Ukraine, is caused by a significant discrepancy between the “upper” (philosophical and scientific-theoretical) and “lower” (political and practical) of project levels to design the optimal environmental situation.

20 November 2020

## Conclusion

Thus, effective environmental policy is designed to overcome managerial fragmentation and should be based on long-term strategic thinking as well as the high professionalism among politicians.

The dynamics of the leading paradigms of thinking in society showed the following. The economic paradigm emphasises the importance of the human consumption level. Ecological paradigm is the paradigm of environmental protection.

The article determines the stages of the implementation of long-term policy of ecological safety development in Ukraine in close connection with socio-economic development. At the first stage, in economic turmoil, when there is a recession and a shortage of basic necessities, “do no harm” should be the underlying principle of environmental policy. The second stage should be devoted to the implementation of nature management and nature restoration projects. The third stage should cover the period of post-crisis recovery and sustainable development, consisting in the restoration of the natural environment or ecological reconstruction.

Characterizing different types of environmental policy (such as managerial, pluralistic and collective) makes it possible to justify the expedience of such a model, which is based on environmental legislation and institutionalism.

Analyzing the practice of solving environmental problems by the world community shows that environmental legislation is increasingly interfering in politics. And not only in the form of prohibitions, restrictions, sanctions and exemptions, but also as a basis for ensuring viable, environmentally safe, sustainable development.

## References

1. M. M. Kiselov, F. M. Kanak, *Nacionalne buttya sered ekologichnih realij* (K, Tandem, 2000)
2. M. I. Hilko, *Ekologichna politika* (K, Abris, 1999)
3. V. Gosle, *Praktichna filosofiya v suchasnomu sviti* (K, Libra, 2003)
4. Dzh. Soros, *Kriza globalnogo kapitalizmu* (K, Osnovi, 1999)
5. G. Jonas, *Princip vidpovidalnosti. U poshukah etiki dlya tehnologichnoyi civilizaciyi* (K, Libra, 2001)

20 November 2020

DOI: 10.5281/zenodo.4274724

# Privatization of state tasks in the field of public security and order: a doctrinal aspect

*Oleksii Pronevych*<sup>1</sup>, *Tetiana Koliada*<sup>2</sup>, *Olena Kozyrieva*<sup>2</sup>, *Tetiana Krasiuk*<sup>3</sup>

<sup>1</sup>Taras Shevchenko National University of Kyiv, Department of Administrative Law, 01033 Kyiv, Ukraine

<sup>2</sup>National University of Pharmacy, Department of Management and Administration, 61000, Kharkiv, Ukraine

<sup>3</sup>Yaroslav Mudryi National Law University, Department of Labor Law, 61024, Kharkiv, Ukraine

**Abstract.** Article is devoted to the doctrinal understanding of the upward social and legal trend of privatization of state tasks in the field of public security and order. Particular attention is paid to establishing the basic provisions of the theory of public tasks privatization, the characterization of certain definitions of governmental nature, the elucidation of the features of the administrative and legal nature of the subjects of delegated authority, the definition of specifics of the police administrative personality as a key subject of public administration, identification of strategic directions of individual police tasks privatization, as well as the ways of innovating domestic legislation and modernizing mechanisms detecting and eliminating threats to the protected state common good.

## 1 Introduction

Genesis of the state as a unique social and legal institution is objectively conditioned by the pursuit to regulate social relations, balance the interests of different social groups, ensure welfare and security, "peace, order and good governance". The state is vested with a supreme power, including the capability to intervene in the life of civil society, limit the subjective rights and freedoms of individuals, as well as with the monopoly right to apply legal coercion (institutionalized violence) in the context of fulfilling the strategic task to protect a formally defined and legislated common good. Axiomatically, the development of the state power-management infrastructure is carried out with the necessary consideration of the need to ensure the implementation of a series of inherent state functions, first and foremost, public safety and order functions. Continuous expansion of the range of threats to the state-protected goods preconditioned the introduction of privatization of certain state tasks in the field of public security and order as an innovative form of the exercise of public authority.

The problem of privatization of certain governmental state tasks in the field of public security has not been comprehensively considered in domestic jurisprudence and public administration science. Some attempts to "approach" this problem were of a sporadic and indirect nature, which makes it impossible to form a holistic objective view of the essence of this phenomenon.

The purpose of the study is to comprehend doctrinal principles of the complex social and legal phenomenon of privatization of state tasks in the field of public security and order

20 November 2020

in the context of the general European scientific discourse on the implementation of the provisions of the good governance doctrine and "divestiture" of certain spheres of public administration, as well as on the analysis of the "authority outsourcing" practice.

## 2 Results

In the latter half of the 20th century, developed democracies recognized the dichotomy of public-administrative activities, which included a classical state-administrative component based on the imperative method and a public-service component based on the dispositive method of legal regulation. The complex administrative-legal concept of "public administration" was articulated as a regulated by the legal norms of externally oriented public-power activity of authorized subjects of public administration, aimed at realization of legitimate public interest by ensuring the law and supporting legislation enforcement, facilitation of the individuals in the exercise of subjective rights, freedoms and legitimate interests, provision of administrative services, and detection, identification and neutralization of real and potential threats for the state-protected common good. Instead, the definition of "public administration entity" was derived as a system of public authorities empowered by law or an administrative contract to exercise public-authority management functions to ensure legitimate public interest. Based on the functional feature, the "catalogue of public administration entities" includes the following four elements: executive authorities; public authorities that do not belong to executive bodies, but are empowered to exercise certain governmental management functions; local self-government bodies; subjects of delegated authority (in the performance of their governmental management functions of the executive body or local self-government body).

The separation of subjects of delegated authority is a result of the long-standing debate on the ineffectiveness of excessive authority centralization, importance of establishing public-private partnerships in the governmental sphere, and the expediency of securing partial "privatization / divestiture" of authority by means of delegation of state-owned authorities to private legal entities ("authority outsourcing"). Delegation in a broad sense is interpreted as a delegation of authorities for a certain term by law or administrative contract with a retention of the delegating entity rights to control the status and consequences of their implementation and a possibility to return them to their own performance in case the contractor does not meet the formal requirements.

Privatization of public tasks is an effective means of ensuring the public sector development. Depending on the level of private legal entities involvement in the execution of public tasks, partial and general privatization are distinguished. Partial privatization concludes allowing non- governmental subjects to carry out certain public tasks while retaining the authority of state and/or municipal bodies to perform public tasks. Instead, general privatization contemplates a full delegation of powers to non-governmental subjects to perform certain public tasks. At the same time in the administrative law of some European countries the tradition of organizational privatization separation (state delegates on a temporary basis the authority to perform certain tasks to specially created private legal entities), functional privatization (state delegates on a temporary basis the authority to perform certain tasks to existing subject matter private legal entities), material privatization (state fully delegates the authority to authority to perform certain public tasks to private legal entities).

Privatization of public tasks was initiated in the 1960s in the United States in the context of finding ways to overcome the financial crisis of municipalities that traditionally perform public tasks on their own, relying solely on their own resources. In times of crisis, it has been recognized that one way to optimize budget expenses may be to involve individuals in the execution of certain public tasks, since an individual by definition acts "more economically and rationally". The concept was further developed through the efforts

**20 November 2020**

of the British Margaret Thatcher's government. In Eastern European countries limited privatization of governmental tasks began in the 1990s in the context of dismantling the archaic totalitarian government system.

The theory of privatization of public tasks is based on the following doctrinal postulates: it is unacceptable to use a private organizational legal form to exercise governmental authority, except when individuals ("special agents") are granted authority on the basis of law or an administrative contract; the use of new organizational forms should not lead to restrictions on the subjective rights and freedoms of individuals and must necessarily correlate with legitimate public interests (orders, expectations); only facilitating/supporting public tasks are subject to privatization, and the state focuses on performing strategic public tasks; the tasks performed by private legal entities shall remain unaffected and the public services rendered by them shall remain publicly available and in demand; the state continues to be responsible for the quality of the individuals public tasks performance; the state retains regulatory and supervisory powers over private legal entities that perform certain public tasks; in the performance of certain public tasks delegated by the state, private legal entities are indirectly involved in public administration and de jure belong to the subjects of public administration, and therefore their decisions, actions or omissions may be appealed in administrative court or in accordance with administrative complaint procedures. It should be noted that the privatization of public tasks inevitably results in the transformation of the legal status of authorized subjects, since there is a rotation of a public legal entity into a private legal entity that uses specific procedures/algorithms for private administration. Also note that the privatization of public tasks is fundamentally only about changing the way they are performed. It does not in any way narrow down the tasks of the state and/or municipal authorities, nor cause a change in the nature of these tasks. The decisive markers of its evaluation are efficiency of public tasks, saving of public funds, level of customer satisfaction.

The upward administrative and legal trend of privatization of public tasks is of primary importance in the field of public security and order. According to Article 3 of the Constitution of Ukraine, it is stated that "the human being, his or her life and health, honour and dignity, inviolability and security are recognised in Ukraine as the highest social value". Security in a broad sense is a state of protection of a complex social system, its stability and resistance to the influence of destructive external and internal factors. The recognition of human security as a social value and its belonging to the state-protected goods is objectively conditioned by the awareness of its existential value, necessity of for timely detection and elimination of the factors that pose a threat to humans, provision of conditions for normal life and maximum self-realization of each individual. According to Clause 3, Part 1, Article 1 of the Law of Ukraine "On National Security of Ukraine", a legitimate definition of the concept of "public security and order" is given as a protection of the interests, vital for society and individuals, rights and freedoms of man and citizen, ensuring of which is a priority activity for the security forces, other public authorities, local self-government bodies, their officials and the public, who take concerted actions to implement and protect national interests from the threats. In general, public safety should be interpreted as a state of protection of the subjective rights and freedoms, public interests and interests of individuals "against unlawful encroachments, emergencies that threaten to harm lives, health and property of a significant number of persons". The special social significance of the function of ensuring public safety and order is due to the complication of crime rate situation, absence of a balanced system of crisis management of public administration in case of emergencies and crises, inefficiency of programs for prevention of offenses and social pathologies, limited budget financing of the law enforcement bodies, shortage of highly qualified personnel, need to recruit socially active citizens to exercise law enforcement, etc.

**20 November 2020**

Basic provisions of the current European doctrine of privatization of individual state tasks in the field of public security and order are:

- the state is responsible for ensuring public safety and order, its tasks in this area are of a governmental managerial nature, only the state is vested with the monopoly right to use legal coercion/violence (right to intervene);
- the state is obliged to ensure an adequate/acceptable level of security within the available budgetary and organizational capacities. Anything beyond the "minimum security" guaranteed by the state qualifies as luxury (in the sense of "comfort and wealth-related life benefit"), which an individual orders at the security services market additionally and is paid for one's own account;
- since the state is unable to provide absolute security to a citizen as a "taxpayer and public service customer", it is obliged to take systematic measures to develop the security services market. "Purchase" of additional security services by a citizen does not burden the state budget, and therefore other taxpayers, at the expense of whom the "minimum security" is ensured;
- if the state is unable to provide individuals with protection against threats, it should not prohibit them from providing private protection ("private defense") against threats to public security and order;
- law enforcement is carried out using a wide range of legal proactive/preventive and reactive/repressive means. However, the maximum efficiency of law enforcement subjects can only be achieved through the establishment of partnerships with civil society and the involvement of non-governmental subjects in the performance of specific law enforcement tasks.

A proved way to ensure public safety and order is the "privatization of police tasks", which covers both individual aspects of internal organizational activities (eg demilitarization of individual positions by replacing them with civilians), as well as externally oriented governmental activities of the police as a key subject of public administration (delegation of authority to perform certain public tasks in the field of protecting society from real and potential threats, encroachment on security of a protected good to non-governmental subjects). The police are the bearer of the state monopoly on coercion, but they do not have a monopoly on public security and order. This approach allows the police to be exempt from certain public security tasks and to focus their staff on effective actions in socially significant strategic areas.

Theory and practice of law enforcement shows that the privatization of police tasks should be pursued in two strategic directions, namely:

- admission of private defense against the threat;
- delegation of individual state defense missions to the private sector.

In the implementation of private defense against threats, the following classical types of private security firms activities are allowed: provision of security services (protection of buildings, structures and territories); protection of strategic objects (enterprises, railways, nuclear power plants, military fields, etc.); guarding of convoys; protection of individuals; security advisory activities; an analysis of potential threats to specific sites or locations, etc. At the same time, experts emphasize the controversy over the practice of involving private subjects in the fulfillment of the following state tasks in the field of law enforcement: protection of shopping and entertainment centers (the problem of effective provision of public security and order in public places has become particularly pressing within the conditions of the existing terrorist threats insecurities); installation and maintenance of alarm and video monitoring systems (conducting indiscriminate mass surveillance is subject to peremptory compliance with the legislative requirements on protection of personal data); patrolling areas with a crime rate (the institutional inability of private security firms to provide effective patrolling in particularly dangerous locations), etc.

**20 November 2020**

The issue of delegating the state tasks in the field of defense against threat to private subjects is debatable. The imperative of the mandatory presence of reasonable grounds for delegating certain police tasks to the private sector is fundamental. Some analysts have questioned the consideration as sufficient justification for the sole pursuit of "unloading" the police, releasing it from performing uncharacteristic tasks of the classical police organization in this regard. An essential condition for the privatization of individual police tasks is to maintain police control over private security structures, since it is the state that is empowered to provide internal security, and non-governmental law enforcement subjects play a supporting role.

The problem of responsibilities separation between police and private security structures while ensuring "security perimeters" remains unresolved. Perimeter security status is vested in objects/territories protected by private security structures (security firms or internal security services). Most of these sites/territories belong to public places that are defined by the legislature as a "part (s) of any building, structure that is accessible or open to the public freely, or upon invitation, or for a fee, permanently, periodically, or from time to time". Considering the presence of private security personnel in these places, there is a ground to view them as being excluded from the responsibility of police officers. Under these conditions arises a "conflict of responsibility", which requires comprehensive legal regulation.

The concept of "privatization of the public security industry" was not approved in a unanimous vote. Opponents often emphasize the lack of adequate security training for staff in private security structures to carry out tasks within the competence of the police. Often refer to the logistical imperfection of private security firms (lack of extensive nationwide communication systems and databases, research centers, etc.). An important argument against the privatization of police tasks is the inability to establish effective public control over the activities of private law enforcement subjects. They also claim that the private security sector is of a purely commercial nature and is therefore incapable of performing the essential functions of the state police related to public service, public interest, rendering of police services. Thus, the focus is on the problem of "security for wealthy residents" who have the financial capacity to purchase security as a product type of product.

### **3 Conclusion**

The prospect of deepening the privatization of certain state tasks in the field of public security and order consists of the following comprehensive measures to be taken:

- development and adoption of the Concept of privatization of certain tasks in the field of public security and order as a strategic document, where it is expedient to determine the list of fundamental state tasks in the field of public security and order, which cannot be delegated to non-governmental subjects;
- introduction of innovative approaches to engaging socially active citizens in the fulfillment of certain tasks in the field of public security and order (yes, there is a need for a radical revision of the Law of Ukraine "About participation of citizens in protection of public order and frontier", legitimization of the institute of voluntary police service, tried and tested in European countries, clear definition of the administrative legal personality of the security services of sports facilities and stewards responsible for ensuring public safety and order in the territory of sports facilities and its stands during the football matches, etc.);
- development and adoption of the draft law "On Municipal Police", which should enhance the institutional capacity of local self-government bodies and enhance the sense of security at the level of territorial communities;
- development and adoption of the draft law "On Private Detective Activity", which should legalize private detective activity as a civilized tool for collecting and analyzing



**20 November 2020**

information in the context of ensuring the constitutional rights and freedoms of man and citizen;

- more active use of the relevant non-governmental organizations potential in the development of strategic documents in the field of public safety and order, national, regional and local programs for the prevention of offenses and social pathologies;

- deepening public-private partnerships in the field of emergency prevention and reaction by means of transferring some of the risks related to the functioning of life support systems to the private sector, coordinating actions to protect critical infrastructure and basic natural resources, organizing security of places of mass gathering, exchanging information on physical and cyber threats, vulnerabilities, incidents, etc.

To summarize, it should be noted that the privatization of individual state tasks in the field of public security and order is a complex socio-legal problem. On the one hand, it is determined by the pursuit of releasing authorized public administration entities from performing specific tasks, to focus their attention on solving strategic problems of crime, social pathologies and emergencies prevention, and to save budgetary funds. On the other hand, partial "privatization of the security sector" is correlated with the expectations of citizens, since it contributes to the involvement of the private sector in the fulfillment of socially important tasks to protect the common good and neutralization of real and potential threats in the sphere of public security. Private law enforcement subjects do not compete with public authorities as they play a supporting role. The privatization of state tasks means the transfer solely of the right to carry out individual tasks to non-governmental subjects, not of the state tasks in the field of law and order, and certainly not the authorities to apply legal coercion, which is an exclusive prerogative of the state.

## References

1. Biernat S., *Prywatyzacja zadań publicznych. Problematyka prawna*. Warszawa-Kraków (1994)
2. Bracher Ch.-D. *Gefahrenabwehr durch Private. Eine verfassungsrechtliche Untersuchung zu den Grenzen der Übertragung von Aufgaben der Gefahrenabwehr auf Private und die staatliche Zulassung privater Gefahrenabwehr*. –Wiesbaden (1987)
3. Schoch F. Privatisierung von Verwaltungsaufgaben *.Deutsches Verwaltungsblatt*. Heft 9. S. 962-977. (1994)
4. Weiß R., Plate M. *Privatisierung von polizeilichen Aufgaben*. Wiesbaden.(1996)

# Management of communicative space of students in the higher education system

*Olga Skorinina-Pogrebnaya, Kateryna Naumik-Gladka, Tatyana Selyukova*

1. Doctor of Sociologic Sciences, Professor, National University of Civil Defense of Ukraine, Ukraine
2. Doctor of Economic Sciences, Professor, Affiliated Scientific Fellow of Fil. Dr. Jan-U. Sandal Institute, professor at Simon Kuznets Kharkiv National University of Economics, Ukraine

**Abstract.** At the present stage of social development, the education system is undergoing a global transformation due to the increasing complexity of requirements for competitive professionals. The essence and peculiarities of communicative space of student youth are revealed in the article. The communicative space includes the communicative roles, the communicative sphere, the communicative situation and the communicative settings.

Education plays an important role in the context of international integration, world globalization and transformation. This is due to the rapid socio-economic changes in society, resulting in the formation of new educational parameters in higher education, which require transformation and change in the educational process. The urgency of the problem is that the development of higher education must be linked to the requirements of the state, the prospects of the country, the interests of society [1]. In this regard, there is a need to transform the educational space in the context of society's demands on young professionals. Society of the new generation expects a high level of professionalism, which should stimulate the higher education system to prepare a competitive specialist who has a high level of professional and communicative competence.

Changes in the education system create new demands on social roles and, accordingly, on teachers' activities. The role of the teacher in the new educational environment can be defined as facilitating the student's self-determination and self-realization through improving the interaction between students and teachers.

There are accepted samples of students' and teachers' life and activities, as well as the peculiarities of their communication at each HEI. The accepted models in this case are general understanding of the culture of behavior, rules of activity and learning, the system of role positions of students and teachers, the interaction between them. They give an opportunity to talk about the educational scenario adopted in society. The educational scenario is a sequence of actions of the participants of the educational process to achieve the goal in the training of young specialists [2]. The storyline is taught at HEI by writing requirements for interaction, communication between students and teachers.

The notion "communicative space" [3] naturally follows from the notion "communication" [4], which in this context is understood as the process of establishing and maintaining contacts between members of a social group created on the basis of spiritual, ideological or other unity of members of society. Communication space is a system of social and professional, business and interpersonal communications [3]. Communication features depend on the social roles and social status of the communicants, the content of the communication acts and the results of the interaction [4].

20 November 2020

The students' communicative space has external and internal forms. The internal form of the communicative space consists of the features of interaction within the framework of HEI: communication student-student, student-group, student-teacher, teacher-teacher, student-administration, teacher-administration. The external form of communication takes place outside HEI: it is the communication of students and teachers with other higher education institutions, communication of teachers in the professional community, students with future employers, HEI and graduates.

The communication process between a teacher and a student is the interpenetration of three realities: information, psychological and cultural one. The realities of teacher and student in ritual communication only collide, forming a narrow channel of a single communication space. In business communication, a teacher and a student obtain a common reality: an informational and communicative space that has a temporary existence. A constant single psychological reality is formed in the transition to the personal level [5]. It is defined by the business purpose of communication, common interests, interest in each other, and time frames of communication are given by the chronotype of the educational process, the degree of personal closeness, desire of the subjects [3, 5].

Therefore, the authors propose to create conditions in HEI under which students and teachers will be able to choose each other to improve the overall communication space and improve the quality of training of young specialists.

Involving students in teaching environment through taking into account their perspective on higher education life, emphasizing the importance of their thoughts. These all form a new level of responsibility that is necessary in shaping the competence of graduates. In addition, it contributes to the organization of a common communication environment, resulting in a collective thinking and perception of HEI as a reference group. The purpose of this study is to analyze the communicative space of students, to study its peculiarities in the process of transformation of educational scenarios in HEI. In order to achieve this goal, it is necessary to solve the following tasks: 1) to analyze the peculiarities of communication of students with the curators of specialization (scientific supervisors) in the educational process; 2) to explore the dynamics of interaction between students and curators of academic groups; 3) identify the dynamics of satisfaction with graduates' learning for future regulation of the educational process.

In order to obtain sufficient information about social reality, the dynamics of changes taking place in the HEI require special collection and processing of information, most fully reflect the changes. Monitoring is an effective way to accomplish this. Monitoring refers to the observation of the learning process in order to identify its relevance to the desired result.

The objectives of any monitoring include: timely forecasting and identification of negative aspects of learning that affect the quality of education; evaluation of the effectiveness of the implemented measures; information support for the management of the educational process.

Sociological monitoring is a system of tracking changes that occur in the HEI based on the study and analysis of mass perceptions of them. Its main task is to obtain new and systematic information, not once, but systematically, in small periods of time.

An analysis of the dynamics of changes that occur in the evaluation of the parameters offered to students gives an opportunity to speak about the level of effectiveness of communication with teachers for the formation of professional competence of graduates. This article examines two criteria of professional competence, namely theoretical and practical training in the HEI and indicators of communicative space, such as interaction of students with curators of specialties and curators of academic groups.

The features of the students' communicative space were studied during 2016-2019 with 425 students of different courses, faculties and HEI in Kharkiv.

20 November 2020

First, we proceeded from the fact that the level of activity of cooperation with the curator in the specialization to some extent reflects the relations between students and their teachers (Table 1).

Table 1

The level of activity of cooperation with the curator of specialization in different years (%)

Level of activity	Years of research			
	2016	2017	2018	2019
Active cooperation	11,42	23,6	32,85	43,95
Cooperation is not full	47,52	37,93	39,9	36,53
Lack of cooperation	41,06	38,47	27,16	20,52

Survey data indicate that the majority of students surveyed in 2016 (47.52%) did not cooperate fully with their curators, did not communicate with them at all (41.06%) and actively interacted with their curators by specialty the smallest number of students (11.42%).

Compared to this data in 2017, one can see an increase in the level of cooperation with the curator. Thus, the number of such students who actively cooperate with their specialty curators increased to 23.6%, those who did not cooperate fully with the curator decrease to 37.93%. The number of students interviewed who do not interact with their curators has changed slightly.

Survey in 2018 indicates that a significant number of students (39.9%) were collaborating with their curators but not in full, actively interacting with them already 32.85%, and not cooperating at all - 27.16%.

Finally, in 2019, a significant number of students cooperate with their curators in full 43.95%, do not cooperate fully with their specialty curators 36.53%, do not cooperate at all - 20.52%.

As the number of persons actively cooperating with the curators has increased significantly from year to year, and the number of students who do not cooperate with their curators by specialization has significantly decreased, we can say that there is a clear positive dynamic in such relations.

Topical in our study is also the issue of interaction between students and curators of academic groups that perform mainly educational function in interaction with students. The data is presented in table 2.

Table 2

Levels of interaction with curators of academic groups in different years (%)

Level of activity	Years of research			
	2016	2017	2018	2019
Active cooperation	68,33	70,33	80,99	88,73
Lack of cooperation	31,67	29,67	19,01	11,27

A positive dynamic in respondents' relationships with teachers in an educational context is demonstrated in table 2. The activity of curators in 2019 increased by 20.5%

20 November 2020

compared to 2016. A teacher and a student is in a multifaceted relationship. Their interaction involves not only the transfer of knowledge, control over learning, but also taking into account the individual characteristics of students. A teacher should be an example for a student youth in everyday life, and therefore he needs to be up-to-date in dealing with problematic situations. A young specialist is made competent by his environment, which is taken as referent one, he inherits theoretical, practical and evaluative attitudes.

The authors also studied the dynamics of student satisfaction with theoretical and practical training. The assessment was performed on a 5-point scale. The survey includes graduates of various HEI of 2016-2019.

The dynamics of theoretical training assessment are presented in Table 3.

Table 3

Level satisfaction in points	Assessment of theoretical training by graduates (%)			
	Years of research			
	2016	2017	2018	2019
1	-	-	0,21	1,3
2	-	2,0	2,01	1,4
3	9,09	8,19	10,96	10,57
4	43,99	45,18	47,49	45,46
5	46,92	48,63	39,27	41,28

Assessment of theoretical background as a whole showed that it was at a fairly high level. Thus, in 2016, 46.92% of students evaluated theoretical education as excellent, 43.99% as good. Thus, 90.91% of the respondents rated their theoretical background in HEI quite high.

In 2017, the theoretical background was assessed by graduates as follows: maximum satisfied (five points) - 48.63%, four - 45.18%. In 2018, the theoretical background was assessed by graduates as follows: five points - 39.27%, four - 47.49%, overall figures indicate a positive assessment of theoretical background at 86.76%.

In 2019, it was rated five points by 41.28% of students, four points by 45.46% of students.

Attention is paid to the positive dynamics of the assessment of theoretical training until 2017. Since 2018, the overall level of satisfaction with theoretical training has decreased, probably due to the fact that the number of hours spent on theoretical work has been reduced.

the assessment of the practical training has shown that it was at an average level. The dynamics of practical training assessment are presented in Table 4.

Table 4

Years of research	Assessment of practical training by graduates				
	Level of satisfaction in points				
	1 point	2 points	3 points	4 points	5 points
2016	3,16	12,48	32,01	39,53	11,64
2017	3,19	11,33	32,33	44,41	13,02
2018	5,99	14,83	33,52	35,08	10,59
2019	8,1	15,11	29,82	33,77	12,68

Practical training was estimated by the graduates of 2016 as follows: four points - 39.53%, three points - 32.01%, and maximum satisfied, five points are only 11.62% of students. In 2017, a rating of four was 44.41%, 32.33% for practical training and 13.02%

20 November 2020

for five. Practical training is assessed by the graduates of 2018 as follows: 35.08% of students rated it as four points, 33.52% have chosen three points, 14.84% have marked two points. In 2019, the dominant rating was four points - 33.77%, three points were rated by 29.82% of students, five points marked 12.68% of students.

The ratings of "three", "four" and "two" remained virtually unchanged. Therefore, it is necessary to improve the process of study at the HEI in order to obtain higher results in assessing satisfaction with the practical training of graduates.

Studies show that the satisfaction with theoretical training of graduates is significantly higher than the satisfaction with practical training.

The monitoring results provide valuable information to identify strengths and weaknesses in the organization of the educational process, to correct the activities of HEI and to improve the quality of training.

Information according the results of the monitoring is needed to manage the graduate training process. Management we do understand as deliberate impact on people and objects that is carried out to obtain the desired results. The desired result implies the formation of a productive communicative space of students, which will facilitate the training of a specialist with a high level of professional competence.

The communication space is managed in several stages. In the first stage, prognostic management is carried out aimed at identifying the most suitable transformations in the higher education system. This stage of management is aimed at determining the possible trajectories of students' communication space development, making a forecast in case of productive introduction of innovations. At this stage, it is decided that the purely theoretical material should gone into the past. Interactive and dual learning systems meet the new goals and needs of education as a whole. Active forms of education not only form the knowledge, skills and skills, but also the personal characteristics of students, which are necessary for success in a professional community. In addition, it is necessary to improve the communication quality of students with specialty curators and academic group curators. This helps to improve the quality of knowledge among students.

The next stage of management takes place throughout the training. This is an evaluation management, the essence of which is monitoring. This monitoring aims to evaluate the dynamics of students' perception of innovations in the communicative space. For several years, it has been monitored how far the ideas adopted during the prognostic phase of management are being implemented.

At the last stage there is management that can be called training. Its essence is to increase the professionalism of teachers, to expand additional classes for students. Management consists of correction of the activity of a teacher, organization of the learning process, determining the vectors of professional development of teachers and students. The transformation of the student's knowledge control system is to minimize the tasks aimed at reproducing material, the successful reproduction of which is possible by notching up lecture notes and tutorials. Questions of creative nature will give an opportunity to check the quality of the competences formed.

The implementation of the process of managing the communicative space of students is based on the fulfillment of a number of principles: planning, coordination, stabilization, accordance.

The principle of planning. According to this principle, every higher education institution has its own grounded plan of activity and development. Planning is related to the formulation of the mission and goals of the HEI : strategic, tactical and operational ones. Each of them involves a number of small tasks, the solution of which will bring HEI closer to fulfill a global mission.

20 November 2020

The principle of coordination. Each institution needs to monitor strategic, tactical and operational changes and make appropriate adjustments in accordance with available resources. This principle is that for any specialist there are limits to the amount of information processed. If this limit is exceeded, the efficiency of coordination of resources and their proportions will decrease.

The principle of stabilization. Each subsequent innovation should be introduced after the previous one has stabilized. It is necessary for new resources to be superimposed on the stable previous ones.

The principle of accordance. Planned changes should be appropriate for each other in terms of technical, intellectual, rational and other characteristics.

The priority of higher education at the present stage of society development is to create optimal conditions for students to acquire a system of professionally important competences, so any form of training providing mastery of practical skills become especially relevant.

There are a number of new trends in higher education today:

- restructuring of higher education;
- the prestige of some HEI, specialties, professional knowledge increases sharply and at the same time the prestige of others falls;
- career dependence on education is on the rise; education is today a necessary but not the only condition for a successful career.

The effectiveness of transformations of the educational space is studied by establishing feedback with consumers of educational services (with students). As active participants in the learning process, students and graduates report their satisfaction with the special competencies they have formed.

As a conclusion, it should be noted that the implementation of the above mentioned innovations will shape the HEI scientific and educational process orientation to the formation of high level of practical skills of students necessary for effective practical performance.

## **References**

1. V.A Bolotov Competence model: from idea to educational program, Pedagogy. №10 (2003)
2. I.Hoffman *Presenting oneself to others in everyday life*. - Moscow, ed. Canon Press Press, 2000. - 304 p.
3. O.Y Markov The communicative space of the university: subjects, roles, relationships // Communication and education. Collection of articles. Ed. SI Dudnika St. Petersburg: St. Petersburg Philosophical Society, (2004). C.345-364.
4. K.G. Naumik Category and concept of "communication activity": ontological differences, features of research and development , Business Inform, № 6. (2013).
5. A.Schutz *The semantic structure of the everyday world: essays on phenomenological sociology* / comp. A.I. Alkhassov; Trans. from English. A Y. Alkhasova, N.Y. Mazlumyanov - M.: Institute of Public Opinion Foundation, 2003. - 336 p

20 November 2020

DOI: 10.5281/zenodo.4274754

# Public Law Concept of the “Pharmaceutical Safety” : articulation problems

*Oleksii Pronevych<sup>1</sup>, Tetiana Koliada<sup>2</sup>, Viktoria Palchenkova<sup>3</sup>, and Nataliia Gliebova<sup>2</sup>*

<sup>1</sup>Taras Shevchenko National University of Kyiv, Department of Administrative Law, 01033 Kyiv, Ukraine

<sup>2</sup>National University of Pharmacy, Department of Management and Administration, 61000, Kharkiv, Ukraine

<sup>3</sup>Zaporizhzhia Polytechnic National University, Department of Constitutional, Administrative and Labor Law, 69061, Zaporizhzhia, Ukraine

**Abstract.** The article is devoted to comprehension of the articulation problem of the public law concept of the "pharmaceutical safety". Authors substantiated the need to distinguish pharmaceutical safety as a component of national security and security studies. It is established that the concept of "pharmaceutical safety" is not enshrined in national legislation, although some aspects of this problem are articulated at the level of by-laws. The absence of a consolidated doctrinal vision of the essence of pharmaceutical safety and its correlation with other types of national security has led to the widespread use by scientists of numerous related categories such as "pharmaceutical safety", "economic security of the pharmaceutical industry (enterprises, organizations)", "biological safety for pharmaceutical equipment", "pharmaceutical product safety", etc. It is proposed to define pharmaceutical safety as a state of maximum protection of legitimate interests of the population / patients, society, pharmaceutical and medical organizations guaranteed by the state against real and potential existential threats in the field of health care, which occur at all stages of production and circulation of medication or are determined by its inaccessibility, poor quality and / or infringement.

## 1 Introduction

Pharmaceutics is an industrial and technological component of pharmacy, which consists in a mass standardized production of medication. It is a goal of pharmaceutics to provide useless or even detrimental chemical compounds with pharmacological characteristics, a unique dosage form suitable for the treatment of a particular group of patients, subject to a certain route of its injection and administration schedule. Pharmaceutical industry includes the manufacture of medication and medical products used in medicine and veterinary medicine, wholesale and retail trade, specialized storage and distribution through specialized retail pharmacies, etc. Strategic groups in the pharmaceutical industry are: registered manufacturers of medication and medical products; licensed pharmaceutical wholesale companies, pharmacies, drugstores; scientific institutions developing new medication and substances; educational institutions providing training for pharmacists. The pharmaceutical industry is one of the most dynamic and profitable sectors of the economy, which is objectively conditioned by the fact that medication belongs to basic essentials, permanent increase in demand for medication in the context of the spread of chronic diseases, aging of the population, isolation of new high-tech spheres of medicine as the study of human genome needing proper pharmaceutical support. The pharmaceutical business is a special segment of the national market, traditionally characterized by increased investment attractiveness, high margin of goods, high capital intensity, high knowledge content and technological development, developed cooperation, integration with



**20 November 2020**

the field of medical services, etc. It should be noted that the public discourse also cultivates a controversial opinion about the absolute business orientation of the pharmaceutical industry on a global scale, lack of social responsibility and "predatory" commercial nature of the pharmaceutical business, its disinterest in spreading positive information about the "eradication of diseases" and the desire to "maximize profits from continuing illnesses". The pharmaceutical industry is undoubtedly particularly socially significant, of an existential nature for society and everyone as a biosocial being. Its main task is the production and timely provision of consumers with effective, safe, high quality and affordable medication. Therefore, it is subject to increased regulatory influence by public administration authorities to balance public interest and business interest, controlled by insurance medicine and civil society institutions. Permanent expansion of the range of threats in the field of health care indicates the need to initiate professional discourse on the consideration of the pharmaceutical industry in the context of ensuring national security and understanding of the essence of the public law concept of "pharmaceutical safety".

## **2 Results**

Security is an existential imperative to ensure sustainable development of society, functioning of the state as a unique socio-legal phenomenon and unimpeded exercise of the subjective rights, freedoms and legitimate interests of individuals. According to Article 3 (1) of the Constitution of Ukraine, human security is recognized as "of the highest social value", i.e., a person is designated as an object of national security, and human security is included in the list of unconditional public goods protected by the state. There is no unified legal definition of the generic category "security" in national legislation. Instead, in a number of by-laws, depending on the subject of legal regulation, the concept of "security" is rather eclectically interpreted as "the absence of unacceptable risk associated with the possibility of causing any harm to the life, health and property of citizens, as well as to the environment", "no risk of harm and / or damage", "a state where the risk of harm or injury is limited to an acceptable level", "a set of measures, as well as human and material resources that are designed to protect civil aviation from acts of unlawful interference and other unlawful encroachment", and even as "preventing the use of explosive material that contravenes law and threatens public order". In the absence of a legally mandated definition "security" a doctrinal interpretation of security as "a state of stability and regular functioning of a complex social system under the influence of external or internal factors" becomes essential or "a state of protection of the vital interests of the subject from the destructive influence of internal and / or external threats". The basic principles of security are defined as: observance and protection of human and citizen's rights and freedoms; inadmissibility of ensuring the safety of one person by restricting the right to the personal safety of others; systematic and comprehensive implementation of security measures; interaction of public administration authorities with civil society institutions to ensure comprehensive security.

Modern national security doctrine is based on the recognition of the core nature of the legal category of "national security". According to Clause 1, Part 1, Article 9 of the Law of Ukraine "On National Security of Ukraine", the concept of "national security of Ukraine" is defined as the protection of state sovereignty, territorial integrity, democratic constitutional order and other national interests of Ukraine against real and potential threats. National security involves the implementation of a number of integrated social and legal imperatives. Therefore, national security, military security, political security, economic security, scientific and technological security, environmental security, information security, demographic security, humanitarian security, etc. are integral components of national security. The list of national security types is not exhaustive, as the range of real and potential threats to the national interests of Ukraine is constantly expanding, which in accordance with Clause 10, Part 1, Article 1 of the Law of Ukraine "On National Security of Ukraine" is defined as "vital interests of the individual, society and state, realization of which ensures the state sovereignty of Ukraine, its progressive democratic development, as well as safe living conditions and well-being of its citizens".

**20 November 2020**

The need to distinguish pharmaceutical safety as an important factor in ensuring stability, a component of national security and a separate section of security studies due to the existence of a number of significant risks and challenges, primarily the dependence of the domestic pharmaceutical industry on the import of pharmaceutical substances, a long cycle of medication development, the uncontrolled growth of private drugstore chains, reduction of medication sales through state and municipal pharmacy organizations, use of aggressive market technologies for drug promotion, presence in the pharmaceutical market of falsified, substandard and counterfeit drugs, dependence of the need for medication on emergencies / extreme situations (epidemics, pandemics, natural disasters, technogenic accidents, etc.), the need to ensure the accessibility of medication to the general public, etc. Naturally, pharmaceuticals, as a part of health care system, is of strategic importance for the realization of national interests related to research, development, mass production, study of demand and distribution of medication, mainly intended for the prevention, alleviation and treatment of diseases. Indestructible pharmaceutical truth consists in the recognition of medication as safe, provided that their technology of production, proper storage and timely use are adhered to (under all other conditions, the medical product is considered unsafe for consumers). The stabilizing factors of the pharmaceutical industry include: pharmaceutical personnel (basic and continuing pharmaceutical education, accreditation, loyalty and responsibility of staff); distribution of pharmaceutical goods (acceptance, storage, return, realization, information and consultation, accounting, quality control); premises (technical equipment, zoning, sanitary condition); pricing. Instead, the main destabilizing elements of the pharmaceutical sector are: mistakes made by pharmacists and chemists by dispensing medication; violation of the rules of taking medication; distortion of information during dispensing of medication; sale of medication via the Internet; violation of the rules of storage of medication; untimely withdrawal of substandard goods from the sale; violation of the rules of destruction of medication; lack of analysis of mistakes in the activity of specialists; lack of system for monitoring the quality and effectiveness of medication; low level of competence of specialists; admission to pharmaceutical activity of persons without specialized education, etc. That is, compliance with safety standards is provisioned at all stages of the production, distribution and use of medication.

There is no legal definition of the term "pharmaceutical safety" in the national legislation of Ukraine. Instead, some aspects of the problem are articulated at the level of the by-laws of the relevant public administration entities. Thus, according to the order of the Ministry of Healthcare of Ukraine № 460 dated 23.07.2015, the term "safety of a medical product" is interpreted as "a characteristic of a medical product based on a comparative assessment of the benefits of its use and the potential harm that cannot be inflicted on a patient by the use of this medical product". It should be noted that according to Clause 1, Part 1, Article 2 of the Law of Ukraine "On Medication" the term "medical product" is legally defined as "any substance or combination of substances (one or more active pharmaceutical ingredients and excipients) which has qualities and intended for the treatment or prevention of human diseases, or any substance or combination of substances (one or more active pharmaceutical ingredients and excipients) that may be intended to prevent pregnancy, renewal, correction or alteration of physiological functions of an individual by carrying out a pharmacological, immunological or metabolic action or in order to establish a medical diagnosis". Medication safety is a multidisciplinary phenomenon that encompasses drug monitoring and pharmacological supervision. It must be continuously ensured at the stages of their development and industrial production, preclinical and clinical research, registration and monitoring throughout the life cycle of each specific medical product.

In domestic science the discourse on the essence of the complex public law concept of "pharmaceutical safety" continues. The analysis of publications on pharmaceutical safety issues shows terminological variability and eclecticism. The specificity of methodological approaches led to the articulation of the following related categories:

**20 November 2020**

- "economic security of the pharmaceutical industry" as a state of the pharmaceutical industry, which ensures the effective implementation of its economic and social functions, as well as its "development through the detection, prevention and elimination of threats";

- "pharmaceutical organization / enterprise security" as an integral indicator of ensuring financial, personnel, technological, legal and information security of the pharmaceutical organization / enterprise;

- "pharmaceutical safety" as a reasonable state of belief that pharmaceutical products are safe to use under normal conditions, are not harmful, pose no threats to health and do not influence the environment. The safety of pharmaceutical products is formed in the system "person - product - environment". The dualistic nature of the safety of pharmaceutical products leads to the separation of the safety of medication consumption and the environmental safety of pharmaceutical products. It is emphasized that the safety of medication consumption is ensured in the absence of: traumatic effects on the body (mechanical, electrical, thermal, chemical); discharge of substances harmful to the body (toxic / poisonous, allergic, carcinogenic, mutational, etc.); dangerous physical effects (radiation, sound / noise, light, etc.); specific side effects and contraindications related to the specific qualities of an addiction to a particular medication (drug addiction, toxicomania); drug withdrawal syndrome. Environmental safety of pharmaceutical products is characterized by the degree of environmental impact of the medical product (the level of environmental pollution caused by pharmaceutical production waste).

Instead, the term pharmaceutical safety is alternatively interpreted in the following meanings:

- as a safety of medical products at the stages of development, industrial production, preclinical and clinical trials, official registration, transportation, storage, distribution, monitoring of medical use and disposal safety;

- as reducing the dependence on medicines imports as a result of the accelerated development of the national pharmaceutical industry (the World Health Organization states that pharmaceutical safety can be ensured when the proportion of domestic pharmaceuticals in the domestic market reaches at least 70%);

- as a combat with falsified, substandard and counterfeit medicines;
- as assurance that medication is consistent with clinical practice standards;
- as a preservation of the quality of medication at the stage of production, transportation, storage and distribution.

It is quite common to identify the concepts of "pharmaceutical safety" and "medication safety" based on the absolutization of the criteria of the production safety and the safety of the pharmacological action of medication.

A comprehensive analysis of the state of the pharmaceutical safety discourse gives grounds to argue for the fundamental nature of distinguishing pharmaceutical safety as a type of national security of two interconnected safety macrospheres, namely: patient safety in the medication / pharmaceutical products consumption system (narrowly interpreted as "medication safety" and broadly defined as "pharmaceutical product safety"); safety of business entities engaged in the development, industrial production, transportation, storage and distribution of medical products ("safety of pharmaceutical organizations / enterprises"). On the other hand, it is essential for understanding the socio-legal nature of pharmaceutical safety that it is perceived as an integral indicator of medication safety and a marker of the effectiveness of identifying and eliminating threats at the stages of "gross value creation, consumption, and disposal of medical products".

It is axiomatic that pharmaceutical safety shall guarantee the interests of the patient, society and the pharmaceutical market operators. Therefore, we consider it expedient to define pharmaceutical safety in the broadest sense as the state of maximum protection of legitimate interests of the population / patients, society, pharmaceutical and medical organizations guaranteed by the state against real and potential existential threats in the field of healthcare, which arise by development, industrial production, preclinical and clinical trials, state registration, transportation, storage, distribution, medical use and

**20 November 2020**

disposal of medical products, as well as determined by availability, poor quality and falsification / counterfeiting of medical products.

For the moment, urgent need to build a public system on the human-centered grounds to ensure pharmaceutical security is escalated. The existential imperatives of public administration in the field of pharmaceutical safety are to minimize import dependency and increase the level of competitiveness of domestic companies in the global pharmaceutical market, systematic introduction of innovative pharmaceutical products by domestic pharmaceutical enterprises, creation of appropriate non-discriminatory conditions for the activities of pharmaceutical operators and consumers, stable provision of the population with a wide range of quality and affordable medication, formation of the necessary stock of medication in case of emergency and / or crisis situations, strict adherence to current international environmental safety standards in development, industrial production, transportation, storage, distribution, medical use and utilization of medical products, etc.

### **3 Conclusion**

To summarize, a nation's health indicator is an objective comprehensive indicator of a country's socio-economic development, a marker of the human-centricity of public administration, an imperative to ensure the sustainable development of society and maximize the self-fulfillment of each person. The pharmaceutical industry as a strategic unit of the national economic complex is of existential importance. Pharmaceutical safety as an integral component of national security should be defined as the state of maximum protection of legitimate interests of the population / patients, society, pharmaceutical and medical organizations guaranteed by the state against real and potential existential threats in the field of healthcare, which arise from development, industrial production, preclinical and clinical trials, official registration, transportation, storage, distribution, medical use and disposal of medical products, as well as inaccessibility, poor quality and counterfeiting / falsification of medication.

### **References**

1. Pro natsionalnu bezpeku : zakon Ukrainy vid 21.06.2018 № 2469 – VIII [On National Security : Law of Ukraine of 21.06.2018 № 2469-VIII]. Retrieved from <https://zakon.rada.gov.ua/laws/show/2469-19> [in Ukrainian].
2. Pro likarski zasoby : zakon Ukrainy vid 04.04.1996 № 123/96 – BP [About medicines : Law of Ukraine of 04.04.1996 № 123/96-VR] Retrieved from <https://zakon.rada.gov.ua/laws/show/123/96-%D0%B2%D1%80> [in Ukrainian].
3. Pro vnesennia zmin do Poriadku provedennia ekspertyzy reiestratsiinykh materialiv na likarski zasoby, shcho podaiutsia na derzhavnu reiestratsiiu (pereiestratsiiu), a takozh ekspertyzy materialiv pro vnesennia zmin do reiestratsiinykh materialiv protiahom dii reiestratsiinoho posvidchennia ta zatverdzhennia Poriadku perevirky materialiv, dodanykh do zaiavy pro derzhavnu reiestratsiiu okremykh likarskykh zasobiv, shchodo yikh obsiahu [On amendments to the Procedure of examination of registration materials for medicinal products submitted for state registration (registration), as well as examination of materials on amendments to registration materials during the validity of the registration certificate and approval of the Procedure for verification of materials added to the application for state registration of individual medicinal products funds in terms of their volume] : Nakaz Ministerstva okhorony zdorovia Ukrainy vid 23.07.2015 № 460 - Order of the Ministry of Health care Retrieved from <https://zakon.rada.gov.ua/laws/show/z1210-15> [in Ukrainian].
4. Voronina I. S. (2016) Farmatsevychna bezpeka yak skladova ekonomichnoi bezpeky derzhavy v umovakh innovatsiinoi modeli sotsialno-ekonomichnoho rozvytku

**20 November 2020**

[Pharmaceutical Security as a Component of State Economic Security in the Conditions of Innovative Model of Socio –Economic Development]. Pravo ta innovatsiine suspilstvo – Law and Innovation Society. 2.24-28 [in Ukrainian].

5. Datsko A.I., Datsko O.I. Teoretyko-metodolohichni zasady formuvannia farmatsevychnoi bezpeky Ukrainy [Theoretical and methodological principles of formation of pharmaceutical safety of Ukraine]. Retrieved from <http://socpharm.nuph.edu.ua/files/2014/03/%D0%94%D0%B0%D1%86%D0%BA%D0%BE%D0%90.%D0%99%D0%94%D0%B0%D1%86%D0%BA%D0%BE%D0%9E.%D0%86.pdf> [in Ukrainian].

20 November 2020

DOI: 10.5281/zenodo.4274759

# Safety culture as a factor of national and governmental relations

*Yuriy Dreval, Olena Sharovatova, Bohdan Tsymbal, Sergey Artemiev*

National University of Civil Defence of Ukraine, Department of occupational safety and technogenic and ecological safety, 94 Chernyshevskaya str., Kharkiv, 61023 Ukraine

**Abstract.** It was considered the issue of importance of socio-cultural dynamics in the process of forming and realization of state policy for social and national safety. The basis for the analysis is the thesis about management measures. In the field of safety they are based on the principle of the priority of life and human health as the highest social value as well as the principle of systemic. In accordance with the main direction of safety ensuring are inseparable and harmoniously concerted integrity. In view of the above the thesis that culture is one of the important factors for ensuring safety at all levels of society is filled with concrete content. It was formulated and substantiated position that social, state-political, corporate and personal levels of social relations should be the main structural components of maintaining a proper state and development of a safety culture. Depending on these levels state policy should be specified and state-administrative activity should be adjusted in the field of social and national safety.

## Formulation of the problem

Today the problem of the safe existence of society as a whole and of each person is of particular importance which is explained by the rapid exacerbation and multiplication of various threats and dangers. The relevance of this issue is substantiated by the complexity of the phenomenon of safety. It undergoes significant changes depending on the complex set of social and technogenic and environmental factors. According to the hierarchy of human needs, which was developed in the 1950's by A. H. Maslow, the needs of safety is the second in importance to physiological needs (thirst, hunger, sleep, etc.). Moreover ensuring safety in various spheres of public relations largely depends not only on public authorities and responsible persons but also on the person's abilities and skills. In this sense importance must be given away to a safety culture which in a general sense just means the ability and desire of the individual to be involved in maintaining a proper safety status.

## Analysis of recent research and publications

Numerous writings on the issues outlined present a modern understanding of safety as a complex social and technogenic environmental phenomenon as well as attempts to link the notion of safety with management relations and with various spheres of life (see for example the articles of Z. Bauman, U. Beck, A. Wolfers, G. Hofstede, M. Douglas, N. Luhmann, R. McCray, M. Collins and R. Ulman). Also noteworthy the writings that substantiate new approaches to understanding national safety in today's challenging conditions. For example, A. Etzioni, analyzing the correlation between global and national

20 November 2020

safety has no reason to argue that not only nation-states but also a complex set of supranational and domestic states of social relations are valid subjects of such safety [1, p.193-194]. Moreover two safety paradigms are clearly summarized in a generalized way: (1) a structural-functional paradigm based on interpreting safety as a direct response of diverse public relations actors to threats and dangers; (2) a systemic paradigm based on understanding safety as an integral feature of the life of society and individual social groups.

Just in this sense is utmost importance that the culture of safety as a complex social and purely functional phenomenon. Increasingly not only theoretical generalizations but also the elucidation of the role which played by safety culture in various fields of production and in the sphere of social labor relations are becoming the subject of analysis. Particularly deserved attention are those studies in which the essence of this phenomenon is derived from general social development as well as based on the harmonious unity of the categories "culture" and "safety". Thus, in the 1990s, M. Douglas formulated and substantiated the thesis on the impact of cultural context on the assessment of risks in different spatial and temporal planes (insisting that the risk and danger are culturally conditioned concepts [2, p.3]).

### **Highlighting unresolved issues**

At the same time one should also take into account the fact that the term "safety culture" is characterized not only by functional orientation and significant content filling but also by some substantive blur. Any activities of social and social safety and the participation of responsible persons in the provision of natural and technogenic safety and finally one of the important components of human safety in the various spheres of social and labor relations are also referred to in this term. The issue of the peculiarities of the formation of a safety culture depending on the levels and spheres of regulation has not become the subject of separate research yet. There is no a clear boundary line between a culture of safety and organizational measures that must ensure the proper protection of people at work and the safety of production processes. In fact, miscount or negligence in the production process are often explained by an exceptionally low level of safety culture.

### **The purpose (task) of writing**

Taking into account the above arguments the task of the article defines the importance of socio-cultural dynamics in the process of formation and realization in various areas of social and national safety.

### **Discussion of results**

Safety is a complex and multifunctional category that sometimes covers the conflicting interests and values of different social groups. At the same time it's an operational concept and a rather specific phenomenon that manifests itself in specific circumstances and conditions of life. The basic goal of safety in it's various manifestations is the person as well as finding the optimal balance between the interests of the individual, the state and society as a whole. Actually social groups and individuals should not only be the object of protection by the government but also by conscious and active participants of the safety process. Therefore it becomes important the cultural level of participants in social, group and intra-group relations (in the latter case first of all it's mean the culture of safety in the process of industrial relations implementation).

20 November 2020

The highest-level concept of "safety culture" was first formulated by the IAEA in 1986 in the process and as a result of the analysis of the causes of the Chernobyl accident. In particular, it was acknowledged that a lack of a safety culture was one of the main causes of this accident. Around the world this development is considered to be a kind of "birthday" of this direction in the sphere of safety research.

At that time the concept of "safety culture" was interpreted as a set of characteristics, features of organizations' activities and behavior of individuals. This set established that the problems of safety of the power plants, that having the highest priority, are given attention determined by their importance. It's that the interpretation of this term is given in the «General Provisions for the Safety of Nuclear Power Plants» which were approved by the State Nuclear Regulatory Administration of Ukraine on 09.12.1999 and which in 2007 became lapsed. For today the following interpretation is formally define in the «General Provisions of Nuclear Power Plants» on 19.11.2007 and differs from the previous one in only some nuances: « The safety culture is a set of rules and features of organizations and separate person which determine that the problems of safety of the power plants, that having the highest priority ,are given attention determined by their importance"[3].

It should be noted that the above interpretation in general terms correspond the definition in one of the basic publications of the International Nuclear Safety Advisory Group [4, p. 107]. This, in turn, demonstrates the harmonization of national legislation with international standards in the field of nuclear safety.

Moreover, at the level with the basic term "safety culture" are increasingly used other related concepts such as "life-safety culture ", "culture of safe behavior" and "culture of safety life". For example life-safety culture is defined as a certain level of development of a person and society, which characterized by the importance of the task of ensuring the safety of life in the system of personal and social values, the prevalence of stereotypes of safe behavior in everyday life and in the conditions of dangerous and emergency situations, the degree of protection against threats in all spheres of life.

However in our estimation the term "safety culture" is the basic and generic to other related terms. This is explained by the structural and semantic load (the basic ones are just "culture" and "safety", everything else is aimed at revealing purely functional aspects of safety) and the need for the correct translation from English the word "safety" (in this case should be used the term "Safety" which is precisely related to direct human activity [for more details see: 5, p. 61]).

State policy in the fields of national safety and defense according to Art. 3 of the Law of Ukraine "About National Safety of Ukraine", aimed at protecting: human and citizen - their life and dignity, constitutional rights and freedoms, safety conditions of life; society - its democratic values, prosperity and conditions for sustainable development; the state - its constitutional order, sovereignty, territorial integrity and inviolability; territory, the environment - from emergencies [6]. Therefore individuals, groups and responsible persons must have the appropriate level of awareness and general culture necessary to ensure full safety in all areas of social relations.

An in-depth understanding of safety culture as a complex social phenomenon firstly must depend on the basic characteristics of culture as a social phenomenon. It is well known that the scientific research of culture as a complex social and anthropological phenomenon has been going on for several decades. However even today there is no single and generally accepted interpretation of the phenomenon (according to recent estimates the number of definitions of culture is steadily approaching four hundred). For example in the 1970s A. Mole generally denied the possibility of providing a "closed" definition of culture, because it could only increase the already significant number of definitions [7, p. 35]). Modern scientist L. Anolly also clearly states: "If the concept of culture is the basic for human existence (without culture today the person cannot survive) and if culture gives



20 November 2020

shape and meaning to a person, wherever it may be, it is difficult to curb and enclose a single agreed theoretical network" [8, p.13].

Culture, according to the figurative expression of N. Smelser, is the basis of the building of social life [9, p. 48]. And, as A. Akhiezer rightly points out, "the more complex the human reality became, the more difficult it was to solve the problems in the sphere between culture and human relations, and the greater was the danger of losing one's ability to reproduce one's own life, the danger of death in the chaos of disorganization" [10, p.30].

It should take into account the main thesis that the culture is characterized by a complex and branched structure and that "in the open" contains only its purely formal features or artifacts. Just the latter aspects can be directly influenced by managerial influence, all the rest is a product of long-lasting social development and national traditions.

All of this have a paramount importance for the improvement of public policy and public administration in the field of providing a safety culture in various spheres of social relations. Moreover, management measures in the safety sphere should be based on the principle of priority of life and human health as the highest social value. Also they based on the principle of systematicity, according to which the main directions of safety are inseparable and harmoniously concerted integrity.

In this sense, as already mentioned in our research, the first issue should be about ensuring by public authorities and the management a harmonious balance of interests of society, the state and individuals, as well as the effective protection of human and citizen's rights and freedoms. It is also important to concentrate the efforts of all public authorities and stakeholders on ensuring a decent intercultural and inter-denominational dialogue. Thereby providing the basis for a civilized resolution of diverse conflicts and conflict situations (as a matter of priority understanding the conflict as an integral feature of the organization, functional and dysfunctional conflicts, ability to find the compromise and the search for an effective solution from the conflict situation) [11, p. 35].

Public administration activities in the field of safety culture should also be carried out taking into account to which addressees or groups of the population the relevant information is sent. Traditionally three interconnected levels of safety are distinguished: the public safety, state safety and personal safety. Sometimes more specific levels are added to them such as regional safety, city social safety, rural social safety and more.

In our estimation the main levels of maintaining a good state and developing a culture of safety should include: (1) the public level, (2) the state-political level, (3) the group or corporate level and (4) the individual or personal level.

At the level of society a prominent place is given to the appropriate cultural level of the population and to the idea of safety as an integral feature of life, a broad outreach is carried out, as well as the development and promotion of various actions based on the importance of safety for the life of the whole society and a specific person. Also important is the issue of forming a sense of safety among the population as an integral part of social policy. The ontological basis for the development of a safety culture at this level is the awareness by all interested parties in true fact that socio-cultural dynamic is a product of long-lasting social development and only partly defies to managerial influence.

At the state-political level the legal background is provided for legal support of human safety as the highest social value. The same formed the legal basis for maintaining and developing the safety culture of all layers of the population. Public administration activities are also adjusted accordingly in particular financial and resource opportunities and provided for the development and revitalization of safe behavior of the population. As well as provided uninterrupted work of public administration bodies in the field of safety culture.

The collective or corporate level already covers a set of specific safety measures of safety in the organization and at each workplace. It is at this level is possible to fully develop a corporate (group) safety culture. It should also take into account the writers with

20 November 2020

relevant issues of G. Hofstede which are increasingly finding support in the scientific environment that culture in general has a pronounced group character. The author in particular claimed that culture (1) is an attribute not of an individual but of a group; (2) is not directly observed but manifested in behavior; (3) is shared by some and not all people [12, p. 15].

The individual or personal level is noted by the fact that worldview landmarks and safety ideology is a base of the individual values, which becomes the principal for maintaining and developing a safety culture at all levels of government and public administration.

## Conclusions

The management process in the fields of social and national safety should be based on the identification of all factors that collectively influence on the protection of the society against diverse threats and dangers. And in this sense is important involvement in safety studios the socio-cultural phenomenon. The culture is the factor that forms the basis for managerial influences at all levels of safety and life of society.

Moreover the essence and orientation of management measures in the field of safety culture should be adjusted depending on the levels of social relations: at the level of society due attention is paid first to the general socio-cultural dynamics and educational work, at the state-political level is being formed a set of relevant regulatory and administrative measures, at the corporate level it is already possible to implementation of specific influences on the safety culture in the organization and at each workplace, at the individual level the safety ideology becomes one of the foundations for the civilized life of society.

## References

1. A. Ettsioni *Ot imperii k soobschestvu: novyy podhod k mezhdunarodnyim otnosheniyam*. M: Ladomir. (in Russian) (2004)
2. M. Douglas *Risk and Blame: Essays in Cultural Theory / 1st Edition*. London: Routledge (1993)
3. Pro zatverdzhennia Zahalnykh polozhen bezpeky atomnykh stantsii: Nakaz Derzhavnoho komitetu yadernoho rehuliuвання Ukrainy vid 19.11.2007 r. № 162. (in Ukrainian) (2017). Available at: <https://zakon.rada.gov.ua/laws/show/z0056-08>
- 4 *Glossariy MAGATE po voprosam bezopasnosti. Terminologiya, ispolzuemaya v oblasti yadernoy bezopasnosti i radiatsionnoy zashchity*. VENA: MEZHdUNARODNOE AGENTSTVO PO ATOMNOY ENERGII. (in Russian) (2007). Available at: [https://www-pub.iaea.org/MTCD/publications/PDF/IAEASafetyGlossary2007/Glossary/SafetyGlossary\\_2007r.pdf](https://www-pub.iaea.org/MTCD/publications/PDF/IAEASafetyGlossary2007/Glossary/SafetyGlossary_2007r.pdf)
5. Ye. Nikolaiev Politychnyi menedzhment, 4, 60-75, (in Ukrainian) (2011)
6. Pro natsionalnu bezpeku Ukrainy: Zakon Ukrainy vid 21.06.2018 r., №. 2469-VIII. (in Ukrainian) (2017). Available at: <https://zakon.rada.gov.ua/laws/show/2469-19>
7. R. Mol *Sotsiodinamika kulturyi*. M.: Progress. (in Russian) (1973)
8. L. Anolli *Psihologiya kulturyi*. Harkov: Izd-vo Gumanitarniy Tsentr. (in Russian) (2016)
9. N. Smelzer *Sotsiologiya*. M.: Feniks. (in Russian) (1994)
10. A.S. Ahiezer Voprosy filosofii, 9, 29-45 (in Russian) (2000)
11. Yu.D. Dreval Visnyk Natsionalnoho universytetu tsyvilnoho zakhystu Ukrainy: zb. nauk. prats. Seriya «Derzhavne upravlinnia», 1 (8), 31-37, (in Ukrainian) (2018)
12. G. Hofstede *Cultures consequences: Comparative values, behaviors, institutions and organizations across nations*. 2nd ed. Thousand Oaks, CA: Sage, (2001)

DOI: 10.5281/zenodo.4274896

# Current strategy of personnel policy formation in public administration

*Serhiy Tarasov<sup>1</sup>, Kyrylo Pasynchuk<sup>1</sup>, Iuliia Panimash, and Yuriy Horbachenko<sup>1</sup>*

<sup>1</sup> Cherkasy Institute of Fire Safety named after Chornobyl Heroes of National University of Civil Defense of Ukraine

**Abstract.** The article deals with the peculiarities of the current strategy of personnel policy formation in public administration, defines the innovation concept, the components of the innovation process in the public administration system. The basic indicators of the current innovative concept of personnel policy formation in the market economy conditions are highlighted, stemming from the following ideas: flexibility and adaptability of human resource development strategy, putting together people and their property and power, which ensures every person's freedom for occupation, active participation in personnel policy decision and its further implementation at the state, region and enterprise levels, flexibility and novel technologies of HR management activities.

## 1 Introduction

In today's global economy, synergies can be traced between management culture and policy at different hierarchical levels. The focus on cooperation and teamwork to overcome market inertia and achieving a breakthrough in economic and social activities has become so crucial that they speak about the organizational revolution, about "the new economy", the innovative culture of public administration. The 15-year experience of Ukraine has proved that the winner is not the one who has more resources, but the one who acts faster and with more creativity. Hence, the new requirements for the enterprise have led to the formation of a new culture of relationships, administration, interaction, and process structuring [1, p. 112].

The culture concept has two main meanings. Firstly, it characterizes civilization, creation of mind which is implemented in literature and art; secondly, it is a mindset reflecting typical thoughts, behavior and deeds of people, their problem-solving techniques.

Each society exists in its own local and, simultaneously, the global environment defining commanding ideas of the century, technologies, institutes, traditions. The public administration system is developed within the framework of cooperation of national culture, institutes, and policy with the local and global environment. Firstly, the culture is formed which is later, integrally with other factors, helps develop the economic system. There is also a feedback effect, such as globalization changes national and business culture facilitating convergence in one way or another [2].

## 2 Presenting main material

In recent years, the problem of business market culture cultivation in Ukraine has transformed into the necessity of mainly innovative: culture at the state, region, corporation

20 November 2020

and individual levels. To our mind, the innovation concept is defined too narrow in the Great Economic Dictionary [3, p. 10] as:

- 1) investment into the economy, which provides a change in processes and technology;
- 2) a new technique, technology, which resulted from scientific and technological progress.

The Popular Economic Encyclopedia [4] gives a deeper consideration to the concept: innovations are novelties, the ultimate outcome of innovative activity, related to investments into the economy which ensure the change of generations in processes and technology. The innovative activity promotes the transformation of the idea embedded in the scientific researches and developments into a new or advanced product applied to the market; into a new or advanced technological process applied in practice, or a new approach to social services. There are five types of innovations in the public administration system: the introduction of a new product, introduction of a new method of production, creation of a new market, development of a new source of supply of raw materials and semi-finished products, reorganization of the management structure.

Considering this category under the present conditions, taking into account the conditions of development of socio-economic systems, it is possible to speak about the innovations in the system of formation and development of the personnel policy of the state, region, enterprise as a cornerstone of successful economic development. The practice of market conditions forces each system to introduce various innovations, taking into account changes occurring in the external environment. The rapidly improving state, region, and enterprise must constantly make changes to the management system, social and economic environment to be well-positioned to retaining their competitive advantages.

As a result of changes in the environment, both new needs and new knowledge emerge, the means to meet those needs [5]. In our opinion, new knowledge, methods, technologies of development of any system are also novations.

Regional innovative culture and politics are largely dependent on the state policy, but the real implementation of this policy takes place at the regional and enterprise levels. It allows adapting and organically integrating this policy into the possibilities and needs of territorial policy and culture.

Nowadays, there is no doubt that only an innovative system can be competitive and effectively built up in a market environment. Therefore, the socioeconomic policy should primarily be focused on creating an innovative environment nationwide.

The experience of the world economic development shows that deep, effective transformations of the economy are possible only with the active use of the modern achievements of scientific and technological progress and constant improvement of the system of public administration in Ukraine.

The development prospect of innovative activity in the economy of Ukraine is interconnected, firstly, with the Strategy for Sustainable Development "Ukraine-2020" [6].

This document sets two major interdependent public policy directions in the sphere:

- developing national innovation system;
- keeping and developing of the human capacity of the scientific and technological corporation of the state.

Scientific and technological developments and inventions are additional new knowledge for practical application, and scientific innovations are the implementation of new ideas and knowledge, discoveries, inventions for their realization to satisfy specific consumer or market demands. Indispensable properties of innovations are their scientific and technological novelty. Innovative marketability is a potential property that requires some

20 November 2020

effort. Therefore, "innovation - the result" must be considered in its indispensable link with the innovation process.

Three values are equally inherent in innovation: scientific and technical novelty, demand, and implementation. However, the innovation effectiveness is determined by the balance or merger of interests of the developing system (innovation process), which can be represented as a simulation model.

According to this model, the innovation process effectiveness (innovation activity effectiveness) is defined not only by the internal capabilities of the organization, that is, the qualitative characteristics of the resources of the given enterprise but also by the external components of the process, such as demand for novation and marketing activities. This model is characteristic of the first variant of innovation activity, where the innovation "seeks" its application. According to this model, a novation is the final stage of innovation, because the process of innovation activity began with market research and demand generation, and only then can this "need" be realized in the form of the novation in real production.

In our view, under market conditions, the first and second options can be effective if the components of the innovation process are balanced.

The economic mechanism of public administration of innovation activity should also comprise marketing costs, because under market conditions they, to a great extent, determine the performance efficiency of any system.

Therefore, novations for any socio-economic system, including personnel policy-making systems, are implemented and effective if they adhere to these parameters. In such a case, in the market economy conditions, only a system that is capable of innovative change can survive and develop.

Having regard to the above, it can be concluded that the innovative economy is the ability of the socio-economic system to invest resource capital into the development of new technologies, techniques, methods, and ideas of effective interaction of entities and facilities of economic, social and scientific activities. For the state, region, and enterprise, skillful support for innovation activity is a certain guarantee for the effective promotion of future novations and sustainable economic growth.

Innovations in the system of formation and development of public administration of personnel policy of socio-economic systems are new methods, technologies, principles and innovative structures of the process of development and use of human resources.

The difficulty of the construction of a system of public administration of innovations during the formation and implementation of the state personnel policy lies in the fact that the region has a very complex organizational structure and manages numerous processes, and even the number of personnel structures is characterized by a great polyvariety. Therefore, the organizational system of public administration of innovations in the system of formation of personnel policy of the state and the region should be aimed at maximizing its potential and mechanisms of public administration of current activity.

Therefore, the modern innovativeness of the concept of personnel policy formation in the market economy conditions is in the following provisions:

- flexibility and adaptability of the strategy of human resources development formation;
- putting together people and their property and power, which ensures every person's freedom for occupation;
- recognition of the right of many management entities to address the issue of reproduction of labor-power;

20 November 2020

- active participation in the choice of personnel policy and its implementation at the state, regional and enterprise level;
- flexible mechanisms and innovative technologies of HR management activities;
- constant reproduction of innovative technologies of personnel policy formation;
- social responsibility in the formation, development, and use of human resources of socio-economic systems;
- constant innovation of technologies, methods, and approaches in the formation of personnel policy.

National and regional innovation policy is focused on solving territorial problems, which include the effective use of available logistics, raw materials, and labor potentials, meeting the needs of the domestic market. This innovation policy is implemented through the programs of improving the competitive potential of top-priority industries by involving private institutional investors to the implementation of innovations; formation of the mode of innovative activity economic encouragement.

National and regional innovation policies are a constituent of the economic policy of regional authorities responsible for the creation of favorable conditions for commercial, manufacturing, agroindustrial, construction and industrial science, and scientific and production integration of all institutional business patterns.

The innovation policy of various authorities which is an important factor in stabilization, recovery and economic growth, supposes a robust relationship between the entities of commercial relations. These entities include:

- scientific-research and development organs;
- educational institutions;
- production and agricultural enterprises;
- building industry enterprises and construction and installation contractors;
- credit institutions, insurance companies;
- commercial enterprises and supply-sale cooperative enterprises;
- regional infrastructure;
- authorities at all levels.

The organization of these entities determines the effectiveness of innovation culture and innovation activity. But, under the legislation enacted in Ukraine, which empowered the entities to exercise local self-government, local authorities are entitled to create financial and credit organizations and institutions, target budget funds, to establish under the current Ukrainian legislation local taxes and other payments, to introduce state tax exemptions coming to the local budget, to participate with their funds in the activities of enterprises and organizations. The increase in budget revenues is directly dependent on the growth of the income of taxpayers who pay taxes to the regional budget, that is, on the competitiveness of the production facilities located on the territory.

As far as the application of innovations provides a monopoly high entrepreneurial income, all authorities are interested in enhancing the innovation potential of any socio-economic system and intensifying its innovation activity.

The state and regional systems of financial support of innovative activity are formed by sources of formation of financial resources, the mechanism of accumulation of funds

20 November 2020

coming from these sources, the mechanisms of invested funds control and recovery. The sources of financial resources are:

1. State non-budgetary funds allocations for the implementation of regional and state-scale projects, as well as funds available for the region, from the allotments of enterprises and organizations to the state non-budgetary funds related to R&D and investments in production modernization and technological restoration (in the amount of 5-10%)
2. Regional pension funds allocations to support small innovative ventures (in the amount of 2-5 %).
3. Grants and transfers from the state budget for the implementation of state programs and innovative projects, contracted by state authorities.
4. Targeted funds from the state and local budgets.
5. Allocations of the income of economic entities by the implementation of innovative projects and programs, as well as the revenues of institutes of market infrastructure created with the assistance or by way of promotion of regional authorities.
6. Income from fund exchange operation with innovators' shares, from emission and conversion of state and regional securities, mobilizing for investment programs.
7. Contributions by enterprises and private persons aimed at economic innovation funding.
8. Income from the implementation of regional programs and projects.
9. Foreign investments into innovation activity.

Committees or other structural units that determine and facilitate the implementation of innovative policies of socio-economic systems should work effectively in the management of state structures, in municipal and regional administrations. The documented provisions of this policy should include a set of major projects and activities, the implementation of which is aimed at the development of competitive industries and technologies, the use of local natural resources, production and labor potential, the creation of product and technological innovations, etc.

The processes of formation and development of socio-economic and human resources are successful only when they are based on the results of forecasting of the condition and dynamics of the environment, identifying external and internal factors and conditions that can significantly affect the pace of economic development. Therefore, nowadays, the innovative capabilities of any system determined by the degree of innovation of specific manufacturers are of particular importance. The main characteristics that reflect the innovative capabilities of socio-economic systems are the use of intellectual property subject matter, the results of the introduction and implementation of inventions and innovation proposals, the level of innovation activity, sources of funding for technological, managerial and social innovations.

### **3 Conclusions from the conducted research**

State innovation management in the market economy conditions in Ukraine is a completely new and unexplored layer in science and practice. It should take into account the specific cultural, historical and geographical features of the territory.

In our view, the concept of innovation management in the system of personnel policy public administration is rooted in the following principles: the need for constant innovative development of the mechanism of personnel policy formation, technological advancement, flexibility and adaptability of personnel policy under market transformations, the need to develop a strategy for the personnel policy formation, innovation activity feasibility, social

20 November 2020

responsibility, creation of uniform principles of strategic management of the process of personnel policy formation, personnel policy integration at different levels of government, coordination of institutional structures activities.

A prerequisite to the innovation culture formation is an elaboration of state and regional innovation support programs.

## **References**

1. S. O. Syvokon', V.A. Yatsiuk, A. P. Zaiets', *Administrative organization of Ukraine: Topical issues and possible ways of solution*. Kuiv (2003). 322 p. [in Ukr.].
2. L. O. Bielova, Ontological dimensions of the quality of higher education in the context of mechanisms for licensing educational activities and accreditation of educational programs. *Bulletin of NAPA under the president of Ukraine*, 30-36 (2015). [in Ukr.].
3. M. Butko, Methodological bases of formation of the modern paradigm of regional development policy. *Regional Economics*, 2, 7-17 (2014). [in Ukr.].
4. Kh. Khachaturian, Structural components of the innovative capacity of public administration. *Bulletin of NAPA*, 1, 104–110 (2006). [in Ukr.].
5. A. V. Merzliak, T. V. Kravchenko, State policy in the field of social risk management: essence, formation, and implementation. *The State and the Regions*, 1, (2011). URL: [http://www.nbu.gov.ua/portal/Soc\\_Gum/Dtr\\_du/2010\\_4/files/DU410\\_40.pdf](http://www.nbu.gov.ua/portal/Soc_Gum/Dtr_du/2010_4/files/DU410_40.pdf) [in Ukr.].
6. Strategy for Sustainable Development "Ukraine-2020". URL: [www.zakon.rada.gov.ua](http://www.zakon.rada.gov.ua). [in Ukr.].



DOI: 10.5281/zenodo.4274902

# Areas of improvement of public administration organizational arrangement of regional personnel policy formation

*Serhiy Tarasov<sup>1</sup>, Tetiana Kryshchal<sup>1</sup>, Olha Krichker<sup>1</sup>, and Vasyl' Rotar<sup>1</sup>*

<sup>1</sup> Cherkasy Institute of Fire Safety named after Chernobyl Heroes of National University of Civil Defense of Ukraine

**Abstract.** Topical issues of public administration of personnel policy formation are summarized in the article. Foreign experience of the public administration organizational arrangement of personnel policy formation is analyzed. Taking into account international practices, the main public administration areas of forming active personnel policy have been summed up. Key elements of regional personnel policy have been generalized. Ways of improvement of the public administration organizational arrangement of personnel policy formation have been offered.

## 1 Introduction

Under today's conditions of development of the state, one of the top-priority tasks is increasing its competitiveness. The mechanism of competitiveness is based on the efficient use of natural, industrial, technological, labor, financial and other resources. The availability of resources and the fullness of their mobilization give the state absolute and competitive advantages over other countries. The working-age population itself is a factor in the efficiency of functioning of enterprises and GDP volume growth, which determines the overall level of socio-economic development.

Important aspects of public administration in the field of human resources, including the problems of development of the organizational arrangement of public administration in the formation of personnel policy, and its functioning in market conditions, are researched by such scientists as L. Antonova, V. Beschastnyi, V. Biehlitsia, D. Dzvinchuk, S. Dombrovs'ka, M. Zgurovs'kyi, A. Kobets', V. Kovrehin, I. Lopushyns'kyi, S. Maistro, V. Oharenko, V. Sadkovyi, V. Sychenko, V. Shvedun, and others.

For several decades, Ukrainian labor market differed from the others in its distinguishing features and could be characterized, on the one hand, by high-rate capacity building, on the other hand, by a heap of inadequately employed. In Ukraine, for many years, mainly under the influence of ideological postulates, a cult of physical and, therefore, menial work has developed. These conditions have led to the formation of a unique type of employee - passive to the process of self-development and lacking initiative at work [1, p. 176].

## **2 Presenting main material**

In recent years, new organizational approaches to the public administration of the process of regional personnel policy formation have been needed. And the difficulties the regions have encountered are quite general, while the arrangement of overcoming difficulties, in particular, organizational and management systems are not sufficiently effective.

The complexity of the problems of public administration in the formation of personnel policy is caused by the following reasons:

- lap-sided growth of the economic base;
- deformation of socio-demographic structure;
- low level of municipal infrastructure.

Optimization of the state regulation system can be achieved only by complex solutions and the use of an integrated approach during the management formation (modeling).

When designing an effective management system, a conceptual model that adequately describes the totality of regional processes, first of all, interaction with the external environment is needed. Such a model can be based on the principles of systematic analysis, comprising economic and structural, dynamic and ideological aspects. The formation of such a model is methodologically determined by a systematic approach, and herewith those areas of information and operating bases are used that are crucial both in the system itself and in the external environment [2].

When forming an efficient personnel policy, the experience of countries-marketers should be taken into consideration. Official labor market management in western countries is performed at three levels: state, territorial and at enterprises. There are numerous models of management that differ by their target, methods, and funds, conditions of economic development.

The margins of the labor market government control are determined by many factors: the position of monopolies, small and medium-sized businesses, individual taxpayers, and the size of financial and other resources.

In most Western countries, central government bodies are dealing with employment and vocational training, and relevant laws governing employment processes. Countries such as Sweden and France are characterized by the government monopoly on employment issues. However, at all levels of government, there are so-called triple unions, which comprise representatives of government agencies, employers and trade unions, that offer a means for deeper learning of the requirements and claims to find the best solutions. In our country, this experience is codified by the Law of Ukraine "On Employment of the Population".

Conditionally, the practices of employment services in advanced economies, according to N. Medvedev, can be divided into two types, based upon the United States and Sweden [3].

The US-based employment system encourages an employee to get actively involved in the job search. It provides an employee with the necessary information about the situation on the labor market counseling during employment. This system eliminates the monopoly of the state employment service and gives them wide possibilities of free choice of employment. But in the 1990s there began a Swedish-style shift towards the active public policies on the issues of the labor market.

In Sweden, in the 1950s, the economic policy model was developed to achieve the goal of full employment without inflation. The model assumes a reduction in the overall

20 November 2020

demand for labor to the point where not all labor force is used. Besides, funds are used in case there are any employment problems. The policy aims at achieving prosperity through full employment and equal pay while maintaining market economy principles.

Active labor market policies can and must guarantee not specific types of work, but only general employment. Hence, the main term in the Swedish labor market policy is "mobility". Swedish employment services estimated that 3/4 out of the total expenditure on employment was used for active labor market policy, and only 1/4 was directed at unemployment benefits. These funds were generated mainly through tax payments. However, in Sweden, tax policy based on progressive rates and the use of a wage system led to a reduction in job motivation and the competitiveness of manufactured goods and promoted a passive culture of dependency. The unemployed, receiving substantial benefits and being able to live at the expense of society, were most often not motivated to look for work. All these negative consequences made Swedish authorities revise some of the postulates of personnel policy.

In recent years, Ukraine has set the course towards the active personnel policy in the labor market. Due regard should, however, be paid to the negative consequences of pursuing the above mentioned policies of foreign countries.

Given the world experience, the main directions of public administration in the process of forming active personnel policy should include:

- vocational and additional training, career-guidance and incentivizing adaptation to the situation on the labor market;
- encouraging the unemployed to actively seek job and entrepreneurs to increase employment by providing them with subsidies and tax perks;
- creating conditions for entrepreneurs to hire certain groups of unemployed people (young people, people with disabilities, long-term unemployed).

Moreover, the focus of the implementation of socio-economic policy, and in particular personnel policy, is now shifting to the regions. It is in the regions where the problems of livelihood, reproduction, and employment of the population are solved. Regional organs of governments are primarily responsible to the population and the state for the situation in the region. This is the essence of decentralization of management - to transfer a large part of rights and the corresponding share of responsibilities to the local level according to the current objective trends of self-government development and impose at the same time new obligations on regional policy.

Public administration of the region as an integrated economy, ensuring the integrated development of the region is a relatively new task. It is worth noting that until now the territorial administration did not have sufficient autonomy, and was often limited to the local economy only. In the current conditions of decentralization of power in Ukraine, when the regional entities of our state have greater autonomy, it is necessary to develop a concept of a system of regional governance for a particular model of market relations, taking into account the experience of other countries [4].

Human resources management of the region is a subsystem in the general system of public administration of all spheres of life of the population. If we consider the region as an object of human resource management, it can be represented as a system of interdependent subsystems of activity of the population living on its territory requiring clear managerial impact. Each of these subsystems has its characteristics which determine the way to be managed in the region. Moreover, the activities of the administrative bodies of the executive power should be aimed at creating decent

20 November 2020

conditions of life of the population and solving all problems of the reproductive cycle: formation, distribution, redistribution and use of human resources.

Meanwhile, regions are aimed at managing the development of public production, market environment, science and education, health care, providing employment for the population and meeting the needs of the state economy in skilled personnel. These processes are relatively independent, and they determine the boundaries of the object of talent management [5, p. 188]. The diversity of the object and the socio-economic functions of managing this talent results in the specificity of the management entities.

What is specific about the public administration objects is that their layers exist at all levels of government, from the region to the enterprise. Thus, the regional and municipal administration tackles in the territory under its jurisdiction all issues on the management of labor potential and human resources, exercises control over work in this area. Besides, it is at the regional economy level that a complete cycle of reproduction in its phases is provided. In particular, within the oblast as a territorial unit full reproduction of human resources, including engineering and scientific personnel is possible. For the integrated management of workforce circulation, it is necessary to develop a system that operationally carries out this task at the national and regional levels. In our opinion, to ensure the effective functioning of the regional labor market in Ukraine it is necessary to find a conceptual and functional balance in the work of the above-mentioned bodies.

The key elements of the regional personnel policy based on this model can be worded as follows [6, p.299]:

- ensuring a socially acceptable level of employment;
- facilitating the flow of labor to the economic sector, territory and types of employment in the interests of structural shifts in industry, region and productivity growth;
- maintaining and developing a skilled core of human resources when dealing with over-staffing;
- social support for the unemployed.

The proposed model should be aimed at solving the following problems:

- support for the employment of the skilled part of the human resources of industrial enterprises and the potential of the employed population in the activities related to scientific and technological progress and use of advanced technologies which are temporarily in crisis;
- support for retraining of qualified personnel, the need for which is reduced as a result of expected structural changes in the modernization or due to bankruptcy;
- promoting the fastest employment of unemployed skilled personnel to prevent loss of qualifications;
- compulsory vocational school graduates' job market entry if their specialty meets the demand of the economy, or first-in-time (in comparison with other population) training taking into account the situation on the labor market;
- promoting the restoration of human resources to increase skilled and economically mobile human resources in promising enterprises that have lost a large number of qualified employees due to the decline in production and low pay;
- curbing hidden unemployment growth;
- promoting employment;
- regulation of the territorial rates and magnitude of bankruptcies of enterprises, taking into account situations at specific enterprises, to prevent a catastrophic rise in unemployment and transition to long-term unemployment;

20 November 2020

- assisting low-skilled or unprofessional unemployed in finding employment;

The Employment Service of Ukraine is the central body of executive power, which oversees the work on ensuring the state employment policy. According to the author, this narrows the functions of the employment centers. After all, the main disadvantage of these centers, as shown by the analysis, is that they only deal with the working-age population, who is currently unemployed. These centers coordinate the activities of the regional labor market only indirectly [7]. It would, therefore, be even better to delineate the functions of personnel policy formation between the two institutions:

- the Department of State Employment Service (subordinate to the state);
- regional labor committee (subordinate to the region).

It is advisable to delineate the functions between two structures at the city level: the city employment committee (department) and the training center.

The main activities of such employment centers can be as follows:

- ensuring social protection for the unemployed;
- promoting the vocational training and retraining of workers who have lost their jobs and certain categories of unemployed,
- forecasting the number of unemployed by categories;
- interaction with state social security bodies, executive authorities, local self-government on employment issues;
- information, consulting and educational work;
- formation of a legal framework;
- marketing of employment services;
- cooperation with employers (control of compliance with employment legislation; support of job-saving and creating enterprises; retraining of workers to be dismissed) [8, p. 305].

In addition to public employment services, private enterprises that are focused on recruiting temporary workers, highly skilled specialists, assisting in the structural restructuring of enterprises and organizations should function in the labor market.

In our view, the prerequisites for creating such a vertical interaction are:

- the need to create a theoretical concept of functioning and development prospects (at the state and regional level) of the structures that determine the personnel policy of the city and the organization;
- lack of bodies coordinating the activities of the state, local and business structures, educational centers;
- lack of support of scientific base and legal regulation of personnel work;
- the process of formation of managerial and entrepreneurial culture;
- lack of a clear, logical scheme of training and retraining of human resources;
- the need for a strategic approach, full inclusion, and funding of training, retraining and career planning programs;
- inconsistency of demand forecasting programs for specialists in specific specialties.

The development of a new model for the implementation of personnel policy of the regional socio-economic system can increase investment attractiveness of the region and the city. For that purpose, the proposed project must be implemented in coordination with other programs, first of all, with the programs of reforming, restructuring large and medium-sized enterprises, saving and creating new jobs [9, p. 79].

The second area of public administration in the formation of personnel policy of the region is the development of a system of training. However, it should be borne in mind that training alone cannot increase employment. It leads to an increase in the quality of labor resources, which in turn contributes to the increase of labor productivity, the

acceleration of scientific and technological progress and the rate of growth of production. And as a consequence, expanded reproduction can lead to an increase in jobs, that is, employment growth. Therefore, the result of upgrading personnel skill level can only be seen after a certain period.

### **3 Conclusions from the conducted research**

Adequate governance mechanism is needed to realize the goals of the long-term employment policy of the state human resources. The complex nature of personnel policy measures in Ukraine necessitates the formation of an information-coordinating structure that will be able to take on the functions of information and coordinating development of the personnel structures of the state and individual regions in managing the processes of reproduction of human resources.

The improvement of the organizational arrangement of public administration in the formation of personnel policy of the region should be based on the world experience of economically developed countries and include professional training and retraining, vocational training and stimulation of adaptation to the situation on the labor market, encouraging the unemployed to actively search for work, and entrepreneurs to increase employment providing them with subsidies and tax benefits, creating favorable conditions for entrepreneurs to hire certain groups of unemployed (young people, people with disabilities, long-term unemployed). Furthermore, the system of training should also develop actively, with further full employment of the trained in the areas of acquired knowledge and skills.

### **References**

1. I. Bondarenko, *Marketing of today*. Donetsk (2002). 326 p.
2. V. Kuybida, *Regional development and spatial planning: experience of Ukraine and other countries-members of Council of Europe*. URL: [http://www.slg-coe.org.ua/wp-content/uploads/2012/10/Book\\_Reg\\_Rozv\\_ProstPlanuvan\\_final.pdf](http://www.slg-coe.org.ua/wp-content/uploads/2012/10/Book_Reg_Rozv_ProstPlanuvan_final.pdf).
3. N. Medvedev, *Local self-government in foreign countries*. Moscow (2010). 239 p.
4. V. Podhorny, Features of strategic management of socio-economic transformation: the place and role of regional direction. *Economics of Entrepreneurship*, **2**, 1-9 (2010).
5. T. Pospelova, *Mechanisms of state management of human development in Ukraine*. Donetsk (2011). 350 p.
6. M. Porter, *International Competition*. Moscow (1993). 432 p.
7. V. P. Prihod'ko, The mechanism of state regulation and management of economic security. *Investments: practice and experience*, **15**, 6-8 (2013).
8. Ya.B. Oliinyk, F. P. Zapototsky, *Regional economy*. Kyiv (2007). 444 p.
9. S. Romaniuk, Agreements on regional development as an instrument of state policy. *Economy and region*, **6**, 9-16 (2012).

# Institutional Changes in the Ukrainian Education Industry: Problems and Solutions

*Mikhailo Ivashov<sup>1,1</sup>, Nadiia Datsii<sup>2</sup>, Olga Martynenko<sup>1</sup> and Vyacheslav Shynkarenko<sup>3</sup>*

<sup>1</sup> University of Customs and Finance, Department of Educational Management, Public Policy and Economics, 49000 Dnipro, Ukraine

<sup>2</sup> SHEE «Zhytomyr National Agroecological University», Department of Economics and Management, 10002, Zhytomyr, Ukraine, Ukraine

<sup>3</sup> Communal Institution of Higher Education “DNIPRO Academy of Continuing Education” of Dnipropetrovsk Regional Council”, Department of Pre-school and Primary Education, 49006, Dnipro, Ukraine

**Abstract.** This paper highlights the main directions of reforming the educational sector in Ukraine. Objective and subjective factors of reforming at all levels of educational services are revealed. The authors critically evaluate the current state, results and consequences of institutional changes in education. The necessity and advantages of introduction of innovations in educational process are substantiated in the work. The authors identified the main institutional threats from the implementation of "mechanical monkey" of the world-recognized educational standards without a systematic approach and adequate financial and logistical support. The peculiarities of the emergence of institutional pathologies due to inefficient management decisions in the field of education and their influence on the formation of the institutional environment and socio-demographic situation in the country are revealed. It is substantiated that the basis for the implementation of reasonable, understandable and achievable institutional changes is the search for effective growth points of the reform of the educational sector. The authors identify key areas for institutional change to ensure the success of education reform in Ukraine.

## 1 Introduction

The continuous process of innovation, which is now inherent in all spheres of activity, dynamizes the labor market and requires the person to adapt in the shortest possible time to changes in the socio-economic environment and to be ready to develop his knowledge and skills throughout life. Therefore, education reform is extremely important and relevant to modern society.

The learning process of the young generation determines the future of the state and its place in the world division of labor. Unfortunately, today it is obvious that the national level of education does not meet the modern demands of the individual and society, the needs of the economy, or the world trends. At present, Ukraine needs systemic institutional changes in the educational sector, since education is the basis for the intellectual, spiritual, physical and cultural development of the individual, his successful socialization, economic well-being, the key to the development of a society united by shared values and culture, and the state. The

20 November 2020

key objectives of such changes are: first, to provide citizens with the opportunity to continuously update their knowledge throughout life; second, high quality education at all levels, from elementary school to higher education. This is the main premise of "... the formation of conscious, socially active citizens capable of ensuring the economic growth and cultural development of the country" [1].

## **2 Data and Methods**

The authors of this article have used the methodology of scientific knowledge and systematic approach, as well as general scientific and special methods of cognition, while writing the article. In particular, the following methods were used in the work: abstraction for isolation for consideration of such elements as institutional pathologies and institutional deformities in the educational field; content analysis and comparative analysis to compare the norms of national and foreign legislation in the field of regulation of the educational sector and identify the main directions of its improvement; system-structural method for building a structural-logical scheme of institutional development of the educational sector; hypothetical method and generalization method for formulating conclusions and suggestions. The study used current regulatory documents on state regulation of the educational sector, statistical information and data from other analytical sources on the state of education in Ukraine and in the world, scientific works of leading scientists for the period from 2010 to 2019.

## **3 Results**

Large-scale institutional changes in the educational sector in Ukraine are envisaged in the Law of Ukraine "On Education" (hereinafter the Law). The preamble to this Law states that "... the purpose of education is the comprehensive development of a person as a person and the highest value of society, his talents, intellectual, creative and physical abilities, the formation of values and necessary for the successful self-realization of competencies, education of responsible citizens who are capable of a conscious society. choosing and directing their activities for the benefit of other people and society, enriching on this basis the intellectual, economic, creative and cultural potential of the Ukrainian people, more education of the citizens to ensure the sustainable development of Ukraine and its European choice [2].

In general, the Law declares the intentions of the state to significantly improve the state of the modern education industry at all levels of education - from elementary to higher education, but as rightly stated in the work of A. Romin, S. Dombrovskaya and V. Shvedun [3] such changes require adequate funding that in the conditions of economic and social crisis it is quite problematic for modern Ukraine. However, despite the challenges and challenges facing education consumers and the education system as a whole, the success of institutional change in the education sector requires the creation and implementation of innovative forms of education focused on the following:

- awareness of all participants in the educational process of the need to constantly acquire all new competencies;
- formation within the educational institutions of the ability to function in new models of economic activity;
- Guaranteed state provision of exponential technology development and accelerated growth of knowledge, because accelerated technology development requires a double acceleration of knowledge development.

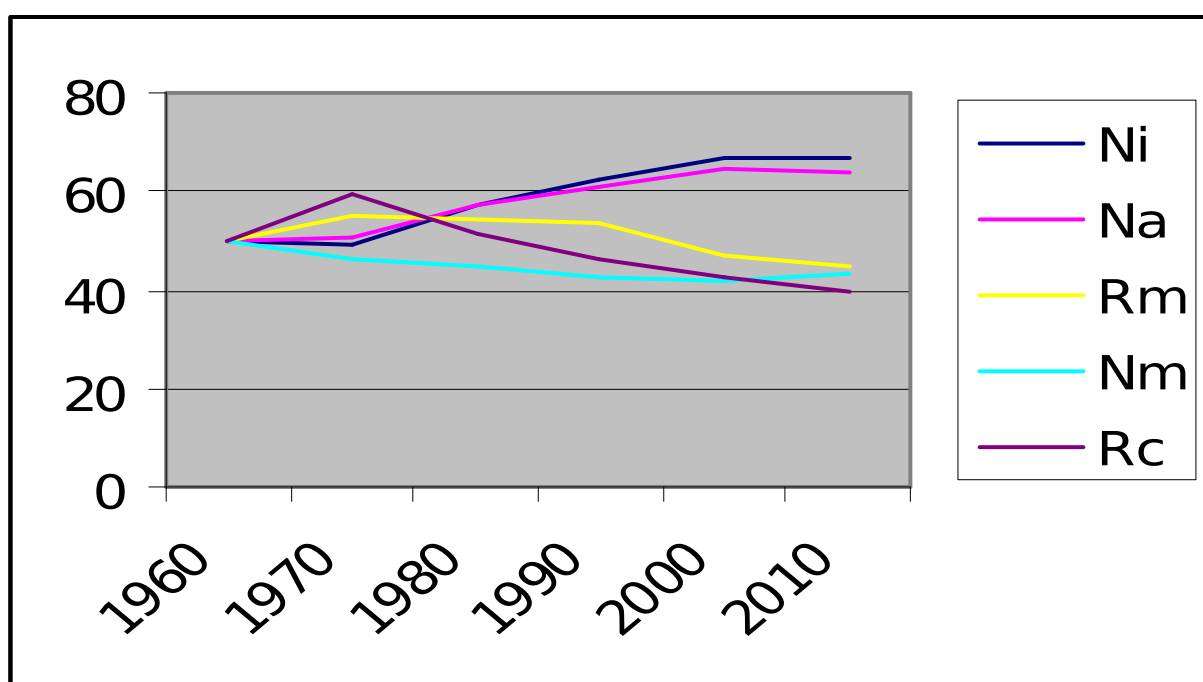
So, first of all, all participants in the educational process, from parents, children, educators, teachers, etc., and ending with representatives of the authorities, must understand the main thing



20 November 2020

- it is necessary to constantly work in the direction of mastering new knowledge and competences.

The development of an innovative economy requires a broad mastery of society with new knowledge, skills and competences based on a competency-based approach. The introduction of new technologies leads to the displacement of manual mechanical work and the search for non-trivial approaches to solving certain industrial or managerial problems. The skilled work of managers requires an increasing focus on resolving unstructured problems and effective analysis of information, taking into account the risks and consequences of making a management decision. In economically developed countries, since the middle of the last century, there has been a steady tendency to reduce jobs that required routine manual and cognitive skills and to expand the number of jobs in the information-analytical and management spheres. That is, there is an increase in the demand for qualified specialists, capable of non-trivial analytical work, and specialists with advanced communication competencies (Fig. 1).



Ni – nonroutine interpersonal

Na – nonroutine analytical

Rm – routine manual

Nm – nonroutine manual

Rc – routine cognitive

**Figure 1 Dynamics of labor market needs in types of competences (US economy 1960-2010)**  
[4]

The figure shows that over the past 50 years, the need for specialists with competencies that have the capacity for nontrivial work has high communication and analytical skills has increased significantly in the United States over the last 50 years. These are the competencies that potential employees should have throughout their lives, and most importantly, they should be embedded in training at all levels, from kindergartens to higher education. It is precisely the formation of such competences that should be directed at the modern domestic education system if Ukraine wants to overcome the socio-economic crisis in which it found itself as a result of short-lived reforms and experiments in the educational sphere in recent years. So the question is, is there a need for education reforms? is rhetorical. Usually needed! But there are

20 November 2020

questions about the quality of reform actions, the validity of institutional changes, as well as staffing, financial and logistical support. After all, only creative, financially independent, socially active teachers can teach non-trivial thinking, communication and analysis of situations. In addition, they must not only have knowledge of a particular field, but also be able to communicate their knowledge to the student, student or listener in an accessible manner. It is also important to show how this knowledge can be used throughout life in different situations.

Secondly, educational institutions must learn to function in the conditions of rapid development of new models of economic activity, to respond promptly to the needs of the labor market in order to provide their graduates with work in the future.

According to researches of scientists in the modern world, a tendency is emerging with the emergence and spread of new models of functioning of the economy, in particular, sharing economy demonstrates a particularly rapid growth (sharing is a business concept that emphasizes the benefits of renting goods to individuals over purchasing goods)) and gig economy (gigonomics is the model in which people work as freelancers) [5]. This form of employment is already typical for 20-30% of people in the US and Europe [6].

The authors of this article are convinced that educational institutions should take into account the needs of gigonomics in the process of education, because in the conditions of rapid evolution of technologies, the labor market requires a large number of professionals with a wide range of skills in various fields of activity. The peculiarity of this industry is that employers are able to hire temporary workers without limiting the geographical and geographical factor (remote work), which is the driving force behind gigonomics. HR specialists point out that the freelancer's work is often higher than that of a full-time employee because of his interest in completing the job quickly and efficiently and getting paid. According to foreign experts, this form of cooperation will only expand in the future: Intuit studies predict that by 2020, 40% of Americans will work as independent contractors [7]. The rapid growth of gigonomics has attracted the attention of official institutes. UNI Europa Regional Secretary (European Trade Union Service) Oliver Rating noted that the EU should begin to secure equal rights for decent pay and decent working conditions for workers online and offline with full-time employees, and work towards achieving a high level of social protection, applying these principles regardless of employment status or the type of contract, regardless of the economic sectors in which they are employed [8].

Finally, at the level of public administration, there should be an understanding of the need for the state to ensure exponential development of technologies and accelerated growth of knowledge, since accelerated development of technologies requires a double acceleration of knowledge development. It is the exponential development of technology and the simultaneous accelerated growth of knowledge that is another important factor in determining the need for innovative forms of education. At the same time, it should be noted that if the accelerated development of technologies requires the creation and implementation of innovative forms of education that can keep up with the changes, then the development of information technology itself provides the appropriate tools for the functioning and development of educational innovations.

The implementation of the aforementioned major, in the authors' view, areas for institutional change in the education sector should be based on an innovative platform. And the state itself should act as both the customer and the guarantor of the development of innovative forms of education, including through the introduction of the educational model "lifelong learning" (lifelong learning). This model allows a person to adapt and develop their competences and professional skills in the light of rapid changes in the economy, technology and labor markets.

In our view, this model includes the following subsystems:

20 November 2020

- by degree of institutionalization - non-formal and informal education;
- by the method of organizing the educational process - full-time, distance and distance education;
- by means of implementation - traditional (contact) and online education;
- mixed education - a combination of traditional and online learning).

It should be noted that at the beginning of the 21st century, there was a formal recognition of the importance of education for humanity throughout life, which led to the modernization of European education policy. For example, in March 2000, the Council of Europe Lisbon Summit adopted the A Memorandum of Lifelong Learning [9]. This Memorandum stipulates that lifelong learning should become the main political agenda of civil society, social unity and employment. In order to develop the main provisions of the Memorandum in 2006, the European Parliament and the Council adopted Recommendations 2006/962 / EC "On basic competences for lifelong learning", which set out the reference framework for basic competences as a means of personal fulfillment, an active public life, employment opportunities and more. These Recommendations define the following basic competences for lifelong learning: communication in native and foreign languages; knowledge of mathematics and general knowledge in the field of science and technology; digital media skills; training for the sake of knowledge acquisition; social and civic skills; initiative and practicality; awareness and expression in the cultural sphere. The reference frameworks include: critical thinking, creativity, initiative, ability to solve problems, risk assessment, ability to make decisions and ability to constructively manage emotions [10].

Today, the institutional support for the functioning of the education system in the leading countries of the world is built in such a way that the educational service providers themselves decide when and how they want to receive them. International regulatory documents in the field of education are focused on enhancing motivation for personal growth. Thus, a survey conducted among EU citizens showed that 80% believed that education should improve their working lives, and 72% believed that personal life [11]. Respondents acknowledged that distance education based on information technology allows them to realize their desire to learn and to acquire certain knowledge, skills and abilities [12].

The positive attitude to the use of new technologies is constantly growing in formal education. Thus, if in 2002 less than half of respondents from the US academic environment considered online education a prerequisite for the development of HSE, in 2012, nearly 70% of US educational institutions said that online education was an important element of long-term strategic development of higher education institutions education [13]. According to international experts, up to 50% of all US higher education courses were planned to be provided online by 2019 [14]. The European education market is also showing similar trends. Thus, according to the Impact of Distance Education on Adult Learning report, only 20% of European higher education institutions that participated in the survey did not offer distance learning courses in any form; 9% offer online education exclusively. Half of the institutions of higher education implement online courses in addition to the basic learning process, with another 20% building a blended model that is increasingly popular [15]. For Ukraine, online education is extremely relevant, especially for students and students from temporary occupied territories who may not attend traditional classes.

Noteworthy is the proposal to improve the educational process from the founder of mass open online courses edX - Anant Agarwal. It offers an alternative to the standard American model of four-year HLT, namely: first-year admission - distance students, next two years - university, and last year - part-time and online . According to A. Agarwal, such a model is more attractive for those wishing to combine learning with work or other activities than the traditional form of education [16]. We believe that the use of the blended learning model proposed by the

20 November 2020

author allows to activate the interest of students, increase their success, and most importantly - this model takes into account the dynamics of economic and social change. This form of training is particularly relevant in the context of various force majeure circumstances. For example, it is appropriate for quarantine, which has been introduced in many countries by the COVID-19 coronavirus.

## **4 Conclusion**

Thus, the challenges of modern education cannot be overcome without institutional changes in the education sector. These changes should be based on the development and implementation of innovative forms of education. In the context of accelerating innovation processes, forms of traditional education cannot satisfy either the growing personal demands of the individual for knowledge or the dynamic demands of the labor market on workers. In Ukraine, the problem of the inconsistency of the existing education system with the new needs of society and people is exacerbated. Against this background, a new perspective on the role and importance of lifelong learning is needed, which will meet the broader educational needs of the broader life-cycle education model, which requires the state to support and develop all of its subsystems: non-formal and informal education, online education, blended learning models.

We believe that lifelong learning at the national level should be defined as a full-fledged educational service with the formation of appropriate institutional support, with a focus on controlling and verifying the quality of education and recognizing various forms of education.

Achieving this goal requires the following institutional changes:

to develop and, in the near future, adopt the Law of Ukraine "On Lifelong Learning" and amend the Laws of Ukraine "On Education" and "On General Secondary Education" with the view that "... qualifications obtained through non-formal and informal education can be confirmed and recognized in the formal education system", namely the bill "On Lifelong Learning" should define the mechanisms for such recognition and confirmation;

to develop effective models for the assessment and recognition of prior learning, taking into account the recommendations of the European Parliament and the Council of the EU "On core competences for lifelong learning";

to develop a program for stimulating and supporting the introduction of blended learning practices by domestic higher education institutions in order to increase the accessibility and effectiveness of education in terms of developing practical competences;

The implementation of our proposals will not only adapt the domestic education system to international standards, but will also provide an opportunity to meet the needs of consumers of educational services in obtaining quality and competitive education.

## **References**

1. Reform of education and science [online]. Available at: <https://www.kmu.gov.ua/diyalnist/reformi/rozvitok-lyudskogo-kapitalu/reforma-osviti>.
2. VRU. On Education: Law of Ukraine No. 2145-VIII. [online]. Available at: <https://zakon.rada.gov.ua/laws/show/2145-19> (2017)
3. Romin A. V., Dombrovska S. M., Shvedun V. O. Aspects of development and implementation of financial strategy of higher educational institution Financial and credit activity: problems of theory and practice, 2018. Vol 1, No 24. pp. 461-468. URL: <http://fkd.org.ua/article/view/128238>; DOI: <https://doi.org/10.18371/fcaptp.v1i24.128238>
4. The skills needed in the 21 st century // World electronic forum [online]. Available at: <https://widgets.weforum.org/nve-2015/chapter1.html>

20 November 2020

5. Gig economy // TechTarget network [online]. Available at: <http://whatis.techtarget.com/definition/gig-economy>
6. Independent work: Choice, necessity, and the gig economy // The McKinsey Global Institute forum [online]. Available at: <http://www.mckinsey.com/global-themes/employment-and-growth/independent-work-choice-necessity-and-the-gig-economy>
7. Intuit 2020 Report: Twenty trends that will shape the next decade // [online]. Available at: [http://httpdownload.intuit.com/http.intuit/CMO/intuit/futureofsmallbusiness/intuit\\_2020\\_report.pdf](http://httpdownload.intuit.com/http.intuit/CMO/intuit/futureofsmallbusiness/intuit_2020_report.pdf)
8. The Commission needs to get serious about tackling new forms of undeclared work // Trade union campaigns [online]. Available at: <https://www.etuc.org/press/commission-needs-getserious-about-tackling-new-forms-undeclared-work>
9. A Memorandum on Lifelong Learning // Commission of the european communities [online]. Available at: [http://arhiv.acs.si/dokumenti/Memorandum\\_on\\_Lifelong\\_Learning.pdf](http://arhiv.acs.si/dokumenti/Memorandum_on_Lifelong_Learning.pdf)
10. Recommendation [2006/962/EC](#) of the European Parliament and of the Council of 18 December 2006 on key competences for lifelong learning // Official Journal of the European Union, L 394/10. [online]. Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32006H0962>
11. Towards an institutional strategy for Lifelong Learning in Higher Professional Education // Published by the FLLLEX consortium May 2012 [online]. Available at: [www.aqu.cat/doc/doc\\_16974883\\_1.pdf](http://www.aqu.cat/doc/doc_16974883_1.pdf)
12. Connie I. Reimers-Hild. Future-Focused Leadership: Three Mega-Trends Influencing Distance Learning // University of Nebraska-Lincoln [online]. Available at: <http://www.nboa.org/HigherLogic/System/DownloadDocumentFile.ashx?DocumentFileKey=e247025f-65d9-4c61-a853-c8c4febe1119>
13. Allen I.E., Seaman J. (2013) Changing Course: Ten Years of Tracking Online Education in the United States // Babson Survey Research Group and Quahog Research Group [online]. Available at: <http://www.onlinelearningsurvey.com/reports/changingcourse.pdf>
14. Michael Horn, Keynote Speaker. Disrupting Class: How Disruptive Innovation Will Change the Way the World // NBOA [online]. Available at: <http://www.nboa.org/HigherLogic/System/DownloadDocumentFile.ashx?DocumentFileKey=e247025f-65d9-4c61-a853-c8c4febe1119>
15. Distance education in European higher education. Report 1 (of 3), 2014 // The IDEAL Project [online]. Available at: [https://idealprojectblog.files.wordpress.com/2013/11/ideal\\_report\\_final.pdf](https://idealprojectblog.files.wordpress.com/2013/11/ideal_report_final.pdf)
16. The future of universities: The digital degree // The Economist, 28.06.2014 [online]. Available at: <http://www.economist.com/news/briefing/21605899-staid-higher-education-businessabout-experience-welcome-earthquake-digital>

DOI: 10.5281/zenodo.4274916

# **Problems of adaptation of the legislation of Ukraine in the sphere of ensuring the human right to safe working conditions to international and European standards**

Oleksander Malko<sup>1</sup>, Oleksiy Ilinskiy<sup>1</sup>, Maryna Sarapina<sup>1</sup>, Kateryna Zakomorna<sup>2</sup>

<sup>1</sup> National university of civil defence of Ukraine (Kharkiv)

<sup>2</sup> Yaroslav Mudryi National Law University (Kharkiv)

**Abstract.** The provisions of international and European standards that are not properly reflected in the national regulatory framework for labor protection have been identified. International and European standards of safety and hygiene has been systematized, also their content, state of development and implementation in the field of occupational safety have been clarified. The types of EU occupational safety and health regulation documents adopted on the basis of Directive 89/391 / EEC and the general principles of occupational safety and health have been identified. The list of issues that need to be finalized and implemented in the National NEAP has been compiled and the factors that impede this process have been identified.

## **1 Introduction**

After the Association Agreement was signed in 2014 between Ukraine on the one hand and the European Union, the European Atomic Energy Community and their Member States on the other hand, the country has taken a clear course on building European approaches in all fields of activity, including issues related to the creation of safe and favorable working conditions of a person. In the field of occupational safety the generally accepted principles and norms of international and European law on the regulation of occupational safety and health (OHS) are gradually being introduced. The introduction of international labor standards into national legal practice will provide an opportunity for Ukraine to ratify ILO conventions which provide for more rights and guarantees for workers than national legislation. However in order to harmonize national labor protection legislation with important international standards and EU directives, a number of legal acts that will include requirements for the protection of workers in different industries need to be developed.

## **2 Presenting main material**

An important universal right in the field of labor protection is the human right to favorable working conditions which was proclaimed in Art. 23 of the Universal Declaration of Human Rights. In Art. 7 of the International Covenant on Economic, Social and Cultural Rights states that States which takes parts in this Covenant recognize the right of everyone to fair and favorable working conditions, including in particular working conditions that corresponding the requirements of occupational safety and health (OHS). These international standards are implemented in the Constitution of Ukraine, Article 45 of which emphasizes the obligation of the state to ensure the right of everyone to a proper, safe and healthy working environment. According to Article 4 of the Law of Ukraine "On Occupational Safety" the state policy in the field of labor protection is determined in accordance with the Constitution of Ukraine by the Verkhovna Rada of Ukraine and is aimed at creating proper, safe and healthy working conditions, prevention of occupational injuries and occupational diseases.

Starting from 1994 in Ukraine have been developed national, industry, regional and production programs for improving the conditions of work safety and safety at work. They have been laid the foundations for improving the state system of labor protection management, implementing economic management methods, resolving organizational, scientific and regulatory issues, legal support of work in the field of labor protection. Remedies were created for workers, which not previously issued in Ukraine, a number of measures aimed at controlling working conditions, preventing emergencies and introducing a single automated occupational safety information system, etc. were developed.

At the same time, at present, the state of labor protection in Ukraine cannot be considered satisfactory. This is evidenced by the high level of injuries including fatalities, especially in such sectors of the economy as the coal mining, construction, transport, agro-industrial complex. So, in 2019, 3876 people were injured at work, 422 of which were fatal. According to the International Labor Organization (hereinafter - ILO) the death rate in Ukraine is one of the highest among European countries. In addition to human losses, the country's economy is also suffering heavy losses[1]. Considering the above labor protection issues are constantly in the area of attention of Ukrainian scientists (V. Venediktov, V. Groholsky, M. Inshin, N. Kaczynska [4], O.Sereda [6], Yu. Dreval [6, 8], O. Shramko [12] and others.

Domestic scientists emphasize that the unresolved problem in the field of labor protection remains the moral obsolescence of the legal framework. Since a large part of the regulations remain in force since the Soviet Union and one of the reasons for the unsatisfactory state of labor protection arising from the transition from the Soviet system to European, domestic researchers call non-compliance in this area of European and international standards because international standards are more effective and sometimes easier to implement than national [2].

The purpose of this work is to analyze international and European standards on occupational safety and to identify the problematic issues of their adaptation to the legislation of Ukraine.

The process of adaptation of Ukrainian legislation to the norms of international and European law on labor protection regulation is to achieve in practice high European standards of the BWP with a general reduction in the rates of occupational injuries and occupational diseases. At the same time, the results of the analysis show that there are a large number of positions and norms that are not properly reflected in national legislation and that are important in modern labor protection regulation [3]:

a) The sphere of valid national legislation does not ensure its application to all fields of activity both public and private.

b) The issues of cooperation and coordination of safety and health at work of those employers whose employees perform work at one workplace, inform one another, and workers about industrial risks and hazards are not regulated at the legislative level.

c) The term "employee" is interpreted in a very limited way namely that it does not cover employees (and their employers) who do not have an employment contract but who are in an employment relationship (such as, for example, fully undeclared workers, quasi-self-employed persons, service providers, volunteers, students, interns, etc.).

d) The general obligation of employers to prevent accidents and occupational diseases which is a fundamental feature of the European labor law framework is not provided for in national law.

e) The OHS regulatory framework should clearly state employers' responsibilities, which cannot be transferred to others, for the safety and health of workers in all work-related aspects. The use of third-party services or persons and the obligations of OHS employees do not release the employer from his liability.

f) Taking into account the capabilities of employees in assigning them their tasks of OHS and ensuring that employees are properly trained, informed and instructed.

g) The duty of the employer to consult with employees and (or) their representatives regarding preventive measures working conditions and the working environment.

Also some positions of national legislation on occupational safety against special risks that need to be revised in order to comply with both ILO acts and EU legislation are set out in section 5.3. "Analysis of the conformity of the legislation of Ukraine *acquis communautaire*" [3].

It is stated in the scientific literature that the essence of the term "adaptation" lies in a set of interrelated organizational, legal, socio-economic, scientific and technical processes and measures aimed at approximating the legislation of Ukraine with the modern European system of law by designing a new one and amending it into Ukrainian legislation, taking into account the common European standards reflected in the current legislation of the EU and the EU member states, as well as by steadily adhering to the updated legislation [4] The standard is a document: what is meant by the definition of expected (received) quality, the approved model that underlies the evaluation process [2]; drawn up by consensus of specialists approved by a specialized organization and aimed at achieving the optimum degree of orderliness in the field [5]

In domestic science it is generally recognized that international standards are: a) common principles and norms of behavior of the subjects of law which are fixed in the main sources of international law, both universal and regional legal acts; b) optimal legal requirements for the legal systems of Member States of the international community; c) the best legal achievements of international law and cooperation of the Member States of the international community and the Member States of universal and regional international intergovernmental organizations (IMO); d) principles and rules of law; (e) mandatory requirements for States parties to international treaties containing such legal standards; e) the basis for the harmonization of international and national law [5].

European standards of the organization of labor - a kind of regulatory substance of international labor law reflecting the results of the activities of States aimed at introducing social values into the market economy. The content of these standards is a concentrated reflection of the experience of many European countries, the result of a meticulous selection of the most valuable and universally relevant norms and positions of national legal systems that

20 November 2020

have been transformed into international norms [5]. A valid example of the implementation of European standards is their implementation in various fields of the national economy in particular to the agriculture [6].

It is advisable to divide the international and European standards in the field of occupational safety by the subject of development into five groups.

The first group of international and European standards in the field of occupational safety should include the universal standards developed and adopted by the ILO. In addition to the ILO, the International Atomic Energy Agency (IAEA), the World Health Organization (WHO), the International Aviation Organization (ICAO) and others are contributing.

The ILO's rule-making is to develop and adopt international labor standards (conventions and recommendations). The ILO-approved norms form the International Labor Code which is governed by States in the development and implementation of national labor laws [7]. European Union (EU) legislation on OHS takes into account the fact that EU member states have ratified international labor standards on public policy on OHS. These include the following ILO Conventions: the Occupational Safety and Health Convention 1981 (No. 155); the Convention on Occupational Health Services 1985 (No. 161); the Convention of the Basics Promoting Safety and Health at Work 2006 (No. 187); the Labor Inspection Convention 1947 (No. 81); the Convention on Labor Inspection in Agriculture 1969 (No. 129). Ukraine has already ratified 71 ILO conventions including 8 fundamental conventions, 4 priority conventions and 59 of 177 technical conventions. As a rule, States ratifying ILO conventions voluntarily agree to abide by them [8].

The next group of international and European standards should be drafted by Council of Europe legal documents. The Council of Europe has adopted over 160 conventions, charters, agreements and protocols thereto. The most important European standards for work organization are set out in the Council of Europe documents - European Convention on Human Rights and Fundamental Freedoms (1950), Universal Declaration of Human Rights (1966), European Social Charter (1961), European Social Charter (revised) (1996). , The Convention on the Elimination of All Forms of Discrimination against Women (1979), the Convention on the Rights of the Child (1989) [9].

The main acts of the Council of Europe's are embody a fundamental right of human to work which includes the prohibition of forced and compulsory labor (Article 4 of the Convention for the Protection of Human Rights and Fundamental Freedoms) and the right to safe and healthy working conditions (Article 3 of the European Social Charter (revised)). Having become a member of the Council of Europe in 1995, Ukraine has undertaken a number of commitments to reform existing legislation based on norms and standards. The vast majority of these commitments have already been fulfilled. Ukraine has signed and ratified 77 of the Council of Europe's international legal documents.[10].

EU documents should be included into the third group of international and European standards. The pan-European labor protection policy is formed by approving the relevant regulatory acts (EU directives) which are of a recommendatory nature and sets out the basic principles that the legislation of the EU Member States must comply with. However forms, methods and terms of practical implementation of the relevant provisions remain at the discretion of the States themselves. This "soft" approach allows us to create a pan-European legal space while preserving the specificities and traditions of each national legislative system [3].

Labor protection is one of the most important areas of EU social policy. The right of every worker to work in conditions that ensure the protection of his health, safety and dignity is enshrined in Art. 31 EU Charter of Fundamental Rights. The legal bases for labor protection have been developed in a sound EU legislative framework and underpinned by a large number of non-legislative instruments. In 1989 a major document was adopted in the field of occupational safety and health which created the EU legal basis for OHS - Framework Directive 89/391 / EEC «On the implementation of measures to improve the safety and health of workers at work» The aim of the directive is to increase the level of protection in the EU Member States by implementing preventive measures to protect against industrial accidents and occupational diseases, as well as through the provision of information, advice, proportionate participation and training for workers and their representatives in the process of ensuring occupational safety [3].

The framework nature of Directive 89/391 / EEC is that its provisions are worded in a general form and several dozen other regulations have been adopted to implement them. The OHS Framework Directive is based on a preventive, goal-oriented approach that focuses on risk management cycles. The Directive contains general principles for the prevention of industrial risks, safety, health, avoidance of risk factors and accidents, information, consultation, balanced participation in their implementation, in accordance with national legislation, practice, education of workers. The purpose of the directive is to provide a clear, stable and flexible legal basis for overcoming the risks arising from production processes and to give general importance to the by-laws. Subject to regulation, all EU labor law legislation adopted on the basis of Directive 89/391 / EEC includes [11]:

1. General principles for the provision of OHS (Council Directive 89/391 / EEC):

- the obligation of the employer to take the necessary measures for the safety and health of workers, including measures to prevent occupational hazards, information and training, as well as to prepare appropriate organizational measures and necessary means. The employer should ensure that such measures take account of changing



circumstances and direct efforts to improve existing working conditions, to inform employees in a timely and timely manner by means of instructions, special courses on the proper use of equipment, etc.;

- the duty of every employee to promote the protection of their own health and safety, the safety of other workers by following safety instructions, the proper use of technical means;
- the absence and / or limitation of the liability of the employer for damage caused to the employee due to force majeure.

2. Workplace safety requirements (Directive 89/654 / EEC on requirements for the workplace, Directive 92/57 / EEC on temporary or mobile construction sites which became the first Directive adopted under the Framework Directive, Directive 92/91 / EEC on occupational safety at mineral extraction enterprises through wells, Directive 92/104 / EEC on the protection of underground and opencast mining, Directive 93/103 / EC on the protection on the board fishing vessels, Directive 1999/92 / EC about for the number of workers exposed to potential hazards in explosive environments).

3. Requirements for occupational safety when using equipment (Directive 89/655 / EEC on the use of safety equipment by workers, Directive 89/656 / EEC on the use of personal protective equipment at work, Directive 90/269 / EEC on the manual movement of goods when available the risk of injury to the back of the employee, Directive 90/270 / EEC on the operation of screens, Directive 92/58 / EEC on the minimum requirements for signs on the enterprise concerning the threat to the safety and health of workers).

4. Occupational health and safety requirements for chemical, physical and biological substances (Directive 2004/37 / EC on the protection of workers from the risks associated with the use of carcinogens and mutagens at the plant, Directive 2000/54 / EC on minimum safety and health requirements health of workers from the risks associated with the use of biological agents in production, Directive 98/24 / EC on the protection of the health and safety of workers from the harmful effects of chemical agents on production, Directive 2002/44 / EC on the protection of workers from risks related from physical agents (vibration), Directive 2003/10 / EC on the protection of workers from the dangers posed by physical agents (noise), Directive 2004/40 / EC on the minimum safety and health requirements for workers from the risks posed by physical agents (in electromagnetic field), Directive 2006/25 / EC laying down minimum requirements for the protection of the health and safety of workers from the risks posed by physical agents (artificial optical radiation).

5. Protection of certain groups of workers in the workplace (Directive 92/85 / EEC on the promotion of the safety and health protection of pregnant workers and recently-born mothers in the workplace, Directive 94/33 / EC on the protection of young people at work, Directive 91/383 / EEC on temporary workers).

6. Working time requirements (Directive 2003/88 / EC on certain aspects of the organization of working time. The Directive establishes minimum safety and health requirements of the organization of working time applicable to periods of daily rest, breaks, weekly rest, maximum weekly working hours, annual leave and some aspects of night work, shift work and work hours). The adaptation of the NEAP to the positions of Directive 89/391 / EEC is foreseen in the Association Agreement between Ukraine on the one hand and the European Union, the European Atomic Energy Community and their Member States on the other. The concept of reforming the safety management system in Ukraine and approving a plan of measures for its implementation are directed to the implementation in the national legislation of the norms of Directive 89/391 / EEC. The concept was implemented by the decree of the Cabinet of Ministers of Ukraine No. 989-r of December 12, 2018. The purpose of the implementation of the measures of the Concept is to create a national system of prevention of industrial risks based on the introduction of a risk-oriented approach in the system of management of occupational safety to ensure the effective exercise of the right of workers to safe and healthy working conditions [12].

At the same time, Ukraine has not yet sufficiently harmonized national labor legislation with some important international standards and EU directives. According to the annual plans of measures related to the implementation of the National Program of Adaptation of the Legislation of Ukraine to the EU legislation in the field of labor protection. The state should develop draft normative legal acts containing general requirements for labor protection of workers of mining industries, labor safety rules for labor protection on board of fishing vessels, general requirements for providing employers with occupational safety [13].

The fourth group of international and European standards should include OHSAS universal standards. OHSAS - a certification system that combines the requirements of OHSAS 18001: 2007 «Occupational Health and Safety Management Systems» - International Occupational Health and Safety Management Standard, ILO - OSH (International Labor Organization (ILO)) - Guidelines on Occupational Safety and Health Management Systems (ILO / OSH 2001) and National Standards Requirements. The OHSAS International Standard OHSAS 18001: 2007 developed with the active involvement of national standardization bodies in countries such as the United Kingdom, Japan, Ireland and South Africa is a particularly significant. OHSAS standard is necessary for effective work in the field of occupational safety, health and safety of workers. [14]

A review of OHSAS standards and certifications in 2011 showed that 127 countries apply OHSAS standards mainly based on the adoption or adaptation of OHSAS 18001: 2007 which necessitated the development of a basic international standard in this area. Because OHSAS is similar in structure to ISO 9001, ISO 14001, ISO 50001 standards it has made it possible to integrate OHSAS 18001 with many ISO standards which should be attributed to

20 November 2020

the fifth group of international and European standards. In 2013 the basic standard ISO 45001: 2007 was introduced. "Hygiene and safety management systems". Further, in 2019 the OHSAS Task Force approved ISO 45001: 2018 as a replacement for OHSAS 18001: 2007. Therefore after the publication of ISO 45001: 2018 the official status of OHSAS 18001: 2007 is considered to be "Canceled" subject to a three-year transition period.

According to the results of consideration and analysis of European and international standards issues requiring refinement and implementation in national NEAP can be attributed [13]:

- the elimination of duplicate, outdated and contradictory provisions of the laws of Ukraine: "On, Occupational Safety" (regarding occupational safety against special risks, determination of the main factors of physical impact), "Code of Labor Laws" (Labor Code of Ukraine does not contain the definition of "production environment", "Special risks" and "special risks at work"), bringing them into line with international EU standards on occupational safety and health;
- identify the hazards associated with the nature of the work such as night-time loaders;
- prohibition, restriction of use and other ways of reducing the influence of hazardous processes, machines, substances such as asbestos;
- determination of the maximum permissible level of concentrations of harmful substances in the production environment;
- improving measures to prevent occupational hazards through the introduction of a risk-oriented approach in the occupational health and safety management system;
- finalization of the main provisions of the normative acts for ensuring the requirements of occupational safety against the negative effects of carcinogens and mutagens;
- determination of requirements for the levels of electromagnetic impact on workers;
- finalization of requirements for protection of workers from the risk of exposure to chemicals, physical and biological substances at work;
- since the Ukrainian legislation does not prohibit the use of temporary and temporary workers in hazardous jobs there is a need to ensure that such workers undergo special medical examinations.

The analysis and evaluation of the implementation of the obligations on the adaptation of national legislation in the field of occupational safety to the requirements of Directive 89/391 / EEC, as of November 1, 2017 which were made by NGO "Ukrainian Center for European Policy" shows that the positions of the Directive are not completely fulfilled. Among the factors that impede the adaptation process and need a solution are the following [13]:

- insufficient staffing capacity of responsible institutions to provide for the process of legislative adaptation and too bureaucratic procedure for drafting, approving and adopting legislation;
- conflicts of interest between different state bodies regarding the division of powers which causes a delay in the process of consideration and approval (disagreement) of draft legislative acts;
- failure to take into account the rules of the current legislation in the process of adaptation of legislation which causes duplication of rules;
- blocking the passage of acts by various stakeholders and interest groups who are afraid of changes which implies the adaptation of legislation which causes a long consideration of bills in the Verkhovna Rada committees in the absence of constructive dialogue between participants in the process and finding compromise solutions.

### **3 Conclusions from the conducted research**

Summarizing the main research results it is established that an unresolved problem in the field of labor protection in Ukraine is the moral obsolescence of the legal framework remains and one of the reasons for the unsatisfactory state of labor protection is the failure to comply with the positions and norms of international and European standards in this field.

As a result of reviewing and analyzing international and European occupational safety and health standards it has been found that Ukraine has not yet sufficiently harmonized national occupational safety legislation with some important international EU standards and directives. It is necessary to develop draft normative legal acts that will contain general requirements for labor protection of workers of the mining industries, the rules of labor protection when performing work at the board of fishing vessels, general requirements for providing employers with labor protection. Also a number of issues that need to be finalized and implemented in the National NEAP are identified. Taking into account the conclusions of the analysis and evaluation of the fulfillment of obligations to adapt national legislation in the field of labor protection to the requirements of Directive 89/391 / EEC, the factors that hinder the adaptation process and need to be addressed are identified.

Therefore the main areas of improvement of the state of labor protection in Ukraine by adapting legislation in the field of ensuring the right to safe working conditions to international and European standards are the introduction of rules and regulations which in particular will include the elimination of duplicate, outdated and contradictory positions of laws and NAPAE in accordance with international standards of the European Union on occupational safety and health.

## References

1. State Labor Service of Ukraine. official site. Retrieved from: <http://dsp.gov.ua/category/diyalnist/travmatyzm-na-vyrobnytstvi>.
2. V.S.Venediktov, V.P.Groholsky, M.I.Inshin. *Labor protection: European and international standards and legislation of Ukraine (comparative analysis)*, 680 (2006).
3. EU Directives and Reform of the Law on Labor and Labor Relations of Ukraine. EU-ILO Project Strengthening Labor Administration to Improve Working Conditions and Overcome Undeclared Work, 68 (2019). Retrieved from: [https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-budapest/documents/publication/wcms\\_689356.pdf](https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-budapest/documents/publication/wcms_689356.pdf)
4. O.Prylipchuk. *Public Administration Theory and Practice*, 3 (54), 1-6 (2016)
5. O.Sereda. *Law and Innovation*, 4 (12), 110-117 (2015).
6. Y. Dreval, V. Loboichenko, A. Malko, A. Morozov, S. Zaika, V. Kis. *Environmental and Climate Technologies*, 24.1, 58–71 (2020). Retrieved from: <https://doi.org/10.2478/rtuct-2020-0004>
7. S. Ladbury, S. Gibbons. *Core labour standards. Key issues and a proposal for a strategy*, Retrieved from: [http://www.jsieurope.org/docs/core\\_labour\\_standards.pdf](http://www.jsieurope.org/docs/core_labour_standards.pdf)
8. Yu. Dreval, A. Morozov, O. Bukhman. *Development of programmatic frameworks and rulemaking activities of the International Labor Organization in the context of globalization*. Monograph. Kharkiv, National University of Civil Defense of Ukraine, 133 (2016).
9. O.V. Grigor'eva, I.O. Lavrinenko. *Electronic journal Effective Economics*, 6: (2016). Retrieved from <http://www.economy.nayka.com.ua/?op=1&z=5043>
10. Andrienko V.M. *Agrosvit*, 6, 44-45 (2014).
11. Copa V. *Labor Protection* 4, 14-23 (2015).
12. The concept of reforming the safety management system in Ukraine and approving a plan of measures for its implementation. Ordinance of the Cabinet of Ministers of Ukraine No. 989-r of December 12, 2018
13. Ukraine and the Association Agreement. Performance monitoring from December 1, 2016 to November 1, 2017. NGO "Ukrainian Center for European Policy, 114 (2017).
14. Health and safety management systems. Requirements. Retrieved from: <http://iso-management.com/wp-content/uploads/2013/12/OHSAS-18001-2007-.pdf>

20 November 2020

DOI: 10.5281/zenodo.4274918

# Improvement of the Civil Service Legislation in the Conditions of Power Restart in Ukraine: innovations and risks

Natalia Goncharuk<sup>1</sup>, Lesia Prudius<sup>2</sup>

<sup>1</sup>Dnepropetrovsk Regional Institute of Public Administration, National Academy for Public Administration under the President of Ukraine, st. Gogol, 29, 49044 Dnipro, Ukraine

<sup>2</sup>Ukrainian School of Government, st. Prorizna, 15, 01034 Kyiv, Ukraine

**Abstract.** The article is devoted to the study of innovations and risks of the amendments to the legislation on the civil service in the conditions of restarting power in Ukraine. It is established that the innovations relate to the scope of the Law of Ukraine "On Civil Service", legal bases of the civil service, management of the civil service, entry into the civil service, its passage and suspension. In order to evaluate these innovations of the current Law on Civil Service of Ukraine, the method of SWOT analysis was applied. SWOT Analysis of the Civil Service Law of Ukraine allowed to identify the strengths and weaknesses of the internal environment of the changes and innovations that contribute to the improvement of the civil service legislation and cause threats and risks in the civil service, to identify as potential threats and the risks arising from the introduction of innovations, as well as the potential of the external environment to address them by further improving the civil service legislation to improve its quality and effectiveness and, adherence to European standards for the protection of human rights in the public service. Among the risks and threats of the changes were the following: substantial violations of the constitutional rights and freedoms of civil servants, discrimination and narrowing of their rights, violation of the Recommendations of the Committee of Ministers of the Council of Europe to the member states of the Council of Europe on the status of public servants in Europe Of Ukraine "On Civil Service".

## 1 Introduction

In the conditions of modernization of civil service and public administration reform of Ukraine, an important event for improvement of the legislation on public service was the adoption of the law of Ukraine "On some amendments to laws of Ukraine concerning the restart of the power" from September 19, 2019 No. 117-IX [1], which introduced amendments to some legislative acts, in particular, to the existing in the country from May 2016, the law of Ukraine "On civil service" [2].

The proposed changes concern the narrowing of the scope of the Law of Ukraine "On civil service" and the limitations of labor legislation on public service; clarification of legal framework of public service, including the facilitation of entry into the civil service, the introduction of the possibility contract of public service, improvement of procedure of civil service and dismissal from it, increasing the responsibility of public officials for the achievement of their performance; improving the system of management of the civil service, including by clarifying the authority of the governing bodies, to eliminate unnecessary intermediate bodies appeal, while maintaining an unconditional right to judicial appeal, etc [1, 2].

However, based on the analysis of these changes must be stated, that in some cases improvement of the law of Ukraine "On civil service" [2] in terms of the restart of power contributes to a significant violation of constitutional rights and freedoms of civil servants, discrimination and narrowing of the scope of their rights, contrary to the Recommendations of the Committee of Ministers of the Council of Europe member States of the Council of Europe

20 November 2020

"On the status of public servants in Europe" [3]. Thus, the relevance of this problem is undeniable. In addition, today there are no comprehensive publications on the analysis of the innovations and risks of changes to the Law of Ukraine "On civil service" [1, 2] in terms of the restart of power that led to the selection of the chosen perspective of the study.

## **2 Presentation of the main results**

Consider specifically the innovations that have been made to date in the Law of Ukraine "On Civil Service" in accordance with the Law of Ukraine "On Amendments to Certain Laws of Ukraine on Restarting Power" [1, 2], in particular:

### **1. Scope of the Law of Ukraine "On Civil Service".**

The amendments supplemented the list of persons who are not covered by the Law of Ukraine "On Civil Service" (Article 3, part 3).

### **2. Legal principles of the civil service.**

1) The division of civil service positions in public bodies into categories and subcategories is foreseen depending on the order of appointment, nature and scope of authority, content of work and its influence on making the final decision, the degree of official responsibility, the required level of qualification and professional competencies of civil servants. It is established that the definition of subcategories of civil service positions and the equalization of civil service positions is carried out by the Cabinet of Ministers of Ukraine upon submission of the central executive body, which ensures the formation and implementation of state policy in the sphere of public service (Article 6 of the Law).

2) The list of persons classified into the categories of civil service posts "A", "B" and "V" (part two of Article 6 of the Law) has been supplemented.

### **3. Management of the civil service.**

1) Additional powers are given to the central executive body, which provides for the formation and implementation of state policy in the field of public service, namely: 17-1) provides and implements the development, implementation and technical support of information, telecommunication and information and telecommunication systems and technologies in the field within his competence; 17-2) organize a centralized assessment of the professional competencies of candidates during the competition for civil service positions in accordance with the procedure established by the Cabinet of Ministers of Ukraine; 17-3) administers the Unified Civil Service Job Portal. At the same time, the powers to carry out checks on the observance of the civil service legislation, protection of the rights of civil servants in the adoption, passage and termination of the civil service, development and approval of training programs for public servants are excluded.

2) The powers of the Commission of the Senior Civil Service Corps on the selection of candidates for the post of civil service of category "A" have been reduced (Articles 15, 16).

### **4. Entry into the Civil Service.**

1) Requirements for persons applying for civil service have been clarified: for positions in category "V" there is a degree of higher education of at least a junior bachelor or bachelor by decision of the subject of destination, fluency in the state language; stated that the special requirements for persons applying for public service positions of categories "B" and "V" should be determined by the subject of appointment, taking into account the recommendations approved by the central executive body, which ensures the formation and implementation of public policy in the field of public service (v. 20).

20 November 2020

2) The procedure for holding a competition for public service positions has been improved, defining the constituents of the procedure for holding a competition (Article 22), additional conditions for publishing information about its holding, limiting the period of submission of information for participation in the competition to at least 7 and not more than 30 calendar days from the day Publication of information about the competition, as well as improving the organization of the creation and holding of the competition commission (Article 27), registration and publication of the results of the competition - not later than 45 calendar days from the date of publication of the information. rationale for its conduct (Article 23; Article 28); supplementing the information for participation in the competition (Article 25); granting the deferred right of the subject of appointment to re-determine the winner of the competition for the civil service (Article 29) and specifying the conditions for holding the re-competition (Article 30).

3) Improved the procedure for appointment to the position of civil service (Article 31), including the introduction of a contractual form of civil service (Articles 31-1); clarifying the requirements for the urgent appointment to public service of categories "A", "B" and "V" (Article 34), as well as testing and establishing the suitability of a civil servant to a position (Article 35), the application of deferred law of the subject of appointment to re-determine the winner of the competition in case of refusal of the person to take the Oath (Art. 36), etc.

#### 5. The passage of the public service.

1) Improved procedures for the transfer of a public servant without the required competition (article 41) of significant changes in terms of the public service, reducing the period of notice of a state employee about significant change in terms of public service up to 30 calendar days (was two months) (article 43); improved procedure for evaluating the performance of civil servants (including the introduction of contractual forms of public service), which is based on indicators of efficiency, effectiveness and quality determined according to official duties a public servant, as well as compliance with rules of ethical conduct and legal requirements in the field of preventing corruption, the implementation of individual professional development programs, as well as indicators identified in the contract about passing of the state service (in the case of imprisonment) (article 44); enrollment in the experience of public service, adding to it the time of passing the diplomatic service in diplomatic posts, the posts foster service, etc (article 46), established a procedure to inform the public servant of information or documents by delivery or the sending by mail, including with the use of other means of telecommunication (article 9-1).

2) Made changes in the terms of remuneration of public servants (articles 50, 52), defining among the types of state employee premiums: 1) premium according to the annual evaluation of performance; 2) a monthly or quarterly bonus in accordance with the personal contribution of the civil servant in the overall performance of the public body; 3) a monthly or quarterly prize for the proper execution of the contract on passage of public service (in case) and setting the limitation that the total amount of premiums that may be acquired by a state employee for the year may not exceed 30 percent of the Fund his salary for the year (article 50) and noting that the bonus Fund of the state body is set at 20 percent of total Fund salaries for the year and saving of the wage Fund (article 52).

3) Simplified procedure of accountability civil servant to disciplinary liability and appeal decisions to impose disciplinary sanctions (articles 66-69, 71-73, 78), namely: changed requirements to the members of the disciplinary Committee, which from now on shall be comprised of not less than three members and not six, as expected the previous version of the law (article 69); excluded from the disciplinary Commission of representatives of public associations, representatives of elected body of primary trade Union organization of government employees or representatives of public officials, elected at the General meeting (conference) of civil servants (which were before) (article 69); article 70 "the General meeting (conference) of civil servants of the state organ" has been removed altogether from the Law as excluded article 71 of the "internal investigation". In the new edition of the Law article

20 November 2020

71 provides for the implementation of disciplinary proceedings under the procedure approved by the Cabinet of Ministers of Ukraine, which should define in particular: powers and procedure of work of the disciplinary Commission; the procedure for the formation of the disciplinary Commission; procedure for disciplinary proceedings in case of impossibility of creation or the functioning of the disciplinary Commission of a public authority etc.

4) Limited effect of labour legislation on public service, envisaging that "the rules of labour legislation do not apply to government servants, except in cases expressly stipulated by Law".

5) Made changes for the features of the public service in some public bodies (articles 91, 92).

6. Termination of public service.

1) The grounds on which the civil service is terminated (Articles 83, 84, 85, 87, 87-1, 88-1), including: on the initiative of the subject of appointment (Articles 87, 87-1 of this Law); on the grounds envisaged by the civil service contract (in case of conclusion) (Article 88-1 of the Law). Among the additional grounds for termination of civil service of individual civil servants at the initiative of the subject of appointment (Art. 87-1) is the decision of the subject to appoint a decision on dismissal of a civil servant from the post of a civil service of category "A" on his own initiative, on the submission of Prem ' the Prime Minister of Ukraine or the relevant Minister or Head of the Central Executive Body (Head of the State Authority) within four months of the appointment of the Prime Minister of Ukraine or the relevant Minister or Head of Central tion executive body (the head of the public body) with simultaneous admission of such public servant for the state of the relevant authorities.

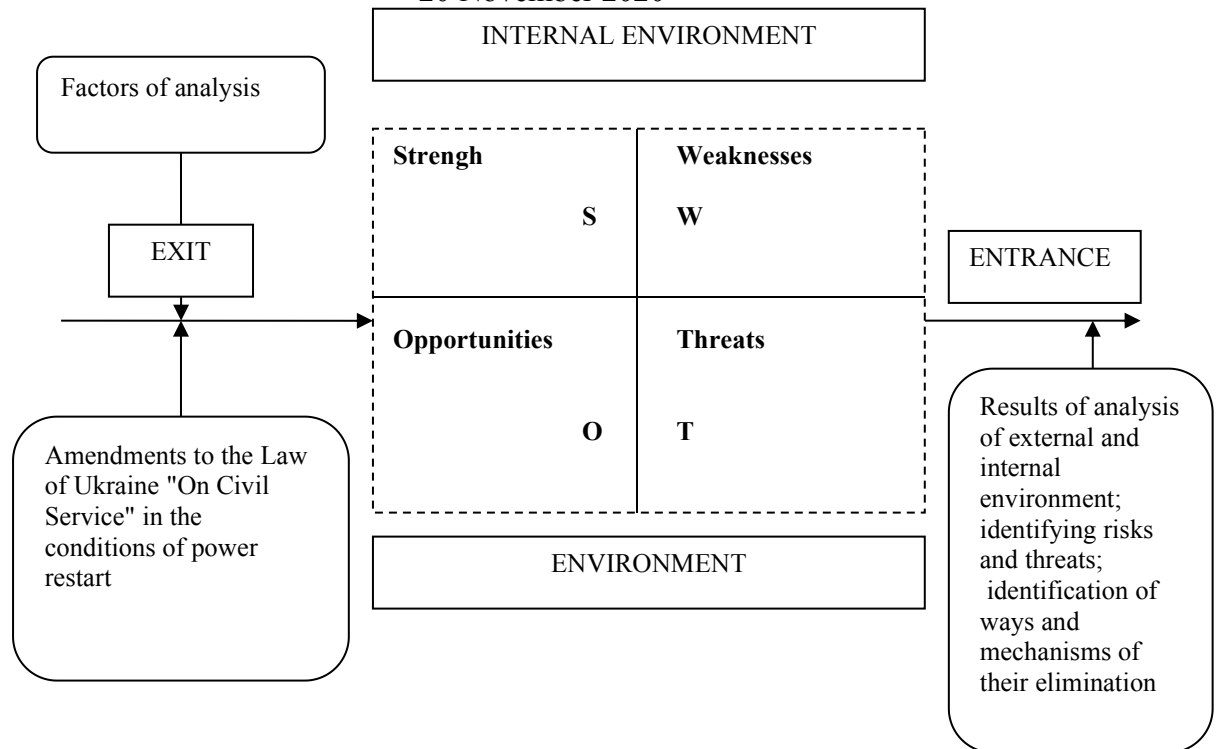
To assess these innovations of the law of Ukraine "On civil service" [2] is applicable one of the most effective methods – the SWOT analysis.

The main advantage of the SWOT analysis, in comparison with other methods is the possibility of processing large amount of information to determine the current status and directions of development of object of research; however, due to the application of the procedure for the dichotomous analysis, it is possible to obtain an accurate qualitative assessment of internal and external factors that both positively and negatively influence functioning and development of the studied object [4, p. 114].

Using the method of SWOT-analysis for the evaluation of innovations for improving the Law of Ukraine "On state service" after the adoption of the Law of Ukraine "On amendments to some laws of Ukraine concerning the restart of the power" it should be noted that in this context, the acronym SWOT stands for the following: S – Strength – a strong hand the changes and innovations that contribute to improving the legislation on public service; W – Weaknesses – weaknesses of these innovations, which are the cause of the threats and risks in the public service arising from the changes; O – Opportunities – potential for improvement of the legislation on public service with the aim of improving its efficiency and quality; T – Threats – potential threats and risks that arise as a result of innovations of the law on civil service in the conditions of the restart of power and which require immediate removal.

Model of SWOT-analysis for assessing innovations for improving the Law of Ukraine "On state service" in terms of the restart of power shown in Fig. 1.

20 November 2020



**Fig. 1.** Model of SWOT-analysis for assessing innovations for improving the Law of Ukraine "On state service" in terms of restarting the government.

The model indicated that the input for the analysis innovations are the amendments to the Law of Ukraine "On state service" in terms of the restart of power and factors of the analysis of the amendments, which include the scope of the Law of Ukraine "On civil service", the legal basis of the public service management public service enter public service, its passage and termination [1, 2].

SWOT-analysis of the innovations of the law of Ukraine "On civil service" [2] involves identifying the strengths and weaknesses of the internal environment changes and innovations, which contribute to improving the legislation on public service and the threats and risks in the public service, identifying both the potential threats and risks which arose as a result of innovations and potential opportunities of the external environment to eliminate them by further improvement of the legislation on public service to improve its quality and efficiency, compliance with European standards of human rights protection in the public service.

That is, the output of this model are the results of the analysis of the external and internal environment of the adopted innovations, identification of risks and threats in the public service and defining ways and mechanisms of their elimination and resolution through the further improvement of the legislation.

The analysis of the internal environment has allowed us to identify the strengths and weaknesses of the innovations of the law of Ukraine "On civil service" [1, 2]. (Table 1.)

**Table 1.**

Analysis of the internal environment of innovations of the Law of Ukraine "On Civil Service" [1, 2].

<b>S – Strength</b>	<b>W – Weaknesses</b>
1. The process of civil service management was improved by optimizing the functions of the National Agency of	1. Among the responsibilities of NADS excluded powers (article 13) in respect of: carrying out checks of observance of the legislation on public service; protect the rights of public servants when receiving, passing and the termination of public service, in particular regarding the appeal of decisions of state bodies deprived of the authority to review such complaints. Reduced the powers of the Commission of senior civil service on the selection of candidates for positions of public service category "A" (articles 15, 16), which



20 November 2020

Ukraine for Civil Service (NADS).	contributes to direct or indirect political influence on the appointment of candidates for senior management positions in the public service.
2. The procedure for holding a competition for public service positions has been improved.	2. Created the conditions for the adoption of the head of the sole subjective decision on the appointment of the winner among five candidates proposed by the Commission the competition Commission (article 28, 29) because no established criteria by which the subject of purpose determines the winner among the five candidates proposed by the Commission the competition Commission (article 28, 29). Narrowed the right of persons to appeal against decisions of the competition Commission and the rights of civil servants to appeal against decisions of the head of the state service on the completion and termination of civil service, on imposing a disciplinary sanction, because NADS is deprived of the appropriate authority for handling such complaints and make demands to the state bodies and their officials about cancellation of decisions on issues of public service that are contrary to the legislation in terms of realization of citizens' right to public service. Given the opportunity to appeal these decisions to court is not conducive to their timely resolution and significantly impedes the citizens of the constitutional rights and freedoms.
3. A contractual form of civil service was introduced (Art. 31-1).	3. Not created a legal framework for the implementation of the provisions of the Law of Ukraine "On civil service" regarding the implementation of the contract on passage of civil service from 1 January 2020, respectively, making impossible its execution, because the order of conclusion of the contract on passage of public service with a person who is appointed to the position of public service, the Cabinet of Ministers of Ukraine is not approved; not identified criteria for determining positions for the implementation of contractual forms of public service; the grounds for the termination of public service in the contract is not defined, and also provides that a contract may establish additional grounds for termination of public service (article 88-1), what can cause the violation of labor rights of civil servants and their arbitrary dismissals.
4. The requirements for the urgent appointment to the civil service of categories "A", "B" and "B" (Article 34), as well as the testing and establishment of the suitability of a civil servant to the position (Article 35), have been clarified.	4. The procedure for testing and determining the suitability of a civil servant for a position (Article 35) promotes discrimination against certain categories of employees, since the criteria for determining the suitability of candidates for the position are not established.
5. The procedure of passing the civil service has been improved.	5. The expulsion from the disciplinary commission of representatives of public associations, representatives of the elected body of the primary trade union organization from among civil servants or representatives of civil servants elected at a general meeting (conference) of civil servants (formerly) (Article 69) violates international standards conducting social dialogue.
6. The procedure for bringing a civil servant to disciplinary responsibility and appealing against the decision to impose disciplinary sanctions are simplified (Articles 66-69, 71-73, 78).	6. Reduction of the period of notice of change of essential working conditions to 30 days (Article 43), including certain grounds for change of essential conditions of civil service and conditions of termination of public service do not correspond to the recommendations of the Committee of Ministers of the Council of Europe to the member states of the Council of Europe public servants in Europe "[3].
7. The grounds for termination of public service were terminated (Articles 83, 84, 85, 87, 87-1, 88-1).	7. The right of the subject to appoint a decision on the dismissal of a civil servant from the post of a civil service of category "A" is granted on his own initiative and at his own discretion, and not on the grounds specified in the law (Article 87-1), which will cause political arbitrariness.
	8. Contrary to the conventions and recommendations of the International Labor Organization, it is entitled to dismiss civil servants in the event of temporary disability (Article 87).

Environmental analysis involves evaluating innovations to identify potential threats and risks of adopting amendments to the Law on Civil Service of Ukraine [1, 2] and identifying potential opportunities for improving civil service legislation (Table 2).

Table 2.

Analysis of the external environment of evaluation of innovations of the Law of Ukraine "On Civil Service" [1, 2].

O – Opportunities	T – Threats
1. The modernization of the civil service and human resources management is carried out in accordance with the EU-Ukraine Association Agreement in accordance with the European standards of good	1. Leveling European values of protection of human rights and freedoms in the civil service, which contradicts the requirements of the Association Agreement between Ukraine and the EU. 2. Neglect of norms of international standards of social dialogue in the sphere of social and labor relations in the civil service created

20 November 2020

<p>administration, formulated in the SIGMA document "Principles of Public Administration", aimed at improving the quality and competitiveness of the civil service, oriented towards providing administrative services. services and improving the quality of life of the population and ensuring its development, taking into account European values, based on social dialogue and numbers technology.</p> <p>2. Implementation in the civil service of the European system of qualifications in the selection for civil service and its passing through the development and implementation of a sectoral framework of qualifications, development based on it professional standards in the civil service, based on which professional qualifications for a certain position and increased requirements for positions of public Category A, B, and B services, including relevant education and experience in a specific field or industry.</p> <p>3. Creation of a new system of evaluation of candidates for civil service positions, taking into account the requirements of professional standards.</p> <p>4. Improvement of the level of professionalism of civil servants through selection and passing of civil service in accordance with the requirements of professional standards, development of training programs for civil servants based on them, ensuring the functioning of a system of continuous education of civil servants on the basis of them, and taking into account the results of the assessment of their professional activity and personal needs to enhance professional competence, ensure effective professional activity, and achieve strategic goals and objectives ange the state body and the state as a whole.</p> <p>5. Creating conditions for online study of foreign language by civil servants.</p> <p>6. Restoration of the Institute of Personnel Reserve to senior management positions and creation of legal mechanisms for its effective use.</p>	<p>legal grounds for violation of labor rights of civil servants and their unjustified dismissal, promotes discrimination of civil servants and narrowing of the scope of their rights, prosperity of "arbitrariness". The lack of legal guarantees for the protection of civil servants from abuse of power reduced the level of protection of public servants in the exercise of their professional activity in the interests of the state.</p> <p>3. The established system of civil service management does not contribute to the proper formation and effective implementation of the state personnel policy.</p> <p>4. The low level of professionalism of civil servants and "staff shortages" in the state bodies is causing massive layoffs "objectionable" and selecting "new faces" without experience in the relevant field and special education. The proposed system of requirements to candidates for positions of public service is not conducive to their professional selection, because the requirements to persons applying for entry to the civil service, provide for posts "To" only having a higher education degree not lower than a Junior bachelor or bachelor by decision of the subject of appointment, fluency in the state language. Although employment in the public service category includes the positions of specialists and the main advisors in the Secretariat of the Cabinet of Ministers of Ukraine, Office of the President of Ukraine, the Verkhovna Rada of Ukraine and other state bodies that require a high level of professionalism for the preparation of important documents, and making effective decisions regarding the functioning of the state.</p> <p>Among the requirements for employment in the public service category "A" and "B" cannot accommodate the requirements of presence of degree of the master of public administration, thereby not using an invaluable resource for masters in public administration prepared by the National Academy of public administration under the President of Ukraine (NAPA) and mastercourse public service under the state order, which is prepared of managers with vocational education, indicating inefficient use of budget funds, the depreciation of the role of the NADU as higher education institutions with special learning conditions, which are determined by the Cabinet of Ministers of Ukraine (article 48). In addition, today the Cabinet of Ministers of Ukraine is not defined, and NAGA is not reformed.</p> <p>The definition in the Law of Ukraine "On civil service" one of the requirements for posts of category "A" – knowledge of foreign language, which is one of the official languages of the Council of Europe (i.e. English and French) contributes to the discrimination of civil servants and implementation of their constitutional rights, because it prevents the entry into the senior civil service is really professional and experienced managers who know the language insufficient for this level, or have studied another European language (German, Spanish, Italian, etc.).</p>
----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

### 3 Conclusions

Thus, the analysis of the internal and external environment allowed us to identify the strengths and weaknesses of the innovations of the Law of Ukraine on Civil Service, as well as to identify their potential risks and threats, to identify opportunities for further improvement of the civil service legislation in order to eliminate them.

Among the potential threats and risks of these innovations are: the leveling of European values of protection of human rights and freedoms in the civil service, which contradicts the requirements of the Association Agreement between Ukraine and the EU; disregard for the norms of international standards of social dialogue in the

20 November 2020

field of social and labor relations in the civil service, which created the legal basis for violating the labor rights of civil servants and their unjustified dismissals, contributes to discrimination of civil servants and narrowing their scope of rights; lack of legal guarantees to protect public servants from abuse of power; inefficiency of the created system of management of the civil service, which does not contribute to the effective implementation of the state personnel policy; low level of professionalism of civil servants and “staff hunger” in state bodies, etc.

Potential opportunities for elimination of threats and risks in the civil service, which have arisen in connection with the amendments to the Law of Ukraine "About Civil Service" [1, 2], in our opinion, are:

1. Modernization of the civil service and human resources management in accordance with European standards of good administration, formulated in the SIGMA document “Principles of Public Administration”, aimed at improving the quality and competitiveness of the civil service, focused on providing quality administrative services and improving the quality of life of the population based on European values, based on social dialogue and digital technologies.

2. Implementation in the civil service of the European system of qualifications in the selection for civil service and its passing through the development and implementation of a sectoral framework of qualifications, development based on its professional standards in the civil service, based on which professional qualifications for a certain position and increased requirements for positions of public Category A, B, and B services, including relevant education and experience in a specific field or industry.

3. Creation of a new system of evaluation of candidates for civil service positions, taking into account the requirements of professional standards.

4. Improvement of the level of professionalism of civil servants through selection and passing of civil service in accordance with the requirements of professional standards, development of training programs for civil servants based on them, ensuring the functioning of a system of continuous education of civil servants on the basis of them, and taking into account the results of the assessment of their professional activity and personal needs to enhance professional competence, ensure effective professional activity, and achieve strategic goals and objectives of the state body and the state as a whole.

5. Creating conditions for learning foreign language by civil servants in online format.

6. Restoration of the Institute of Personnel Reserve to senior management positions and creation of legal mechanisms for its effective use.

The realization of potential opportunities to eliminate the created threats and risks in the civil service requires decisive action and concrete measures by amending the Law of Ukraine “About Civil Service” [2], namely:

1. To amend Article 13 of the Law on the renewal of the powers of the National Agency of Ukraine for Civil Service to carry out inspections of compliance with the legislation on public service; protection of the rights of civil servants in the adoption, passage and termination of the civil service, in particular with regard to appealing the decisions of the state bodies and sending requests to the state bodies and their officials to cancel the decisions on the civil service issues that contradict the legislation regarding the exercise by citizens of the right to public service.

2. To renew the powers of the Commission of the Senior Civil Service Corps by amending Articles 15 and 16 of the Law, with a view to creating preventive measures to avoid direct political influence when appointing candidates for civil service in category "A".

3. Strengthen requirements for civil service positions of categories "A" and "B" by amending Article 20 of the Law by providing for the posts of public service of categories "A" and "B" the availability of a master's degree of public administration, and for public service positions of category "V", that is not lower than a master's degree. In

20 November 2020

addition, the requirement for A category civil service posts to be a foreign language, which is one of the official languages of the Council of Europe, should be abolished, whilst creating the conditions for learning a foreign language while executing positions through training in relevant public procurement programs.

4. Improve the competition procedure by amending Articles 28, 29 of the Law by defining the criteria by which the nominee determines the winner of the five nominations submitted by the Commission, the selection committee.

5. Amend Art. 88-1 of the Law, providing additional grounds for termination of public service, which may be established in the contract. Develop and approve by the Cabinet of Ministers of Ukraine the procedure for concluding a civil service contract with a person appointed to the position of civil service.

6. Amend Art. 35 of the Law, establishing criteria for determining the suitability of candidates for the position.

7. Amend Art. 69 of the Law, increasing the membership of the Disciplinary Commission to 6 persons, including representatives of public associations, representatives of the elected body of the primary trade union organization from among civil servants or representatives of civil servants elected at a general meeting (conference) of civil servants (as before) .

8. Amend Article 43 of the Law by defining the period and grounds for changing the essential conditions of the civil service and the conditions for termination of the civil service, taking into account the Recommendations of the Committee of Ministers of the Council of Europe to the member states of the Council of Europe on the status of public servants in Europe.

9. Amend Article 87-1, providing for the grounds for the subject to make a decision on the dismissal of a civil servant from a public service category "A" on his own initiative.

10. To bring the norms of the Law of Ukraine "About Civil Service" concerning protection of civil servants, observance of their constitutional rights and freedoms in conformity with the conventions and recommendations of the International Labor Organization ratified by Ukraine.

11. To supplement the Law of Ukraine "About Civil Service" [2] with the article on introduction of personnel reserve for the posts of the senior civil service corps and the mechanisms of its use.

Thus, only Ukraine's adherence to international standards of civil service rights and freedoms will facilitate its modernization in the light of European values in order to create an effective system of public administration, accountable to the public, which works in the public interest, ensures the country's sustainable development and recognition in the international arena.

## References

1. On Amendments to Certain Laws of Ukraine on Rebooting Power: Law of Ukraine of September 19, 2019 No. 117-IX. URL: <https://zakon.rada.gov.ua/laws/show/117-20>

2. About Civil Service: Law of Ukraine of December 10, 2015 No. 889. URL: <http://zakon.rada.gov.ua/laws/show/889-19>.

3. Recommendation No. R (2000) 10 of the Committee of Ministers to Council of Europe member states on codes of conduct for public servants (adopted by the Committee of Ministers at its 106th session on 11 May 2000). URL: [https://www.dridu.dp.ua/cpk/Lib/7\\_Zapobigannya%20ta%20protydiya%20proyavam%20korup/Legislation/Legislature/Rkomend\\_poved\\_DS.pdf](https://www.dridu.dp.ua/cpk/Lib/7_Zapobigannya%20ta%20protydiya%20proyavam%20korup/Legislation/Legislature/Rkomend_poved_DS.pdf)

4. Popov, S, Sencha, I. «Efficacy public administration» (37), P. 114-122, (2013).

# Methodological and Technological Aspects of Regional Development Strategy's Design and Implementation: A Case of Dnipropetrovs'k Region Strategy 2027

Iryna Chykarenko<sup>11</sup>, and Olga Kirieieva<sup>1</sup>

<sup>1</sup> Dnipropetrovs'k Regional Institute for Public Administration, National Academy for Public Administration under the President of Ukraine, Management and Project Management Department, 29 Gogol str., 49044 Dnipro, Ukraine

**Abstract.** The article highlights particular results of the research carried out in May-December 2019 in the framework of the Dnipropetrovs'k region strategy – 2027 draft's development. Integrated results from the amalgamated territorial communities' development strategies have been used to identify the main problems for the region development and to build a system of strategic priorities. According to the results of the questioning and expert evaluation, the Dnipropetrovs'k region key problems were identified. The results of sociological research and the analysis of the situation in the region determined the strategic choice of Dnipropetrovs'k region on the basis of an optimistic scenario, which is reflected in its mission and strategic vision. Subsequent decomposition of strategic vision and goals made it possible to build a Goal Tree and objectives, for which in the course of Strategy implementation a program-targeted approach will be applied and an appropriate program & project portfolio will be formed. Thus, the Strategy pays special attention to environmental security and support for sustainable economic growth. To achieve the key strategic objective – smart specialization of the region based on the cluster approach – two smart priorities (operational goals) were proposed: creation of chemical and metallurgical clusters. This should result in a gradual transition to a clustered, innovative model of regional economic development.

## 1 Introduction

In modern Ukraine, as in any civilized market economy and developed self-government, the primary responsibility for the level of satisfaction of key living needs and the quality of life of the residents of each territory relies both on public authorities and local governments located there, and on the population itself (the territorial communities living there). A systematic tool for realizing such responsibility is strategic planning for the territory development, which necessitates the development of an appropriate strategy and effective management of its implementation.

In the current context of reform, strategic planning is more needed than ever before. Planning should be based on a qualitatively new methodological and methodological and technological base, in particular:

20 November 2020

- smart specialization, which implies innovative development of region priority economic activities and economic sectors transformation into more efficient ones, increasing the level of competitiveness of the region, close contact with the public;
- new tools to achieve the goals and highly professional trained management and professional experts' involvement in the strategy development and implementation processes.

Previous publications by authors have reviewed the experience of amalgamated territorial communities' development strategic management [1-2]. The role of smart specialization in the regional development strategies' design was explored in the context that the region competitiveness depends directly on the success of local self-government and the territorial community's competitiveness, which are located in this territory and are involved in the creation and enjoyment of all its public goods [3].

The article highlights some results of the research, which was carried out with the authors participation in May-December 2019 by the Dnipropetrovs'k Regional Institute for Public Administration, National Academy of Public Administration under the President of Ukraine, at the request of the Dnipropetrovs'k Regional State Administration within the Dnipropetrovs'k region Strategy – 2027 draft development [4].

## **2 Data and Methods**

Integrated results of amalgamated territorial communities' development strategies design were used to identify the main problems of region development and to build a system of strategic goals (priorities) in addition to such traditionally used tools as SWOT-analysis and classical sociological surveys (surveys of region residents and entrepreneurs) – there were already 72 amalgamated territorial communities in the Dnipropetrovs'k region in December 2019. During the strategic planning of their development for the period until 2022 - 2023, residents and entrepreneurs in most communities were interviewed (from 250 to 350 questionnaires were processed for each community). The survey identified key issues for each amalgamated territorial community. On this basis, the strategic priorities of their further development were formed.

Two types of questionnaires were developed and proposed for conducting the questionnaire. The first general type questionnaire was for the community as a whole (all strata and categories of the population, including entrepreneurs, were involved). The second questionnaire was for entrepreneurs only. Traditionally, by the number of respondents, we got a ratio somewhere around 10: 1, that is, for example, in one community about 357 questionnaires of general type and 34 questionnaires from entrepreneurs were received.

To solve the problems of the research and conduct of SWOT analysis, the method of expert assessments was also used – to determine the quantitative characteristics of qualities by interviewing highly qualified specialists and maximizing the objectification of their answers using modern mathematical methods and tools that exclude random judgments. The expert survey included the views of 108 experts. Among the experts, the largest share was occupied by practitioners – civil servants, local government officials, and opinion leaders.

An individual method was chosen from among the possible variants of peer review, which is that each expert gives his or her estimate independently of the others, and then combines these estimates with statistical methods into a common one. In this case, a correspondence questionnaire was selected, which allows to involve a large number of experts from different cities with minimal expenses, eliminating the influence of the group members' opinions on the expert's judgment. The main stages of the questionnaire method were: development of a system of indicators and questionnaire formation, formation of the expert

20 November 2020

group, conducting of questionnaires (sending questionnaires and receiving answers), mathematical processing of data and evaluation of the consistency of expert judgments.

### 3 Presentation of the main results

The results of the survey provided an opportunity to identify the main barriers to the development of the region.

For example, respondents' answers to the question, "What do you think hinders development?" Were distributed as follows (Table 1):

**Table 1.** Dnipropetrovs'k region development barriers.

Competitive advantages of the region	%	Rank
Lack of public and entrepreneurial activity	10	V
A large proportion of the elderly	3	VII
Unfavourable conditions for entrepreneurship development, lack of quality jobs for people of working age	18	II
Poor quality of medical, municipal, educational and other services	11	IV
Environmental, sanitary, household problems	9	VI
The spread of crime, alcoholism, drug addiction	14	III
Lack of external and internal investment	11	IV
The local government's inactivity, corruption, population distrust	24	I
The other	< 1	-

Thus, it can be seen that in the first place among the answers – low activity of the government, corruption, mistrust of the population - so almost every fourth expert thinks; unfavourable conditions for business development take second place – every fifth, third barrier is the spread of crime, alcoholism and drug addiction.

An important part of the regional strategies is priorities, which determine the directions of regional socio-economic sphere development in the medium term. The strategic priorities for the Ukraine regions' development are formulated by the State Strategy for Regional Development for the period up to 2020, which actualises the need for the modernization of regional strategies by applying new approaches to formulating strategic priorities for regional development.

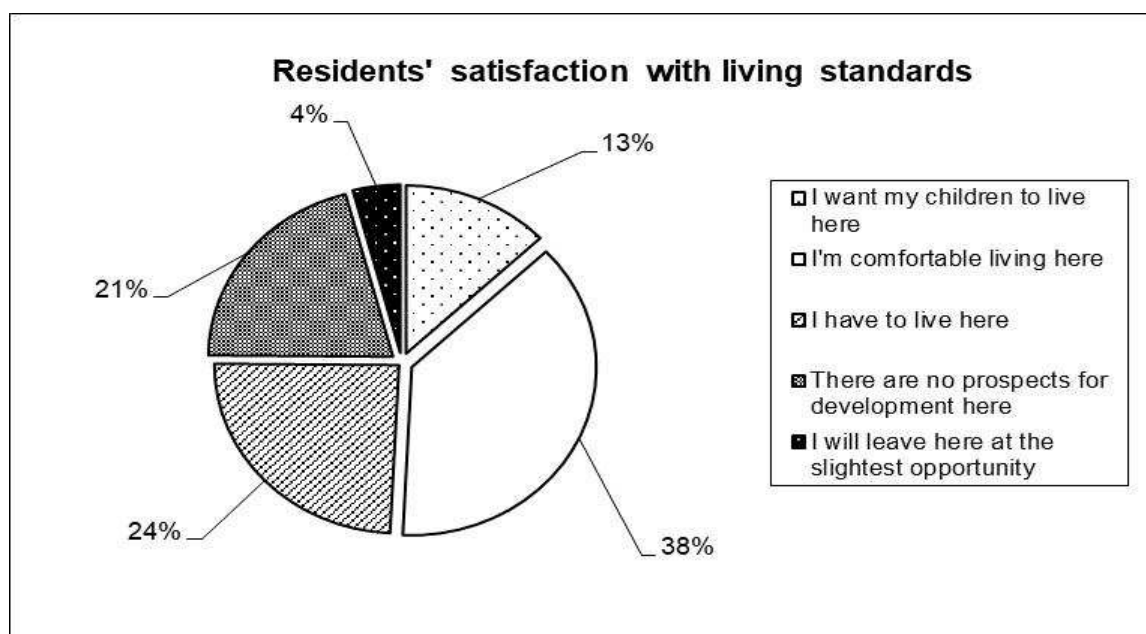
Regional development priorities updating requires clear understanding the “concept of priority” and developing approaches to identify those priorities in each regional development strategy. In order to formulate priorities, questions were raised about the sequence of Dnipropetrovs'k region strategic development priorities.

Respondents referred to the strategic development priority priorities as reducing unemployment, developing the labour market, developing small and medium-sized businesses – supporting manufacturing enterprises, farms, holdings, clusters, other business associations, attracting investment in the regional economy and developing foreign economic activity. The dispersion of experts' opinions and the absence of clearly defined priorities (more than 30 % of opinions) are evidence that the situation in the region is more or less calm, with no explicit centres of social tension.

This is confirmed by the distribution of answers to the question: "Which of the following statements would you describe as a standard of living in your community?" (Fig. 1). Almost 40 % of the respondents feel comfortable in their place of residence and only 4 % are ready to leave the area with the least opportunity. The optimism of this finding

20 November 2020

is diminished by the fact that one in four says that they are forced to live here and only 13 % want their children to live here.



**Fig. 1.** Respondents' answers to the question: "Which of the following statements would you describe as a standard of living in your community?"

This may be due to the poor quality of public service delivery that respondents were asked to rate on a 5-point scale. In general, the level of assessment ranges from 3,61 points – services of television and internet communication, communications to 2,46 points – the state of roads.

The survey also identified region main (basic) competitive advantages of the (Table 2).

**Table 2.** Region basic competitive advantages.

Region competitive advantages		Rank
Industrial potential	108	I
Convenient geographical location	97	II
Unique natural and other resources within the community	64	III
Agriculture	61	IV
Intellectual potential	69	V
Water resources	35	VI
Leadership, activity of the authorities	25	VII
Activity of residents and entrepreneurs	16	VIII

It should be noted that 75 % of the respondents positively assessed the need to develop and implement the Regional development strategy.

According to the results of the questioning and expert evaluation, the region key problems were identified, on the basis of which strategic goals and projects of its further development were formed.

The method of scenarios was used to determine the motion vector and to form a strategic vision for the region development. Development scenarios crafting is one of the



20 November 2020

key elements of strategic planning, occupying an intermediate position between expert assessment methods and mathematical modelling methods [5].

Three main development scenarios were proposed: pessimistic; inertial (or trending – maintaining the so-called “status quo” situation); optimistic, demonstrating a positive dynamic that will be supported by the region’s strengths and successful combinations of external opportunities. According to experts, the probability of such a scenario is 20 %.

The results of sociological research and the analysis of the situation in the region determined the strategic choice of Dnipropetrovs’k region on the basis of an optimistic scenario, which is reflected in its mission and strategic vision.

Mission – to ensure the increase of human capital through the creation of comfortable and safe living conditions, natural resources preservation, regional economic and scientific potential growth.

Region strategic vision formulation is presented in Figs. 2. Focus of the Strategy – to create, at the level of advanced European standards, within the framework of smart specialization and strategic vision (by the end of 2027) appropriate conditions, basic objects and elements of infrastructure to ensure the investment attractive and environmentally correct image of the territory through the cluster development model implementation and regional innovative potential effective utilization.

Public discussions that took place at different stages of Strategy development (in particular, the results of SWOT analysis and the competitive advantages and key problems of the region’s development, based on it) suggested region's development strategic goals (or priorities) – 0; A–D – and directions (the main guidelines for the realization of these strategic goals) based on the fact that our people are the main value and they must remain living and working in our region (Fig. 2).

Subsequent decomposition of strategic vision and goals made it possible to build a Goal Tree and objectives, for which in the course of Strategy implementation a program-targeted approach will be applied and an appropriate program & project portfolio will be formed. Thus, the Strategy pays special attention to environmental security and support for sustainable economic growth. Integrated implementation of the identified strategic goals and objectives will ensure the successful implementation of the strategy.

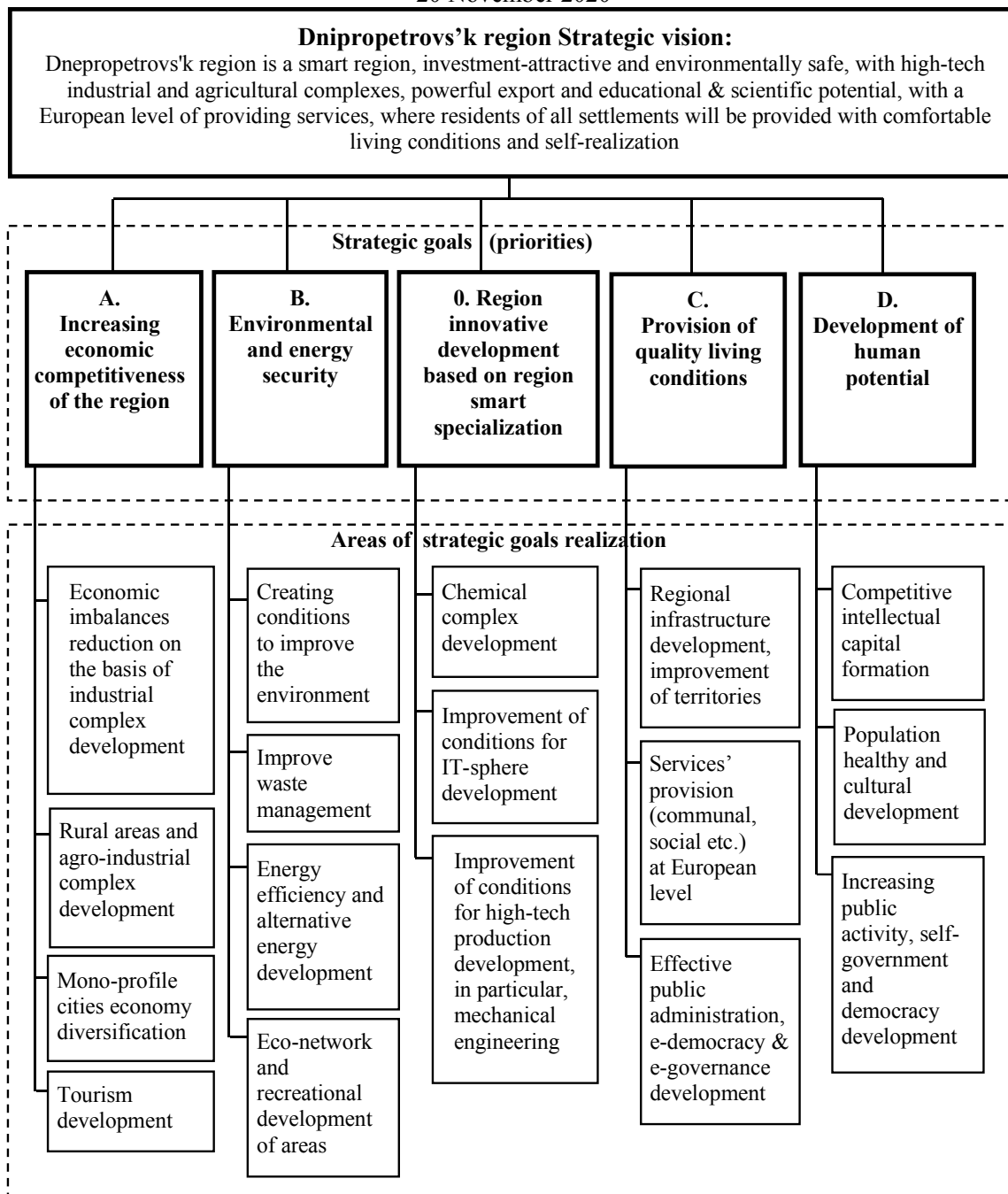
### **3 Conclusions**

To achieve the key strategic objective – smart specialization of the region based on the cluster approach – two smart priorities (operational goals) were proposed: creation of chemical and metallurgical clusters, resulting in a gradual transition to a cluster, innovative model of regional development. Given the strategy optimistic scenario, as well as the availability of appropriate preconditions, financial, economic and other region resources, the approved strategic plan may be revised and may be adjusted, in particular, in the perspective of identifying additional smart priorities – regional development vectors. Thus, according to the optimistic scenario, a number of goals and related projects may be included in the operational goals of smart specialization in the second- and third-time horizons. Their implementation will allow the formation of metallurgical, transport, agro-industrial, waste processing and IT clusters in the region.

### **References**

1. O. Y. Bobrovska (Ed.). *The situation and new opportunities of socio-economic development of Dnipropetrovsk region*. Dnipro: DRIDU NADU [in Ukrainian] (2019)
2. S. M. Serohin, Yu. P. Sharov, Ye. I. Borodin, N. T. Honcharuk. *Strategic development management of amalgamated territorial communities: innovative approaches and tools*. Dnipro: DRIDU NADU [in Ukrainian] (2016)

20 November 2020



**Fig. 2.** Dnipropetrovs'k region development strategic goals and directions of their realization.

3. I. A. Chikarenko, T. V. Mamatova. Smart Specialization as a Target for Strategic Development of Territorial Communities. *Strategic management: global trends and national peculiarities*. Riga: Baltija Publishing, 406-420 [in Ukrainian] (2019)
4. The process a draft strategy forming (Dnipropetrovs'k region State Administration) (2019) Available at: <https://adm.dp.gov.ua/pro-oblast/rozvitok-regionu/proekt-strategiyi-rozvitku-dnipropetrovskoyi-oblasti-na-period-do-2027-roku/proces-formuvannya-proektu-strategiyi-proekt-strategiyi-rozvitku-do-2027roku>
5. S. P. Schnaars. How to Develop and Use Scenarios. *Long Range planning*, **20**, 105-114 (1987)

# Digital Transformation as one of the Local Strategic Development Drivers: A Case of Dnipropetrovs'k Region

*Tetiana Mamatova*<sup>11</sup>, and *Olexiy Chykarenko*<sup>2</sup>

<sup>1</sup> Dnipropetrovs'k Regional Institute for Public Administration, National Academy for Public Administration under the President of Ukraine, Management and Project Management Department, Gogol str., 29, 49044 Dnipro, Ukraine

<sup>2</sup> Dnipropetrovs'k Regional Institute for Public Administration, National Academy for Public Administration under the President of Ukraine, Distance Learning and Informatization Department, Gogol str., 29, 49044 Dnipro, Ukraine

**Abstract.** The article highlights particular results of the research carried out in May-June 2019 in the framework of the regional Program of informatization “Electronic Dnipropetrovs'k region” for 2020-2022 development. The integrated digital readiness assessment of 59 amalgamated territorial communities and 11 cities of Dnipropetrovs'k region was obtained by expert method. On the basis of this assessment, as well as the processing of these territorial communities' residents, representatives of business structures and local self-government bodies questionnaire survey results, the results of a comprehensive study of digital technologies implementation and Dnipropetrovs'k region subregions' digital inequality were determined. The results of the study show that there are considerable differences in the content, informativeness and convenience of using amalgamated territorial communities and city councils web-sites as one of the e-democracy and e-governance main tools. The results of the study are taken into account in determining the region informatization main directions for the next three years. It is suggested to use the program-based approach to digital technologies implementation in local self-government bodies. Application of program-targeted approach to digital technologies' implementation in local self-government is proposed. Recommendations for the three phases of a typical program for amalgamated territorial community governing bodies' digital transformation were developed.

## 1 Introduction

The reform of decentralization of power has been recognized as one of the most successful reforms carried out in the last five years in Ukraine. Dnipropetrovs'k is a leading region along this path – 73 amalgamated territorial communities (ATC) were created in the region in 2015-2019. In 2020, the process of territorial communities' voluntary amalgamation (village, settlements, cities councils), as well as the voluntary association of new village councils with existing amalgamated territorial communities continues. The specific features of the municipalities' formation are caused by other processes of transformation taking place in the state, in particular the integration of Ukraine into the information society.

Modern scientific thought defines the information society and the role of public administration bodies in it as a new stage of human development, in which any person can

20 November 2020

receive, process and disseminate information through Information and Communication Technologies (ICT), and the state must ensure a high quality level of informatization of all industries [1].

In the practically all newly created amalgamated territorial community's development strategies of Dnipropetrovs'k region, the mission of the local self-government body (village, settlement, city councils) is to provide the most favourable conditions for territories economic development, support of entrepreneurship and comprehensive development of each individual.

The information society in Ukraine today has reached the stage where digital technologies have already become a part of everyday life and professional activity of almost every person – information search through the Internet, management of all aspects of production using ICT, e-commerce, increasing use of various gadgets in households, e-services etc.

The more ICTs are developed and implemented across all aspects of life, the faster changes the socio-economic environment in which citizens live and businesses operate, the more competitive will be the economy of the amalgamated territorial communities, the region and the country as a whole, and the better living and self-development conditions for everyone citizen will set.

Digitization in this context is understood as a profound activity transformation of an organization, community, territory, industry, which involves the use of digital technologies to optimize business processes, increase productivity, create new models of interaction with stakeholders. Today, digitization is a common trend in the development of Ukrainian society, progress and transition to a new civilization stage [2–6].

In an age of such rapid changes in the socio-economic sphere, the widespread ICTs implementation into the business and ordinary citizens life, amalgamated territorial communities' public authorities must also change according to the requirements of the times. If they do not adopt the “game new rules” and do not actively participate in the digitization processes of authorities and the Ukrainian society as a whole, there is a great risk that the amalgamated territorial communities, cities and regions' self-government bodies, from the driving force of reforms may turn into a brake on social progress.

The main purpose of the local self-government bodies digitization is to fully meet the needs of both business entities and ordinary citizens –public services clients, which expect from public authorities to create a more comfortable environment of operational interaction in the triangle “community – business – government”.

The article highlights some results of the research, which was carried out with the authors participation in May-June 2019 by the Dnipropetrovs'k Regional Institute for Public Administration, National Academy of Public Administration under the President of Ukraine, within the framework of the Regional program of informatization “Electronic Dnipropetrovs'k region” for 2020-2022 draft development [7].

## **2 Data and Methods**

The study of the current state and main problems of digitization processes implementation in local self-government bodies and e-democracy processes' development on this basis were carried out on data aggregated from territorial communities, obtained from official sources and during strategic sessions [8]. Data collection and processing was carried out on the basis of a special advanced methodology developed by Dnipropetrovs'k Regional Institute for Public Administration NAPA [9].

The study of the implementation of e-democracy and e-government tools level as a basis for providing public services in electronic form was carried out on the basis of a methodology developed by a coalition of non-governmental organizations: NGO “Podil Regional Agency for Regional Development”, Association of Ukrainian Cities, Association

20 November 2020

of Local Self-Government Bodies “Ukrainian E-Government Cities”, NGO “European Dialogue”, Civic Network “OPORA”[10].

Information was collected in such areas as “Internet Access”, “Development of Information and Telecommunication Structure”, “Electronic Document Management”, “Electronic Governance”, “Electronic Democracy”, “ICT in Education, Medicine, Libraries and Museums”.

The information, accessibility and convenience of using Dnipropetrovs’k region 59 amalgamated territorial communities and 11 city councils’ websites as the main tool of e-democracy and e-governance were separately evaluated. The rating was made on a 4-point scale (from 0 points – information (service) is missing, up to 3 points – information is complete) in the following categories:

- “Access to information”, subcategories: “Information on City Council activities” (43 indicators), “Information on city, settlement, villages’ infrastructure and livelihoods” (7 indicators), “Documents recommended for placement” (32 indicators);
- “Public Feedback” (12 indicators);
- “Administrative Services” (12 indicators);
- “Public Information Access (including discarded data)” (13 indicators);
- “Website usability” (9 indicators).

### **3 Presentation of the main results**

The results of the survey indicate a significant unevenness of the current state of ICT development in cities and urban areas of Dnipropetrovs’k region. Even at such a basic level of communications as Internet access, the integrated indicator has disagreements across the subregions from 0.30 to 2.90.

Analysis of the city councils’ websites by their completeness, services fullness and convenience of use showed that no city council in Dnipropetrovsk has a site that can be considered as a reference. The best websites have the Dnipro city (the center of the region) and the city of Kamyans’ke (a large industrial city, which has the third largest population in the region and a leader in the field of administrative services providing). But these websites also have some drawbacks. For example, the site of the Dnieper City Council lacks the ability to: post a comment via the social network, comment on news and information messages, download application forms for administrative services and track the status of processing these applications, request public information via email, evaluate the website

The discrepancies between the best and worst city council sites are quite significant, and they are 4.4 times quantified by the integrated assessment (in points) (Fig.1).

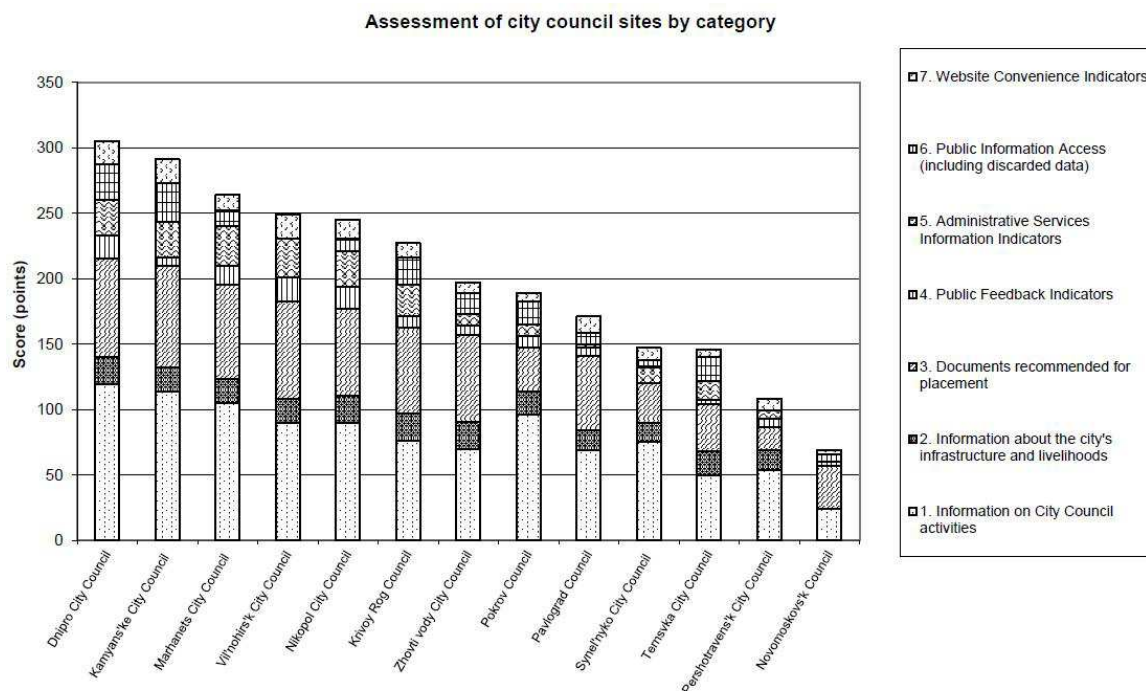
Similar discrepancies were observed in the evaluation of 59 amalgamated territorial communities’ websites (the rest of the amalgamated territorial communities haven’t got their own sites at the time of the study, due to their recent creation). Websites of the most advanced in this sense amalgamated territorial communities scored an integral score of more than 200 points: Zelenodols’k ATC (234 points) and Slobozhans’ka ATC (202 points), outsider sites scored less than 60 points – Mykolaivs’ka ATC of Vasylkivs’ky District and Karpivs’ka ATC (57 points each), Mezhyrits’ka ATC (55 points), Aul’s’ka ATC (52 points), Ukrainian ATC (27 points).

The results of a comparison of community website activity and residents’ satisfaction with standard of living and business conditions indicate that 80 % are directly proportional to dependency – in communities where the activity of filling, updating and using the official website is higher, the average statistical rating of residents’ living standards and business satisfaction are also higher.

Considering the impact of the Ukrainian society transformation processes into «information society» and the requirements for the e-democracy and e-governance development in the country, one of the priority tasks of the regional program of

20 November 2020

informatization “Electronic Dnipropetrovs’k region” should be to reduce the digital inequality of cities and ATCs.



**Fig. 1.** Integral assessment of Dnipropetrovs’k region city councils web-sites quality and functionality

Coordinated efforts at the region and municipal levels are required to address this challenge. The strategic vision, the system of strategic and operational goals for the development of each ATC, especially those that are outsiders in the processes of digitization, should reflect the features of socio-economic development based on the advancing development of ICT.

Digitization processes’ development determines the development prospects for e-democracy not only in Ukraine as a whole, but also the formation of an environment and tools for e-democracy at the basic level of society – at the level of municipalities, city councils, amalgamated territorial communities’ town and village councils.

Effective use of the e-democracy toolkit provides an opportunity for each member of the amalgamated community to participate in the formation and implementation of state policy, community self-government bodies decision-making (which is especially important), while providing opportunities for bilateral interactive communication between the public authorities and every citizen.

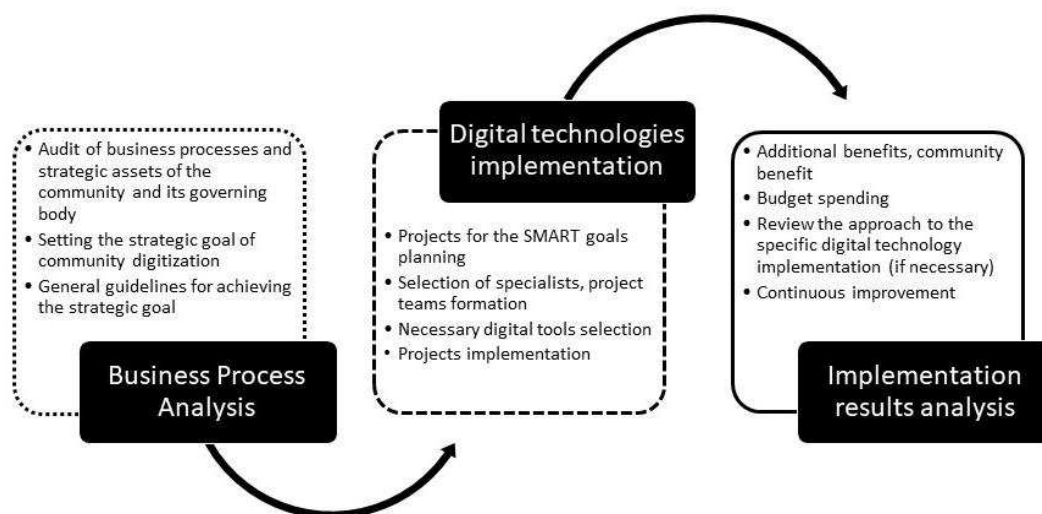
Development of e-democracy tools is dynamic and broad enough in terms of its content and syllabic. The following tools of e-democracy are widely used: individual and collective e-petition, e-complaint, e-proposal (comment), e-statement, e-initiative, e-consultation, e-discussion, e-meeting, e-poll, e-voting, e-referendum, e-plebiscite, e-elections, e-parliament, e-law, e-justice, e-mediation etc. [11].

As result of the research, a typical stages of amalgamated territorial community governing bodies’ digital transformation process are proposed (Fig. 2).

Phase 1. Business processes analysis.

Community self-government body business processes’ analysis in which it is necessary to determine the effectiveness of each of body’s units, business processes of public services providing, applied technologies of internal and external communications. The next step should be to define the goals and results of the program – to increase the efficiency and transparency of the self-government body’s activities.

20 November 2020



**Fig. 2.** Typical stages of amalgamated territorial community governing bodies' digital transformation process

This stage is very important in terms of minimizing transformational risks, so it is necessary to approach as carefully as possible the goals and objectives decomposition processes, defining activity functional areas to formulate operational goals, and in the next "SMART goals" stage defining policies for their achievement, etc.

The main goal of the stage should be to simplify and improve the efficiency, transparency and controllability of business processes in self-government bodies, the of digital technologies development for communication with public services' clients.

If there are not enough people in the communities self-governing bodies with appropriate qualifications in the field of strategic and project management, as well as information technologies, it is advisable to involve third-party experts at this stage.

#### Phase 2. Digital technologies implementation.

At this stage, it is advisable to apply the project approach as a proven and practical activity that has proven effective in reengineering the organization's business processes.

At this stage a clear action-plan should be defined, specialists of the necessary qualification selected, the necessary material resources determined. Only then the projects started to implement. Its important to note that it will take some time for the new digital technologies to lead to the desired result – it is necessary to carry out the stages of testing, correcting technical errors, training staff / clients to work with services, etc. Therefore, changes in the activities of the self-government body of cities and the city district and the creation of new development prospects for communities should not be expected immediately after receiving the project product.

Therefore, it is not expected to change the activities of the self-governing bodies of cities and amalgamated territorial communities and to create new development prospects for communities immediately after receiving the product of the project.

#### Phase 3. Implementation results analysis.

After implementation of each digital decision, it is necessary to analyse its effectiveness and to make sure that it brings additional benefits, first of all, socially oriented, or any other benefit for the amalgamated territorial community and its self-government body. Failure to do so should consider targeting and approaches to implementing specific digital technologies, otherwise they can easily turn from community development tools to the burden of constant, costly expenditures on their budget.

### 3 Conclusions

At the present stage of information society development in Ukraine, digital transformation is becoming not only a driver but also a vital necessity for both business and the whole public administration system. Therefore, the public administration management at all levels (central, regional, local), when territory development strategic planning, it is necessary to focus on the transition to advance implementation of digital technologies, otherwise self-governing bodies will lose their mission of driving forces of community development.

### References

1. I. A. Chikarenko. *Formation of a managing system for territorial communities' innovative development*. Dnipro: DRIDU NADU (2014) [in Ukrainian]
2. K. Bagatska, A. Heidor Business processes in terms of economy digitalization. *VISNYK KNTEU*, **5**, 23-32 (2019) [in Ukrainian] DOI: 10.31617/visnik.knute.2019(127)03
3. O. M. Hrybinenko. Digitizing the economy in the new paradigm of digital transformation. *International relations. Economic Sciences Series. (Special issue)*, **16** (2018) [online]. [in Ukrainian] Available at: [http://journals.iir.kiev.ua/index.php/ec\\_n/article/view/3523](http://journals.iir.kiev.ua/index.php/ec_n/article/view/3523)
4. A. V. Gurenko, O. E. Gaschutina. The directions of the management systems development in the conditions of the digitalization of business in Ukraine. *Economy and society*, **19**, 739-745 (2018) [in Ukrainian] DOI: 10.32782/2524-0072/2018-19-113
5. O. V. Karpenko, O. V. Ryzhenko. Digital transformation and good data governance in Ukraine. *Bulletin of the NAPA. Series "Public Administration"*, **4**, 157-162 (2018)
6. O. Karpenko, N. Savchenko, S. Shaykhet. Services Digitizing in the Sector of Public Policy for Employment Provision and Security. *Economic Paper: Special issue Research of the Ukrainian Economy, Politics, Society and Environment*. Kobe (Japan): Kobe-Gakuin University, **50**, **3**, 89-98 (2018)
7. About the regional program of informatization «Electronic Dnipropetrovs'k region» for 2020-2022. Available at: <https://oblrada.dp.gov.ua/rishennia/sklikannia-7/xviii-sesiya/№-506-18vii-25-10-2019-p>.
8. The results of assessing the level of digital development of subregions, cities and amalgamated territorial communities of Dnipropetrovs'k region. Strategic session to discuss the draft Regional program "Electronic Dnipropetrovs'k Region" for 2020-2022. Dnipro: Dnipropetrovs'k RSA (2019)
9. S. Kvitka, O. Tytarenko, O. Mazur. Evaluation of digital development of administrative and territorial units of Dnipropetrovsk region. *Public Administration Aspects*, **7(11)**, 15-25 (2019) [in Ukrainian] DOI: 10.15421/151952
10. A. Y. Yaskewych (Ed.). *Monitoring of implementation of e-government tools in local self-government bodies of major cities of Ukraine*. Vinnytsia: NGO Podil Regional Development Agency (2018) [in Ukrainian]
11. E-democracy tools: a global experience (2016) [in Ukrainian] Available at: <https://digitle.wordpress.com/2016/11/30/9879247>



20 November 2020

DOI: 10.5281/zenodo.4274933

# Risk of Ukraine's human capital loss and the means of its warning

Valentyna Molokanova<sup>11</sup>, and Ella Sergienko<sup>2</sup>

<sup>1</sup> Dnipropetrovsk Regional Institute for Public Administration, National Academy for Public Administration under the President of Ukraine, Management and Project Management Department, Gogol str., 29, 49044 Dnipro, Ukraine

<sup>2</sup> Dnipropetrovsk Regional Institute for Public Administration, National Academy for Public Administration under the President of Ukraine, Management and Project Management Department, Gogol str., 29, 49044 Dnipro, Ukraine

**Abstract.** The impact of emigration processes in Ukraine on the decline of human capital potential is indicative as a set of unfavourable domestic conditions that are pushing the population out of their home country. In today's environment, the role of the individual as a special resource for economic development is increasing. Analysis of real processes of economy and society development in modern conditions has led to the establishment of human capital as the main productive and social factor. The preservation and development of human capital is a prerequisite for the effective growth of the national economy. The article examines statistics on labour migration in Ukraine, identifies the positive and negative consequences of labour migration. Special attention is paid to intellectual migrants as a major human capital resource. The results present as the spectrum of motivational values changes in different segments of the population. The main result of the study is a deepening of the theoretical framework for managing the risk of human capital loss. Recommendations for the careful regulation of intellectual migration have provided to stimulate the development of the national economy, improve the quality of human capital and increase the income level of the population.

## 1 Introduction

The preservation and development of human capital is a prerequisite for the effective functioning and growth of the national economy. The emergence of human capital theory is driven by the need for economic science to respond to changes in real life. With the advent of information value-oriented economy, there was a need for an in-depth understanding of the human role and the accumulated results of its intellectual activity on the pace and quality of economic development. The impetus for the creation of the theory of human capital was the growth statistics of the developed countries economies, which exceeded the calculations based on classical factors of growth. In a behavioural economy, the analysis of real processes has led to the affirmation of human capital as a major productive factor in the society development.

The role of psychological and socio-cultural factors in the economy in recent years has ceased to be underestimated, as it has been for decades before. Scientists have recognized that the processes of rapid change are increasingly dependent on the competencies of the individual who have to make decisions in today's challenging environment. The dominant

20 November 2020

characteristic of the human side of management is the ability to collaborate in a team and project environment [1]. The success of any project depends, primarily, on teamwork, and its quality depends largely on the personality of each team member [2]. Thus, the methodology of governance is becoming increasingly human-centred, as the cause and the main factor in the productive development of modern society. This opens a wide field of study of a human's personality: his views, values, motivations, reactions to life events that are, deeply individual factors.

In the second half of the twentieth century, the more common are the views of non-classical science, the object of which is the system, which depends of human behaviour. In this case, the subject of management and the system of its values become the focus of researchers. At the same time, management abandons rigid hierarchical management structures and moves to dynamic project-oriented systems, which are enshrined in new project management standards [3], [4]. Over time, the popularity of value-based management increases, which determines and structures the value-oriented approach to decision-making [5]. Continuing to study the particular culture of organizations is to investigate their mental space, as well as to develop a formalized description of such a space that allows influencing on the mental space of a project or program for the success of their implementation [6].

## **2 Data and Methods**

Today, in the context of the modernization of the Ukrainian economy, there is a need to rethink basic theories and formulate modern concepts of human capital growth. The purpose of the article is to systematize theoretical and methodological approaches to the study of the human capital nature in the field of knowledge economy, to develop methodological bases for the study of its motivation and to characterize the impact on the economic growth of the country. The complexity of human capital management tasks requires a combination of technical, behavioural and contextual competencies, which determines the relevance of specific practices and managerial skills. However, the transition from an economic assessment of management effectiveness to an assessment of the effectiveness of human resource management processes is quite difficult. Currently, a methodology is needed that allows you to determine which percentage in creating a useful result belongs to effective human capital management, and which to other subject areas of modern management. To solve the tasks in this work, we used the method of critical analysis of scientific and statistical sources, methods of system analysis, generalization and systematization of practical experience.

## **3 Presentation of the main results**

### **3.1. The category, nature and evolution of the concept of human capital**

In our time of rapid social change, human capital is becoming a major factor in the formation and development of an innovative knowledge economy, as the next highest stage of development [7].

The current global trends in economic dynamics stimulate innovative development, which implies that human capital is a major factor in modernization. The implementation of technological advances in production depends more on human capital, which is an important component of the national wealth of any country. Therefore, today, human capital and its carrier recognized as one of the strategic resources in the developed countries of the world.

The term "human capital" is a broad interpretation of such concepts as human factor, human potential, and intellectual capital. Traditionally, the conceptual-categorical apparatus

20 November 2020

used to study human development and human capital operates with such terms as labor, human capital, human potential, labor potential, and social capital. These concepts can be considered as the main related categories used with the human capital category. Today, the normative acts and statistical records of most countries use the concept of "able-bodied population" of a country, an administrative territorial unit or an economic entity.

Labor potential is the ability to use labor resources in the long run. There are opportunities and skills of employees that today may not be used by the company, but in the future may be involved in social production. To characterize human capital, let us remember that capital is wealth, that is, accumulation. There are physical capital, natural capital, intellectual capital, depending on economic entities (person, enterprise, society), knowledge, skills, and natural abilities.

### **3.2. Statistical indicators of labour migration in Ukraine**

The main issue of migration, which is much more written by media and politicians, is the external labour migration of Ukrainians, which has a serious impact on the economic development of the whole country. The State Statistics Service considers migrant workers as persons aged 15-70 who have worked or sought work abroad for less than one year. Estimates that the scale of labour migration obtained from a number of sociological surveys are higher due to the lack of methodological constraints in determining the contingent of external labour migrants. In one of the polls of the end of 2018, mass travel of Ukrainian citizens abroad was named as one of the main threats to the country by 59% of respondents [8].

In Ukraine, they are now talking about the "fifth wave" of emigration, which continues the large-scale migration processes of the 20th and early 21st centuries [9]. There are millions of people involved in labour migration. In 2018, according to the National Bank of Ukraine, the volume of private transfers from abroad has grown to \$ 11.6 billion, which is significantly higher than FDI, and is forecast to reach 12.2 billion by the end of 2019 [10]. In its latest report on Ukraine, the International Monetary Fund called labour migration one of the reasons for rising wages (due to competition with foreign employers, Ukraine is forced to raise wages).

**Table 1.** Results of the survey by the State Statistics Service of Ukraine on labour migrants [10]

Years	Number, million	% of working age population of Ukraine
2005-2006	1,5 million	5,1
2010-2012	1,2 million	3,4
2015-2018	1,3 million	4,5

Among the reasons for labour migration is the low level of wages. The number of jobs in Ukraine is increasing, but labor migration is not decreasing. Thus, according to the State Employment Service in the Lviv region over the last two years, the number of vacancies has increased by 50%. Among the 8,000 vacancies, 2/3 are the workforce, 1/3 are specialists with higher education. The state employment service in the labor market fills a niche of about 26 percent of the total number of employees [10]. That means, there is a real need for staff, employers are experiencing a frantic staffing hunger.

At present, the topic of migration in Ukraine has traditionally been at the forefront of political, informational and economic media. This phenomenon has also become the object of populist manipulation and misinterpretation. Particularly acute is its coverage every year

20 November 2020

in the summer, when in high school begins an entrance exams and there is a noticeable migration loss of youth potential. Against the background of the protracted demographic crisis, the migrant sentiment of the students not only blocks the processes of preserving the resource potential of the national educational and scientific schools, but also leads to the destruction of the socio-cultural foundations of the domestic labour market, producing threats to the national security of the country.

**Table 2.** Number of labor migrants by occupational groups [10]

	Total, thousand people	Total, %
Total number of migrant workers who worked before departure abroad by occupational groups:	736,3	
– professionals, specialists, technical employees	161,7	8,2
– trade and service workers	126,2	11,2
– skilled workers in agriculture, forestry, fisheries and fisheries	11,4	1,7
– skilled workers with the tool	218,4	32,1
– maintenance and control workers for technological equipment and machinery	74,4	7,2
– the simplest professions	144,2	39,6

### 3.3. The theory and technologies of human capital conservation

In the world, the critical mass of labour migration for the country is 12%. That is, labour migration in Ukraine is not as acute as it may seem. Smart businesses can identify potential migrant workers among their employees, direct them to their own subsidiaries abroad and receive more qualified staff, but for some reason they don't. Obviously, such Enterprises, which for some reason do not do so, will have problems with labour in other countries.

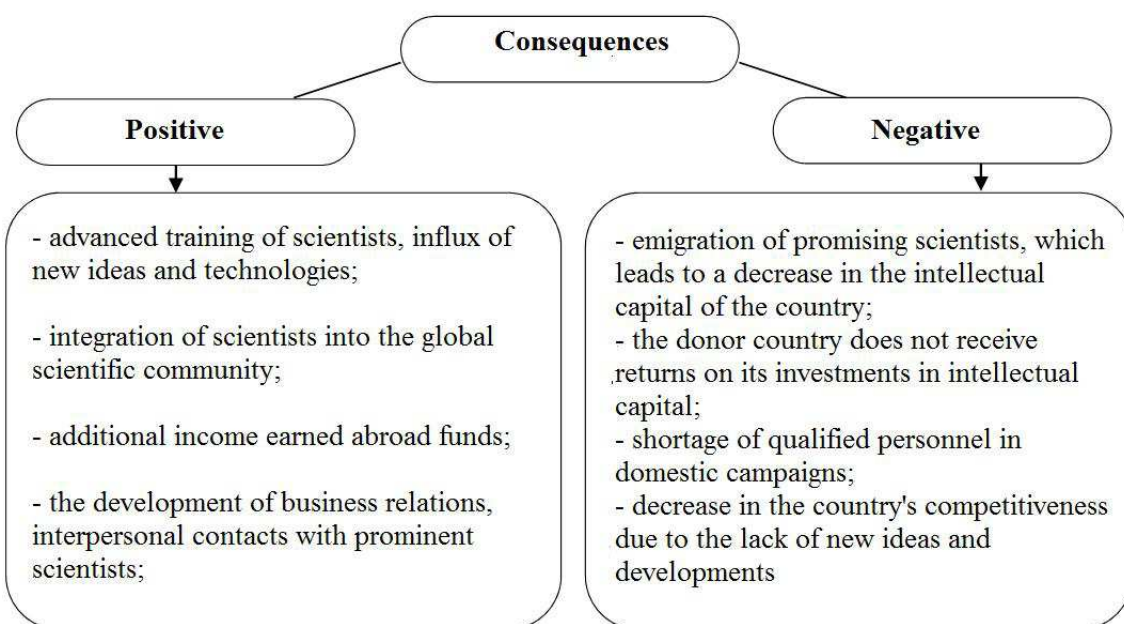
A recent study on migration highlights defined several key reasons for people leaving the country. In the first place, among the causes of labour migration is low wages. According to the study first group of migrants are people who travel abroad for a short period to earn targeted funds. The second group of migrant workers includes those who seek to change the picture of life. This group is also numerous. In the third group, there are people who want to travel. They are mostly young people. For them, making money abroad is an opportunity to see the world, get to know other cultures and traditions. Increasingly, scholars are finding that earning migration which taking new forms and goals. Undoubtedly, each of us has the right to choose the conditions of our lives and work. However, today we are talking about those risks to the state of the loss of human capital.

Especially dangerous is the modern fifth wave of migration, which dates back to the second decade of the 20th century and is essentially educational. Today, young people go abroad in different ways. Someone to get better pay, someone better education, the opportunity to better communicate with similar ones through learning a different language. According to a study by Lviv Polytechnic National University, over 90 percent of students studying construction and architecture, IT, chemistry, etc., declare that they want to go abroad in order to arrange their lives there. Therefore, the Ukrainian government needs to take immediate steps to ensure that Ukrainian students remain in Ukraine. It is necessary to create such a package of social services that would keep the teacher and the student in Ukraine. Another task is the realization of the strategic planning for the development of the

20 November 2020

territory of Ukraine, the development of a program of revival of certain sectors of the economy, which would determine the economic face of a region.

To date, labour migration not only reduces the supply of labour in the Ukrainian labour market, but also reduces its quality. Intellectual migration is a particular threat to the socio-economic development of the country and the sustainable development of society. Unfortunately, today more than 30% of Ukrainian scientists are working on the development of the economy of foreign countries [11]. The migration policy of many developed countries of the world is based on the principle of attracting an intellectual migrant [12]. In a globalized world, it is impossible to stop intellectual migration, which can have both positive and negative consequences for the country (Fig. 1).



**Fig. 1.** Positive and negative consequences of emigration [13]

Intellectual migration is a rather urgent problem for modern Ukraine, and it needs to introduce a mechanism for returning migrants to their homeland, that is, a mechanism for the transformation of irreversible emigration into a temporary one.

In order to reduce the scope of intellectual migration, the state should focus its policy on the development and effective using of intellectual potential:

- to provide decent wages to the scientific potential of the country;
- ensure the updating of the material and technical base of the research sphere;
- to provide new approaches to the realization of the formation of human resources potential by determining the priority areas for the state in which the training of scientific personnel should be carried out;
  - create favourable working conditions, with laboratories equipped with the necessary technical facilities, which will facilitate the realization of creative and intellectual potential;
  - to increase the level of social protection of scientific workers;
  - to stimulate domestic business to the effective using of scientific developments of Ukrainian scientists;
  - to promote international cooperation with the opportunity to travel abroad.

Thereby, in the age of globalization, migration policy becomes a factor of state innovative development. Migration is increasingly affecting the quality of human capital, and the income level of the population. Countries are faced with the challenge of attracting the most effective part of human capital from abroad, the preservation and development of

20 November 2020

national intellectual resources and technology transfer through specialists. These goals require developing a security strategy to save state human capital.

## 4 Conclusion

Loss of intellectual capital of the country is a complex phenomenon that has an ambiguous impact on socio-economic development. Today, in the international labour market, Ukraine holds one of the leading positions among the donor countries in intellectual resources and actually participates in the economically developed countries of the world.

The current crisis of national science is the main cause of intellectual migration, which negatively affects at the development of the national economy, the quality of human capital, labour productivity, and the income level of the population.

The official statistical sources are unable to estimate the real scale of intellectual migration, due to the lack of unified methodological approaches to measuring the intensity of migration processes of highly skilled workers. This has a negative impact on the ability to evaluate the quantitative and qualitative parameters of intellectual work. Therefore, the first important step in public policy to improve the information level of statistical indicators is to introduce the most advanced processing technology. It is also necessary to improve the survey of migration processes.

Accordingly, Ukraine has just begun to form a comprehensive, scientifically substantiated methodical, information-weighted system for regulating intellectual migration processes. Implementation of attentive and careful regulation of intellectual migration in combination with market processes of self-regulation is able to stabilize the situation regarding intellectual migration, stimulate the development of the national economy, improve the quality of human capital, and increase the level of income of the population.

## References

1. K. Kendra, L. Taplin, Project success: A cultural framework, *Project Management*, **35**, 30–45 (2004)
2. S. Bushuev, V. Morozov, *Dynamic leadership in project management*. 312 p. (2009) [in Russian]
3. J. Chapman. *Project Management: Scalable Methodology Guide*. Human Resources Management. [Online]. Available at: [http://www.hyperthot.com/pm\\_meth.htm](http://www.hyperthot.com/pm_meth.htm) (2019)
4. S. Bushuev, E. Verenich, D. Bushuyev, and R. Yaroshenko, Formal model of the mental space of the project or program, **1**, pp.153-160, (2017) [in Ukrainian]
5. L. Kliem, I. Ludin, *Tools and Tips for Today's Project Managers*. *PMI Headquarters*, 230 p. (1999)
6. D. Cleland. *Strategic Management of Teams*. John Wiley & Sons, Inc., New York, 292 p. (2006)
7. G. Kenwood, A. Loughheed. *The Growth of the International Economy 1820-2000*. London – N.Y. Taylor & Francis e-Library (2002).
8. Ukrainian society: the migration dimension: Nat. report / Institute of Demography and Social Research of Ukraine NAS. Kiev, 396 p. (2018) [in Ukrainian]
9. E. Libanova, External Migration of Ukrainians: Scales, Causes, Consequences. *Demography and Social Economy*, **2, 33**, p. 11-26 (2018) [in Ukrainian]
10. State Statistics Service. [online]. Available at: [http://www.ukrstat.gov.ua/operativ/operativ2006/rp/met\\_u.htm](http://www.ukrstat.gov.ua/operativ/operativ2006/rp/met_u.htm) (2019) [in Ukrainian]
11. Deriy Zh.V., Mirzodaeva T.V. Managing Human Capacity Building: A Regional Aspect. Modern economic, social and environmental determinants of the development of the country and its regions. SHS Web of Conferences. pp. 128-130 (2017) [in Ukrainian]

**20 November 2020**

12. O. Myronchuk, «Brain drain» as a factor of competitiveness in a globalized world. Research on the migration economy, **2, 67**, pp. 178-185. (2011) [in Ukrainian]
13. L. Sarkisian. Peculiarities of Expansion of Ukraine's Foreign Economic Relations in the Context of Globalization. Economics and management organization. **4, 24**, pp. 245-253 (2016) [in Ukrainian]

# The System of Administrative Services at Level of Territorial Communities: Dynamics of Development (2009-2019 years)

*Tetiana Serohina*<sup>1</sup>

<sup>1</sup> Dnipropetrovsk Regional Institute for Public Administration, National Academy for Public Administration under the President of Ukraine, Management and Project Management Department, Gogol str., 29, 49044 Dnipro, Ukraine

**Abstract.** The article describes the dynamic of the Administrative Service Centres (ASC) network development in Ukraine from 2009 to 2019. The reform of administrative services is one of the most systematic and consistent in Ukraine due to the consistent implementation of a set of state measures and the expansion of the role of international technical assistance projects. Studies of the quality of administrative services confirm the positive changes. Analysis of the growth dynamics of the ASC number showed that this process is heterogeneous, with almost no centers being created until 2012, and in 2013 and 2014 (457 and 111 ASC, respectively) this process was most active. From 2015 to 2019, the growth of ASC was slower, and no centers were established in 1 quarter 2020. Recent trends suggest that, at the current stage of decentralization, the existing network is able to provide citizens with proper administrative services. The main focus of the experts is on solving the problematic issues that arise in the existing centers. Such problems include the existence of "formal" ASC when there is no systematic vision for the appointment of the center, ASC of district state administrations, in the period when the latter is planned to be eliminated in the near future, obstacles to the decentralization of services (services of registration of civil acts, registration of vehicles, etc.), require special attention.

## 1 Introduction

The decentralization of authority today is a defining direction of public policy, which requires special attention in the context of the development of the public service delivery system. This is due in the first place to the fact that the processes that accompany this reform cause significant changes in the system under study. Therefore, the redistribution of powers between different levels of government creates new opportunities for improvement of the public service delivery system, facilitates the implementation of new approaches based on the principle of subsidiarity. To date, there is considerable experience in providing local governments with quality administrative services. However, their potential has not been fully realized to date.

Accordingly, government policy is also expected to have a consistent, prudent approach on the one hand, and an opportunity to respond promptly to the challenges and issues that inevitably accompany any reform. In the context of the issue under study, the impact of decentralization processes on the system of administrative services provision and the formation of the ASC network deserves special attention.



20 November 2020

It should be noted that in a number of reforms aimed at improving the public service delivery system, the reform of administrative services is one of the most systematic and consistent [11]. This is the result of the implementation of a set of state measures on the one hand, and the extension of the role of international technical assistance projects on the other.

In general, the creation of a ASC network is one of the leading areas for reforming the administrative service delivery system. The implementation of this direction has justified itself, as evidenced by research data on the work and quality of administrative services.

According to the data, if in 2015, 82% of respondents rated positively the overall evaluation of the ASC's work, and negatively 5%, then in 2019 it was positive - 90.9%, negatively - 2%. To receive the service, citizens had to make one or two visits - 55% and 32% respectively. 30% of visitors said that they did not have to wait in line, and 27% of respondents said that the waiting time did not exceed 10 minutes. Significantly changed indicators of the quality of administrative services - if in 2014 a very good rating was given by 5% of respondents, in 2019 - 19%, a negative assessment in 2014 was delivered by 32% of visitors, and in 2019 - 16 % [11].

## **2 Data and Methods**

The analysis of the administrative services system was conducted on the basis of legal acts and the results of expert studies collected by public authorities and international technical assistance programs. In particular, the Ministry of Communities and Territories of Ukraine monitors the process of decentralization of power and the reform of local self-government on a monthly basis [3], which contains data on the creation of united territorial communities, decentralization of power and public services.

The information on the quality of administrative services, which allowed to establish the dynamics of change, was presented by the Expert Monitoring Center in the 30 largest cities and 20 OTGs [4], conducted by experts of the network of analytical centers of Ukraine UPLAN [12]. Analytical of quality of administrative services provided by Ilko Kucheriv Democratic Initiatives Foundation [2].

## **3 Presentation of the main results**

Current world trends in the system of public administration cause changes in existing and formation of fundamentally new approaches to the system of public service delivery in Ukraine, which is based on the introduction of "a new ideology of functioning of the executive power and local self-government as an activity to ensure the realization of citizens' rights and freedoms" [6].

It should be noted that in a number of reforms aimed at improving the public service delivery system, the reform of administrative services is one of the most systematic and consistent [11]. This is the result of the implementation of a set of state measures on the one hand, and the extension of the role of international technical assistance projects on the other. In particular, the focus of the U-LEAD Program with Europe is on the process of building a ASC network in Ukraine.

In general, the creation of a ASC network is one of the leading areas for reforming the administrative service delivery system. The implementation of this direction has justified itself, as evidenced by research data on the work and quality of administrative services. One such study was conducted by the Ilko Kucheriv Democratic Initiatives Foundation [11]. As part of this study, Expert monitoring of ASC in the 30 largest cities and 20 amalgamated territorial communities, Consumer survey of quality of service provision in ASC in 30 largest cities, and National Sociological Survey on the quality of service delivery at ASC.

20 November 2020

The ASC network, as one of the key drivers of reform performance, requires particular attention in the context of the study. Therefore, we will place the data on the number of generated ASC's in the table by years (Table 1).

**Table 1.** Dynamics of growth of the number of ASC's in Ukraine by years (according to the Monitoring of the process of decentralization of power and reform of local self-government [3])

Year	New ASCs have been created	The total number of ASCs	The total number of ASCs in the ATC	The relative number of ASCs in the ATC
2009	-	1		
2010	2	3		
2011	5	8		
2012	37	45		
2013	457	502		
2014	111	613		
2015	22	635	< 10	< 1,5 %
2016	47	682	23	3,4 %
2017	64	746	71	9,5 %
2018	32	778	125	16 %
2019	28	806	176	22 %
2020 (I quarter)	-	806	176	22 %

Based on the above data, it can be noted that the processes of improving the administrative service delivery system by 2012 were slow enough, successful practices were rather an exception to the general picture (Municipal Services Center in Berdyansk (2004) [1], Transparent Office in Vinnitsa (2008) [8], etc.).

The real prerequisites for reforming the administrative services sector as a whole and building the network of ASCs, in particular, were provided with an appropriate legal framework. One of the key documents was the Law of Ukraine "On Administrative Services", adopted in 2012, which focused on the formation of ASCs. Therefore, since 2013, there has been a tendency for a sharp increase in the number of ASCs (457 and 111 in 2013 and 2014, respectively), although from the outset their creation was not always provided at the proper level.

After the unprecedented increase in the number of ASCs in 2013 - 2014, the pace of their creation slowed down considerably (from 22 in 2015 to 64 in 2019), no centres were created in the first quarter of 2020. This suggests that in the context of current decentralization processes, when the first stage of administrative-territorial reform, related to the voluntary association of territorial communities (1009 amalgamated territorial communities - as of March 2020 [3]), the growth of the number of ASCs stopped.

However, the conditionality of the processes of reforming the sphere of administrative services provision by the processes of decentralization is not only influenced by the dynamics of growth of the number of ASCs. The cornerstone is the fact that most administrative service centres have been set up by district state administrations, which, according to registered draft laws ("On the Principles of Administrative and Territorial System of Ukraine" [7], etc.), must be liquidated by March 1, 2021. At the same time, as of March 2020, out of 806 ASCs, 435 were created by district state administrations and only 22% (176) of CNAPs were created by amalgamated territorial communities [3].

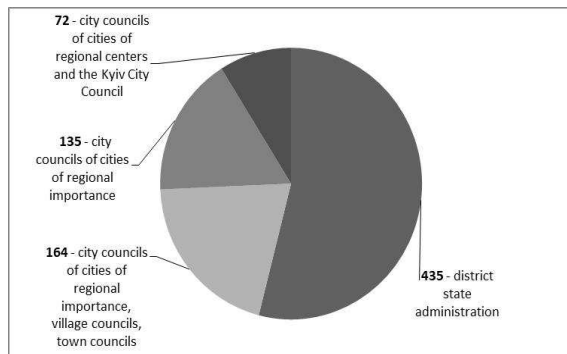
In order to ensure consistency in the reform process, a Decree of the President of Ukraine "On Some Measures to Provide Quality Public Services" was released on

20 November 2020

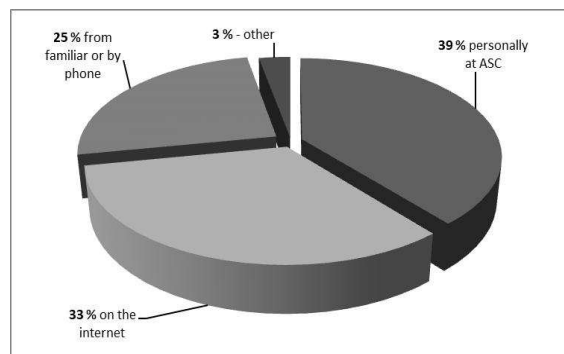
September 4, 2019. The Decree refers to the further abolition of the “obligation to establish administrative service centers under district state administrations” [5].

Today there are several variants of ASC functioning - those created:

- district state administrations;
- local self-government bodies (city councils of cities of rayon / regional importance / regional centers and Kyiv City Council, village, settlement councils);
- district state administrations and local self-government bodies - so-called. city-district ASC (Fig. 1)



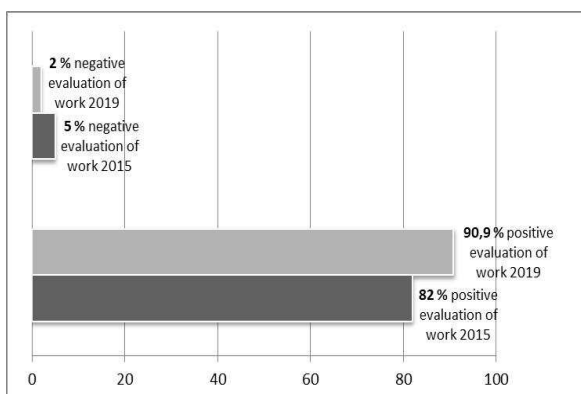
**Fig. 1.** Distribution of ASC



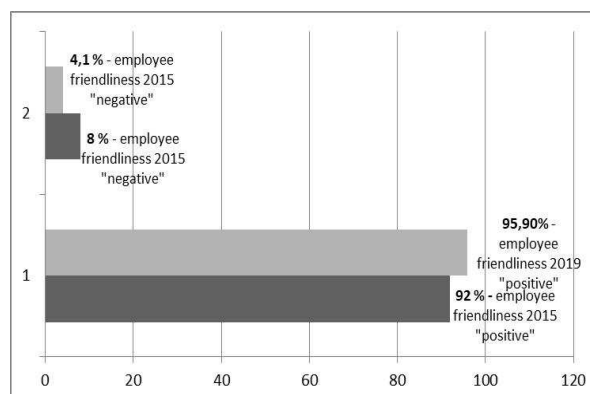
**Fig. 4** The distribution of the main sources of information on ASC

Overall estimates of ASC performance were good in previous evaluations. But this time they have improved. Thus, if in 2015 82% of respondents evaluated the work of such bodies positively, and 5% negatively, then in 2019 the share of those who considered the work of the CNAP good - 90.9%, and those who rated it as bad - 2% (Fig. 2).

Therefore, the state policy on providing citizens with administrative services in the next stages of administrative-territorial reform, including those related to the liquidation of district state administrations, deserves special attention. Such a policy should be based on the principles [10]: ensuring access of persons to administrative services; preservation of the existing ASC infrastructure; retention of ASC staff.



**Fig. 2** Evaluation of the ASC



**Fig. 3** Employee friendliness

Compared to 2015, the level of satisfaction of citizens with the friendliness and competence of ASC employees has also increased. Thus, in 2015, 92% of visitors were satisfied with the friendliness of ASC employees and 9% were dissatisfied, and in 2019 95.9% were satisfied with the friendliness of ASC employees and 4.1% were dissatisfied, respectively (see Fig. 2). The level of competence of ASC employees was satisfied by 91%, dissatisfied - 9%, and in 2019 - 95% and 5% respectively (see Fig. 3).

20 November 2020

In all cities, the overwhelming majority of those who applied to the ASC rate his work well. Most of the absolute positive ratings ("very good") from the citizens who applied to the ASC (who at the same time have the proper level of service integration) were obtained by the ASC in Vinnitsa (84%), Chernivtsi (85%), Ivano-Frankivsk (76%) , Kyiv (76%), Lutsk (76%), Rivne (75%) [10].

The overwhelming majority of respondents to the survey asked the ASC to get a specific service - 78.5%, while 21.5% visited all cities for information and consultation. At the same time, most of the surveyed users of services (71%) were able to fully resolve the issue they addressed, another 23% said that the issue was not resolved, but is in the process of resolution. To obtain administrative services, on average, all the surveyed ASC citizens had only one or two visits - 55% and 32% respectively [10].

In the vast majority of ASC visitors are satisfied with the informative signage at the entrance to the premises and the presence of other signs; availability of stands with information, sample documents; availability of information cards of services; availability of forms, forms; arrangement of waiting places; the general condition of the premises and the mode of operation of the body. The main positive aspects of receiving administrative services for the respondents were as follows: officials acted correctly and politely; a clear explanation of all the circumstances of the case, including what documents are required, etc., as well as the premises of the authority, sufficient information was needed to obtain the service and samples for filling in documents, and comfortable and comfortable waiting conditions (chairs, places for filling in documents, etc.) were provided.

The main complaints primarily relate to the large queues (20%), the length of the case and the lack of explanations as to what documents were required, so man has to go several times. However, the major problem - the big queues - became less mentioned compared to past polls (down from 42% to 20%). Comparing the dynamics of the "negative elements" from personal experience of receiving administrative services, it is worth noting that in all indicators, comparing the data of December 2014 and July 2019, there is a very positive trend. This applies in particular to queues (from 42% reduction to 20%), room comfort (reduction of complaints from 16% to 6%), conditions for persons with disabilities and parents with children (from 9% to 4%), bribe solicitation (from 5% reduction to 2%), rude behavior of officials (from 16% reduction to 4%), refusal without explanation (from 4% reduction to 2%), did not explain what documents were needed (reduction from 30% to 11%), absence necessary information (from 14% reduction to 6%), the case took too long (reduction from 28% to 12%), walking in different instances (reduction from 20% to 8%), requesting unforeseen documents ( reduction from 11% to 4%), purchase of forms and "paid additional services" (from 19% reduction to 5%) [10].

Compared to 2015, awareness of the activities of state or local authorities in the field of administrative services has increased significantly. Thus, 42% are aware of the creation of administrative service centers (25%). A third of the population knows nothing about any actions (half did not know anything before). Increasing awareness is also associated with an increase in the number of ASCs. Thus, 46% of the respondents said that in their city a ASC was formed, in 2015 there were 20%, and in 2014 - only 13%. At the same time, the number of people who applied to the ASC also increased, making up 43% of those who know about the ASC in their city. In 2013, this figure was 35% [10].

The level of satisfaction with ASC services by their direct users is quite high. Thus, 82% are satisfied with the services received at ASC, and just over 10% are dissatisfied. 5% of the population have already used online administrative services. The most frequently used services are of the Ministry of Social Policy, which is associated with a large number of requests for social services.

20 November 2020

Integration of services is increasing, but the level of integration of services with “foreign” passports and “internal” passports in the form of a card is uneven. These services are provided in 77% of the surveyed urban CNAPs and 45% of CNAPs in the CTV. Particularly negative was the fact that at the time of monitoring the provision of “passport” services was not ensured in the ASC of 7 cities - regional centers (Zhytomyr, Zaporizhia, Kramatorsk, Kropyvnytskyi, Severodonetsk, Kherson, Uzhgorod). Photo passport service in the form of a booklet (25/45 years old) is available only in 67% of the investigated urban ASCs and in 70% of the ASCs in the ATC. 97% of ASCs in cities and 85% of ASCs in ATCs provide services for issuing information on SCCs and land registration. The most problematic for integration into the ASC are new service groups, in particular, social and pension spheres, registration of civil acts, vehicle registration and driver's license. At the same time, a higher level of integration of social services (65%) and pension services (60%) is demonstrated by the ASC in ATC. In urban ASCs, these figures are much lower and are 47% and 23% respectively. Obviously, due to the mass nature of these services, it is still easier to integrate them into smaller communities [10].

The process of improving the administrative service delivery system is ongoing. In settlements (communities) with different status, different models of CNAP are implemented, which is caused by different set of powers.

Therefore, the state policy on providing citizens with administrative services in the next stages of administrative-territorial reform, including those related to the liquidation of district state administrations, deserves special attention. After all, as we can see in fig. 1, most of the ASCs were created by district state administrations 435 out of 806 (see Fig. 1).

### 3 Conclusions

At the present stage of improving the administrative service delivery system, special attention is paid to the development of the ASC network. It is important in the process of transition from the first stage of decentralization of voluntary community association to the second, not only to ensure accessibility and quality of administrative services at the achieved level, to maintain staffing and material resources, but also to promote its further development.

### References

1. Berdyansk City Council. Official site. Available at: <https://bmr.gov.ua/index.php?id=800001134> [in Ukrainian]
2. Dynamics of change in the quality of administrative services in Ukraine. Available at: <https://www.pravo.org.ua/img/zstored/files> [in Ukrainian]
3. Monitoring the decentralization process and reforming local self-government. Available at: <https://decentralization.gov.ua/mainmonitoring> [in Ukrainian]
4. Assessment of ASC of the 30 largest cities in Ukraine. Available at: <https://www.pravo.org.ua/img/zstored/files> [in Ukrainian]
5. On some measures to ensure the provision of quality public services: Presidential Decree of September 4. 2019. Available at: <https://www.president.gov.ua/documents/6472019-29441> [in Ukrainian]
6. On Measures to Implement the Concept of Administrative Reform in Ukraine: Presidential Decree of July 22 1998 No. 810/98. Available at: <https://zakon.rada.gov.ua/laws/show/810/98> [in Ukrainian]
7. Transparent office of Vinnytsia city council. Available at: <https://transparent.vmr.gov.ua/default.aspx> [in Ukrainian]
8. Proposals of the U-LEAD with Europe program on public policy on administrative services. February 2020. Available at: <https://tsnap.ulead.org.ua/wp->

20 November 2020

content/uploads/2020/02/White-Book\_web-2.pdf [in Ukrainian]

9. Proposals for the elimination of the ASC of the district state administrations of the U-LEAD Program with Europe. Available at: <https://tsnap.ulead.org.ua/wp-content/uploads/2020/01/Analiz-polityky-shhodo-TSNAP-RDA.pdf> [in Ukrainian]

10. Quality of administrative service delivery in Ukraine: citizens' opinion, expert evaluation and changes over 5 years. Ilko Kucheriv Democratic Initiatives Foundation. Sep. 4 2019. – Available at: <https://dif.org.ua/article/yakist-nadannya-administrativnikh-poslug-v-ukraini-dumka-gromadyan-otsinka-fakhivtsiv-ta-zmini-za-5-rokiv> [in Ukrainian]

11. UPLAN. URL : <https://uplan.org.ua/about/>

20 November 2020

DOI: 10.5281/zenodo.4274941

# The ways of improvement of the implementation of social mechanism in the field of state administration of social risks in Ukraine

*Tetyana Kravchenko*<sup>1</sup>, *Kateryna Naboka*<sup>2</sup>

<sup>1</sup>Zaporizhzhya Regional Institute of Postgraduate Pedagogical Education of Zaporizhzhya Regional Council, Zaporizhzhya, Ukraine

<sup>2</sup>Classic Private University, Zaporizhzhya, Ukraine

**Abstract.** In the article, the problem of the use of the social mechanism is selected as an effective instrument of public social policy. The scientific and practical approach is offered concerning the improvement of social mechanism, which improves the active implementation of the social dialog of public, local self-government and territorial communities in the field of management social risks on principles of construction of structural connections and relations in society, complexity and combination with the existent forms of realization of social policy. It is well-proven that implementation of social mechanism enables to correct the public policy concerning leveling of social risks leaning on withstand social norms. This mechanism allows raising the level of viability of the social system, modernizing the infrastructure of educational establishments and improving staffing and financial support of social services. The scientific ground of implementation of the social mechanism of management social risks is directed on the achievement of strategic priorities of receiving society's social safety. Based on the noted approach the practical ways of development of social mechanisms are proposed.

**Introduction.** The beginning of the third millennium was marked by rapid transformation processes and changes in all spheres of the public life of Ukraine. The situation became complicated by the system socio-economic crisis in Ukraine which strengthened negative tendencies. The generally low level of life, progressive unemployment, demographic crisis, social unprotectedness of the greater part of the population, make the real threat national safety after all by the basic contents: socio-economic, political and ecological. In such terms of the special value acquires the state activity in the social sphere concerning management and minimization of social risks that conforms to the strategic aims of the state development.

The implementation of the social mechanism as a basic instrument of public policy takes into account all principles of construction of structural connections and relations in society. The key moment of social mechanism becomes the social organization that executes the function of search and decision of problem by various facilities. It is necessary to notice that the state administration social risks show by itself a social mechanism which is only the element of the complex system.

**Results.** The principal reason for inequality in Ukraine is the functioning of the system of stock accumulation which co-operates with other contents at forming the public policy in the field of management social risks. As a result of techno-technological, organizationally

**20 November 2020**

institutional and knowledgeable progress that part of the capital, which is rooted in capital goods, technologies, knowledge, institutional and other terms of production (capital-mean) is increased, and the effect is reduced from that part of the capital, which has a vector on the recreation of the subject of the labour process (capital-subject) [1; 2; 4; 10; 11; 12; 13; 14].

The state must carry out adjusting of cost of facilities capital as between wagedworkers and proprietors, where the main problem is a break between profits and states of proprietors and wagedworkers. In the process of adaptation of social mechanisms, there must be the included process of stock accumulation which is regulated from the side of the state for non-admission in every new loop of recreation to the new terms, where fewer part of workers is attracted relatively. The application of social mechanisms as instruments of public policy allows reducing the growth of inequality in a long-term period [5].

The social mechanisms as an instrument of the state administration social risks include different factors, subjects, and objects. But the basic characterizing signs of social risk as one of directions of public policy task there is certain social group or society, presence of negative consequences, provoked the certain social phenomena which take place, and processes, at the terms of really existent vagueness as a result of social changes.

It costs to underline that, by the Ukrainian law «About social services» that closely related to the social mechanisms, come forward one of elements of social public policy: social and domestic, social and pedagogical, socio-economic, legal services, employment services, and also social medical and psychological services [7]. At the same time, for the economy of Ukraine, there is a characteristic high level of shadowing which deepens the latency of this process of minimization of social risks. As a result of the marked implementation of social mechanisms must take into account such factors, as members of a family, who are capable of working, who officially do not work and do not have a permanent profit and work. This circumstance is instrumental in the uneven distribution of social help in case of occurring of social risks in society [8].

The important problem which needs a decision in the process of managing social risks is adjusting the system of pension support as one of the contents of the socially oriented state. For the public policy in direction of the pension support, one of the significant social mechanisms is the assured pension support which means the high level of development and gives a powerful resource concerning the development of the social system. But the presence of disbalance in the system of pension support reduces its efficiency as one of the significant social mechanisms. Another reason for the improvement of the social mechanism is a system crisis, both in the economy and state policy in the conditions of growth of the role of globalization in the country's social relations. As a result of such processes, the surplus loading was increased on the pension support, that is why the improvement of the pension system is the effective instrument of realization of social justice in society. Therefore, the construction of facilities of effective influence on social risks in society depends on the subsequent improvement of the pension system and needs complex transformation.

The integration of social mechanisms to the tool of public policy is an important component institutional organizational principles of providing social protection in the conditions of decentralization of power [6]. At the level of local authorities implementation of public policy of management social risks at the use of social mechanisms is directed on 1) providing of a high level of employment of population; 2) grant of social and rehabilitation services, lead through of social work with individuals, families who found themselves in difficult vital circumstances; 3) active work of public organs of power with the socially impressionable layers of the population, individuals and families, which have characteristic signs of a difficult situation, guaranteing receiving of social payments, regardless of



**20 November 2020**

solvency of society, and at a national level; 4) determination of basic directions of providing of social policy at the level of local self-government of public policy on questions support of families; gender question; bringing in to the active social activity of people with the special necessities; implementation of social obligations before the internally replaced people; 5) at the level of local self-government – determination of necessities of citizens and their satisfaction in the field of making healthy and children rest (development under the necessities of the local society of regional and local programs); 6) providing of the legislative field after the observance of the policy of protection of children rights.

The social mechanisms as instruments of public policy in the field of management social risks settle the problems of the population through the system of grant of social services. At the local level (social queries of local society) the public organs of power can decide a question by various approaches, namely: help on the principle of the «unique social window», staffing a social specialist, agreeing about a collaboration, grant of social services by the territorial centers of social service, creation of own establishments of the proper type and others like that.

However, unfortunately, in Ukraine, there is a present disbalance in consisting of financing of the separate incorporated territorial societies which need a grant of state subvention. The decision of disbalance in financial receiving and increase of efficiency of social protection requires changes into regulatory legal support of social protection of local society. The management social risk at the regional level stimulates the development of infrastructure of territory and promotes the possibility of financial mechanisms that the complete support of society financial resources on urgent necessities. Consequently, the implementation of social mechanisms in the conditions of reform of decentralization gives a possibility to influence the more high-quality and optimum decision of questions concerning the grant of social services. The basic advantage of local authorities with greater imperious plenary powers is providing support duties, both economic and social-cultural development of society.

The basic components of social mechanisms as instruments of state administration at the level of local self-government consist in the grant of subvention from the state budget local societies for implementation of measures on the increase of possibility of local policy in direction of management social risks that predefined by differentiation of possibility of local societies in present resources. To our opinion, improvement of the social mechanism as an instrument of public policy in the field of management risks must provide conditions for deserving labour of citizens of Ukraine in such directions:

1. Providing basic legal economic and institutional principles, concerning the employment of population-based on influence on production and labour productivity
2. The actualization of financial factors from the side of local self-government based on the support of small and middle businesses concerning the implementation of the social programs of local self-government and the creation of new workplaces.
3. Forming a new conception of deserving labour.
4. Forming of social standards based on modern queries of society and international practice of countries of the European Union; modernization of living wage concerning price indexes on different services and commodities.
5. Determination of necessities of local society in the context of demand and supply at the market of labour on basis medium- and long-term analysis of necessities of the local economy in the cut of qualifying categories which determine a sphere and profession of a member of society and form the local ordering for educational establishments on the preparation of specialists.

**20 November 2020**

6. Reduction of shadowing is the legalization of non-standard employment and unofficial work, diminishing of discrimination, in labour relations, an increase of protection of workers observance of guarantees of labour-market.

7. Protection of rights for workers and state control in the observance of current legislation from the side of a businessman who hires workers. It is effectually to renewal in verifications of employers in the context of a financial constituent, in particular salary late payment. Also, there must be co-operation between the public organs of power and by citizens in the case of insolvency or halt of economic activity of an enterprise.

8. Protection of interests of labour man, the achievement of social justice: the achievement of consensus between the basic interested parties, expansion, and strengthening of the role of trade unions as between an employer and worker with the purpose of the decline of tension in society.

9. The transition from the cheap labour force to the high level of payment for skilled labour based on the support of the balance of demand and supply at the market of labour and upgrading education concerning providing basic standards of professional skills to the requirements of employers [9; 3].

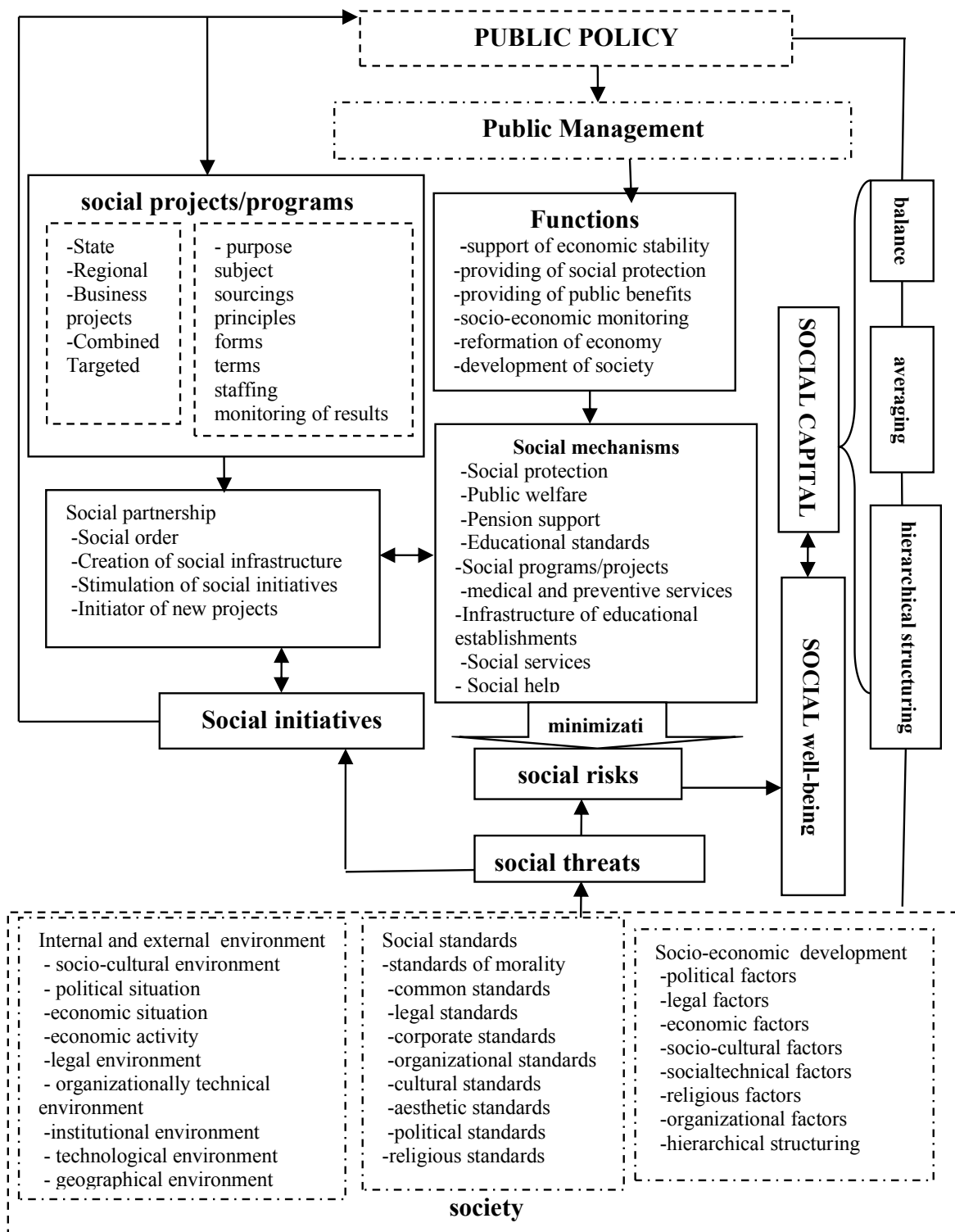
Thus, based on the conducted research it is expedient to offer the ways of implementation of social mechanisms as instruments of public policy (pic. 1), which will define basic directions of development of public policy in the sphere of management social risks. The basic social risks which influence public relations and vector of public policy are children's maintenance, old age, disability, illness, loss of bread-winner, labour injury, unemployment, professional illness, pregnancy and births, poverty, social estrangement and others like that. Concerning social risks that arise up in modern society, basic social norms set for the steady development of every citizen of the state. They are material well-being of social-cultural sphere, the infrastructure of educational establishments, state social services, skilled and financial support of social services and others that influence on policy self-weighted of public organs of power, which form the complex system from such components, as political, legislative, economic, social-cultural factors.

The implementation of social mechanisms based on the wide use of the social programs and projects on principles of social partnership provides determination of purpose, financial sources, principles of setting, forms of the lead-through, subject of the action, terms, and results monitoring. It is necessary to notice that the basic component forming of balance in society is socio-economic development which stands on such permanents, as averaged, hierarchical structuring, balance. Therefore at forming of public policy in the field of management social risks important is understanding of such factors in socio-economic and socio-political processes, as an economic situation in the state, institution environment of society, political situation, legal environment organizationally technical environment, technological environment, geographical environment, socio-cultural environment and others like that.

The basic instruments realization of public policy in the field of management social risks in the context of social mechanisms is social support, public welfare, pension support, social standards, social programs/projects, medical and preventive services, the infrastructure of educational establishments, social services, social support. It follows to underline that improvement of ways of implementation of social mechanisms as instruments of realization of public policy in the sphere of management social risks allows to save the complexity of national social policy and provide the observance of principles of justice, equality and comprehensiveness, will be instrumental in the increase of standard of citizens living. The use of social mechanisms as instruments of public policy in the field of management social risks it is necessary to pay attention to the quality of administration of services and the professional level of social workers. The expected results in this direction

20 November 2020

are forming in the population of an active vital position and increase the level of his/her viability.



Pic. 1. The ways of improvement of the implementation of the social mechanism as instruments of public policy in the sphere of management social risks (\*Note: it is developed by the authors.)

20 November 2020

**Discussions.** The use of social mechanisms as instruments of state administration social risks gives possibility quickly to react on new calls and adapt to new socio-economic realities. There is the displacement of accents of the decision of social dangers on regional and local levels that gives the real chance for an exit from crises in Ukraine. The world tendencies substantially influenced on existent approaches as for the realization of public policy and changed the vector of national policy in the field of management social risks, pointing it at overcoming of threats which arise up, support of separate sectors of economy or productions for leveling of social risks in society.

Establishing the connection of every subject of society with a general environment in the context of stabilizing of the social sphere allows forming on all levels societies of the feeling of social responsibility and brought over to acceptance and realization of public policy in all spheres of the country. By basic priorities of public policy in the field of management social risks there must be such directions:

1. Transformation of regional policy and inter-budget relations for stimulation of development of territories in the context of strengthening of state social help.

2. Differentiation of grant of social help taking into account payment of territory informing of the commonwealth of the nation.

3. Grant of greater plenary powers local societies concerning the redistribution of functions in execution organizational supervisory co-ordinating contents.

4. Revision of standards of «general conditions of dwelling» and implementation of mechanisms of their providing, in particular by the way of more active bringing in of potential of non-state organizations.

5. Corporate strategic planning of development of territory which will allow forming a safe social environment for the citizens of Ukraine.

6. Development of approaches concerning the territorial «points of growth» forming of socio-economic or scientifically educational clusters due to which it is possible more effectively to use present potential.

It is necessary to notice that realization of certain priorities in public policy in the sphere of management social risks at the use of social mechanisms is accompanied with the integration of the new economic, political, financial, social approaches to the development of local societies, institutional support, by activation of public motion and every citizen separately. Due to the strengthening of the role of globalization and components of local societies, it is possible to attain greater public trust, solidarity, social responsibility, which, in the end, is instrumental in the best providing of general necessities of society. On the whole local society must become the staple of the decision of social necessities, especially social support, in the case of origin of social risks. The implementation of social mechanisms as instruments of public policy in the field of management social risks plays one of the important roles in the determination of instruments that used for stabilizing the social environment.

**Conclusions.** Consequently, the proposed ways of implementation of social mechanisms in the field of state administration social risks are the effective instrument of choice of strategy of socio-economic development of the state, which takes into account the features of every society, and also comes forward a correcting lever at the acceptance of administrative decisions concerning prevention and minimization of results from the action of social risks. The implementation of social mechanisms is given by possibility quickly to react on new social calls and adapt to the transformation of socio-economic realities. The social mechanism as a basic instrument of influence on the development of society in the context of public policy in the field of management social risks determines the basic ways of development of the framework of society. The subsequent improvement of social mechanisms enables correct public policy concerning the leveling of social risks, base on

20 November 2020

withstanding social norms. This mechanism allows to promote the level of viability of the social system, modernize the infrastructure of educational establishments, improve the staffing and financial providing of social services.

The complex system of public policy in direction of the decision of questions concerning minimization and leveling of social risks is based on political, legislative, economic and socio-cultural factors, by which it is possible to define sourcing, principles of setting and form of a grant of social help, subjects of receiving, terms of payments, purpose grant. Thus, the scientific ground of implementation of the social mechanism of management social risks is directed, foremost, on the achievement of strategic priorities of receiving social safety of society.

## References.

1. Bilyk O. I. Sut sotsialnoi funktsii derzhavy. *Derzhavno-upravliniski studii*. 2017. № 2. URL: [http://nbuv.gov.ua/UJRN/deruprs\\_2017\\_2\\_9](http://nbuv.gov.ua/UJRN/deruprs_2017_2_9). (data zvernennia: 08.03.2020).
2. Balakirieva O.M., Holovenko V.A., Dmytruk D.A., Karnaukhova O.V., Levin R.Ia., Misiutina V.I., Nour A.M., Sereda Yu.V., Chernenko S.M., Shestakovskiy O.P., Afonin E.A. Determinanty sotsialnoekonomichnoi nerivnosti v suchasni Ukraini: monohrafiia. NAN Ukrainy, In-t ekon. ta prohnouzuv. Kyiv, 2011. 592 s.
3. Diehtiar O. A. Napriamy udoskonalennia zasobiv upravlinnia sotsialnym ryzykom . *Visnyk Natsionalnoho universytetu tsyvilnoho zakhystu Ukrainy. Seriia : Derzhavne upravlinnia*. 2017. Vyp. 1. S. 1-9. URL: [http://nbuv.gov.ua/UJRN/VNUCZUDU\\_2017\\_1\\_3](http://nbuv.gov.ua/UJRN/VNUCZUDU_2017_1_3) (data zvernennia: 15.02.2020).
4. Zynhaies L., Radzhan R. Spasenyie kapytalyzma ot kapytalystov: skrytyie sylы fyнансовыkh рынков – sozdanye bohatstva y rasshyrenye vozmozhnostei. Moskva: YKSY, 2004. 492 s.
5. Instytutsiini zasady formuvannia ekonomichnoi systemy Ukrainy: teoriia i praktyka / Za red. Z. Vatamaniuka. Lviv : Novyi Svit-2000, 2005. 648 s.
6. Pro skhvalennia Kontseptsii reformuvannia mistsevoho samovriaduvannia ta terytorialnoi orhanizatsii vlady v Ukraini: Rozporiadzhennia Kabinetu Ministriv Ukrainy URL: <http://zakon0.rada.gov.ua/laws/show/333-2014-%D1%80> (data zvernennia: 15.02.2020).
7. Pro sotsialni posluhy: Zakon Ukrainy vid 19 cherv. 2003 r. № 966-IV URL: <http://zakon0.rada.gov.ua> (data zvernennia: 14.03.2020).
8. Pyshchulina O., Koval O., Burhlai T. Finansovi, sotsialni ta pravovi aspekty pensiinoi reformy v Ukraini. Svitovyi dosvid ta ukraïnski realii. Vydavnytstvo «Zapovit». 2017. URL: <http://razumkov.org.ua/uploads/article/2017-PENSII.pdf>. (data zvernennia: 19.02.2018).
9. Stan ta perspektyvy sotsialnoi bezpeky v Ukraini: ekspertni otsinky: monohrafiia / O. F. Novikova, O. H. Sydorchuk, O. V. Pankova [ta in.], Lvivskiy rehionalnyiinstytut derzhavnogo upravlinnia NADU; NAN Ukrainy, Instytut ekonomiky promyslovosti. Kyiv - Lviv : LRIDU NADU, 2018. 184 s.
10. Shchekyn H. V. Sotsyalnaia teoriia y kadrovaia polytyka : monohrafiia. Kyiv: MAUP, 2000. 576 s.
11. Iurchyk H. M. Systema sotsialnoi dopomohy v Ukraini yak skladova natsionalnaoi sotsialnoi polityky. 2017. S. 230 - 242.
12. Acemoglu D., Robinson J. Why Nations Fail. New York: Crown Publishing, 2012.
13. European social model/ C. Neesham, I. Tache. *International Journal of Social Economics*. 2010. Vol. 37 (5), # 4. P. 344-360
14. Neesham C. Is there an East-European social model? / Cristina Neesham. Emerald Group Publishing Limited. 2010. #37.

DOI: 10.5281/zenodo.4274943

## Higher education quality as a determinant to ensure state security of Ukraine

*Volodymyr Moroz*<sup>1</sup> and *Svitlana Moroz*<sup>2</sup>

<sup>1</sup> National Technical University «Kharkiv Polytechnic Institute», 61002 Kharkiv, Ukraine

<sup>2</sup> National University of Civil Protection of Ukraine, 61000 Kharkiv, Ukraine

**Abstract:** The article offers the authors' view on the place and role of higher education quality within the system of state safety ensuring. There is generalized the content of main approaches concerning the direct and indirect connection between a state's education system and that of security; also, there are established the directions in their contents correlation within the procedures of control system potential formation. There is established the unity and counter-apposition of interaction between the phenomena of higher education quality and state security.

### Problem setting

The goal of the recently approved by the Verkhovna Rada (the parliament) of Ukraine Program of Cabinet of Ministers of Ukraine has been defined as “restoring society's trust in the state and power, construction of a competitive and investment attractive state with transparent conditions for business activities, high social standards, and service-oriented state service”. In legislators' opinion, such steps are inseparably connected not only with fulfilling the obligations of Ukraine in the sphere of euro-integration, but also with “ensuring our state security” [1]. To the connection of the Cabinet of Ministers Program with the issues of state safety provision attests, if rather indirectly, the fact of immediate participation by representatives of the parliament's Committee on the issues of national security, defense, and the intelligence in the procedures of development and approval of the program's content.

The structure of the Program is set through the formulation of the mainstream goals of the government's activities, and each of them not only can, but also should be viewed through the prism of state security determinants. Among the 17 goals of the government activities proclaimed by legislators there are some that contain a direct reference to the government activities issues, for instance, the goals set to: the Ministry of Veterans, Temporally Occupied Territories and Displaced Persons (number 5 in the general list); the Ministry of Internal Affairs (number 13 in the general list); the Ministry of Defense (number 15 in the general list); the Ministry of Foreign Affairs (number 16 in the general list). It is quite obvious that this is the activities of these ministries and other executive power bodies (services, agencies, inspections and so on) related to the circle of their professional issues that are an object of scientific research and a topic of discussion for practicing specialists. From such a perspective of scientific research as well as from judging by the composition of subjects involved in the conduction of research, one may get an impression of certain isolation of executive power bodies whose tasks are not related to national security issues. Can we really speak of the existence of direct connection between

20 November 2020

the goals of, say, the Ministry of Communities and Territories Development (number 10 in the general list) and the issues of immediate ensuring the national security? Before the development of sad events around the Crimea and the Donetsk and Lugansk oblasts' (areas) territories, i.e. before 2014, the answer to this question seemed more unambiguous and such that by its contextual direction tended rather to negation of the corresponding correlation. The developments in Ukraine following the events of 2014 made the society and, consequently, public management subjects not only reexamine such attitudes to national security issues, but also to state the fact of any issue of socio-political and socio-economic life being within the sphere of national security. In other words, at present there are not any directions in state policy that could be positioned beyond the sphere of national security. To prove this idea, we deem it expedient to cite the definition of the category of "national security" that is given in the Law of Ukraine "On National Security of Ukraine". In legislators' opinion, "state security is protection of state sovereignty, territorial integrity, and democratic constitutional order, and other vitally important national interests from real and potential threats of non-military character" [2]. This interpretation appeals also to protection of "vitally important national interests" which mean in this Law those of a person's, the society, and state interests "realization of which ensures state sovereignty of Ukraine, its progressive democratic development, as well as safe living conditions and well-being of its citizens". In other words, the focus of state interests' priorities are, among other things, the issues of living conditions and well-being of citizens. It is quite obvious that considering the content of this interpretation, nearly each direction in public management organs' activities should be viewed through the prism of national security.

## **Recent research and publications analysis**

The problematics in ensuring state security, considering its significant importance for ensuring socio-political and socio-economic development of the state, is constantly within the circle of researchers' scientific interests. Among the latest scientific works, whose direction contents were focused on certain aspects of national security manifestations, and those that are worth of attention, are the researches by A. Bugaitsov (who conducted a content analysis of the notions of "security", "economic security", "social security"; viewed the category of security on the level of a person's basic needs, substantiated the theoretical foundations of state management through ensuring of economic security in Ukraine) [3], A. Datsiuk, V. Sadosky, O. Poltorakov, R. Marutyan (who viewed the peculiarities of forming and realization of state policies of Ukraine in the period of aggression acutement; researched the algorithms of security policies formation in Europe) [4], S. Dombrovska, A. Bondarenko (who substantiated the directions to improve the contents and practices of applying state management mechanisms in state security system) [5], S. Kruk (who conducted an analysis of contents and practices of applying main normative-legal documents in the sphere of ensuring national security of Ukraine; determined the peculiarities of applying organization-and-legal state mechanism in national security management) [6], V. Pasichnyk (who viewed the approaches to interpreting the content of the category of "security" and established the peculiarities in presenting it through the prism of philosophic scientific cognizance; offered a new paradigm in national security state management) [7], V. Savitsky (who clarified the essence of national and information security; determined the threats to national and information security; substantiated the directions in state policies concerning national security ensuring) [8], G. Sytnik, V. Oluiko, M. Vavrynychuk (who viewed theoretic and methodological foundations of building up national security; disclosed the essence, forms, modes, methods, and principles of national

20 November 2020

safety ensuring at the current stage of Ukraine's development) [9], and by other scientists. Despite the sufficient level of scientific treatment of the problematics in state security ensuring, its separate issues still remain open for further scientific research.

## **Highlighting the previously unresolved sections of the general problem**

Above, we have drawn attention to the fact that the measures, outlined in the Program of the Cabinet of Ministers of Ukraine, are directed, among other things, at state security ensuring, and consequently, each of the program goals determined by the government can be viewed through the prism of this problematics. Focusing attention on the first goal of the government activities (set to the Ministry of Science and Education), we have to state the fact of absence of critical amount of scientific research sufficient to substantiate the significance of education within the system of state security ensuring. The existing within scientific discourse results of the researches of the place and the role of education in state security ensuring do not, unfortunately, allow to describe this issue as having been completely solved.

Paper objective is to determine directions of improving the mechanisms of state management of higher education quality at the state level on the results of analyzing the place and the role of the phenomenon of higher education quality within the system of ensuring state security.

## **Paper main body**

The correlation of the contents of higher education sphere with that of state / national security can be viewed through the prism of direct and indirect connections. The direct connection between the corresponding categories has its manifestation through the presence of clear references to the corresponding interdependence. For instance, the announced in 2012 by the American government report titled "The Reform of American Education and National Security" [10] accentuates directly on the connection between education and state security. Here, we certainly are aware of certain difference between the state security and the national security, but considering the fact of deep mutual penetration of one category into the other, we can presume a possibility of their conventional identity, at least within this publication. Having raised the question of the existence of cause-and-effect connections between the system of education and that of state security, the authors of the report steadfastly proved not only their presence, but also supposed the dialectic unity of the corresponding categories. Among the main threats, the cause of arising of which may be insufficient level of correspondence of education's content to challenges of time (the result of procrastination with reforming education), the authors of the report accentuate on the following: slowing down in economic growth rates and decrease in competitiveness level of national companies; a threat to citizens' physical safety (the threat to military and public safety); diminishing of the intellectual property protection level (the threat of uncontrolled proliferation of limited access information, or untrue information and (or) the one that is property of a certain subject; the threat to global interests of the USA (decrease in the cognizance level of the USA about the global world, and (or) increase in cognizance level of global world subjects about the USA); the threat to unity and solidarity of the nation. In the opinion of the authors of the report, the cause of arising and development of these threats is a gradual decline in the level and quality of education in the state. According to



20 November 2020

specialists' estimations, only 43% of school leavers in the USA meet the criteria (standards) set by colleges for applicants. This result, especially in the context of the fact that the level of financing American education is the highest in the world, enables to speak not only of insufficient efficiency of budget expenditures, which in itself poses a threat for state security, but also a gradual loss of human capital by the USA. Quite a significant, especially in the context of the object of our research, is one of the main conclusions of the authors of the report, namely, that a state's military potential, as well as its economic capacity for rapid development, are no longer the determining factors in ensuring its national security, for security level is formed in the realm of human capital and with its assistance. Thus, education as the primary source of human capital development becomes not only an instrument for a person and the society to amass certain knowledge and assimilate universal human values, but also a mechanism of ensuring state / national security.

Another confirmation of the fact of existence of a direct connection between the problematics of education and security is the initiative of the NATO Council concerning the establishment of a new NATO Committee on Science for Peace and Security along with the adoption of the "Science for Peace and Security" Program. This program was included into the set of "NATO documents on planning operations and exercises, Euro-Atlantic partnership work plan, the Partnership against terrorism plan, the Work plan for Mediterranean dialogue development, the NATO-Ukraine annual purpose plan, and individual partnership plans" [11]. Considering the fact that each of the mentioned documents is directly related to state safety, we may state the fact of the direct correlation between the spheres of education and security. Besides, participation of science and pedagogic workers, postgraduates, and students, provided for by the "Science for Peace and Security" Program, "will promote strengthening defense potential (gaining scientific results in such areas as chemical, biologic, and nuclear protection, telemedicine, information technologies, and so on), as well as establishing scientific partnership and qualifications improvement for Ukrainian science and pedagogic workers" [12].

The list of documents, adduced above, is not comprehensive and can be considerably extended on account not only of those containing the so-called direct reference to interdependence between education and security of a state. Let's consider the most significant of them. For instance, the content of the definition of the goal of education given by the Law of Ukraine "On Education" accentuates on: an individual's thorough development as a personality; forming values and competences; bringing up responsible citizens capable of conscious social choice; enrichment of intellectual, economic, creative, and cultural potential of Ukrainian people; ensuring stable development of Ukraine and its European choice [13]. Comparing the content of these accentuations with the given above definition of state security, we can suppose the existence of a dependency by the following directions: "protection of state sovereignty, territorial integrity and democratic constitutional order" (the Law of Ukraine "On National Security of Ukraine") vs "bringing up responsible citizens who are capable of conscious social choice" (the Law of Ukraine "On Education"); "protection [...] of vitally important national interests" (the Law of Ukraine "On National Security of Ukraine") vs "activities for the benefit of other people and society, enrichment of intellectual, economic, creative, and cultural potential of Ukrainian people on this basis" (the Law of Ukraine "On Education"). Drawing such parallels is not the focus of our attention, so we deem it possible to do with this one example.

Apart from stated above, the interdependence between education and security may be viewed within the context of separate characteristics of the latest of the mentioned

20 November 2020

phenomena. For instance, potential of a state that is usually considered at the level of a foundation for building up a system of national interests' protection, and, correspondently, at the level of a component of the state security system. It can be characterized, in G. Sytnik, V. Oluiko, and M. Vavrynychuk opinion, as falling into the following components: fighting, military-economic, military, demographic, spiritual-and-moral, intellectual, science-and-technological, scientific, peace, national security, deterring an aggressor, social, technological, economic, labor, export, industrial, as well as moral-and-political [9, p. 46]. The development level of each of these components of a country's potential is a product of state policy realization in the sphere of education. It is quite obvious that the source of forming and further development of "spiritual-and-moral, intellectual, science-and-technological [...] as well as moral-and political" components of a state is education. An interesting, in the context of the issue in question, is the thought of S. Mosov who, considering the potential of management system at the level of one of state management elements, views its content as a total of forces, means, knowledge, skills, and a behavior model. A similar, but not identical in its content, definition of control system potential, can be found in a research by S. Knyaz, who views this category through the unity of such elements as functions of management, organization structure of management, management personnel, management information, technical means of management, management technology, methods of management, management decisions, finances of management [14, pp. 80–82]. The stated above approaches appeal to the significance of "knowledge, skills, and a behavior model" (S. Mosov) and to "management personnel" (S. Knyaz) in control system potential. Each of these elements is a result of functioning of education system. For instance, management personnel as an element of control system potential is characterized by S. Knyaz through the prism of categories of professionalism, qualification, and education level. These categories are not only obligatory components in forming the context of state and branch standards of higher education, but also are obligatory determinants of its quality.

## Conclusions of the research

In the light of the stated above, as well as our previous researches' results [15, 16], we deem it expedient to formulate the following considerations regarding the unity and opposition between the quality of higher education of a state and its security. The content of the considerations that follow relate, primarily, to the higher education system of Ukraine, though with certain approximations they can be applied to characterize the corresponding system of any country of the world.

First, the dialectics of unity between education levels and state security can be expressed through the prism of human capital, which is on the one hand a product of functioning of higher education system of a state (existing methodologies of calculating the human capital development index suppose evaluation of the level of education), while on the other hand it is positioned on the level of a component of control system potential (which in its term is viewed as a sub-system in state security). In other words, the influence of a state (public management subjects) on the components of education / higher education is an instrument of state / national security management. The level and quality of education of citizens of a country determines in the long run not only the well-being level of a person and the society (socio-economic aspect and characteristic of a society's economic sub-system), but also the level of their ability to understand the events taking place around them and to make a conscious social choice connected with acknowledgement of goals of the society along with its cultural-historic and mentality-spiritual heritage (socio-political

20 November 2020

aspect and characteristic of state security sub-system). The influence on an intellectually developed and patriotically educated and conscientious person by subjects with destructive attitudes towards the state order or legitimate power is quite limited. At the same time, it should be borne in mind that education, as a mechanism to pass / receive knowledge, can be used by destructive elements for actuating threats to state / national security. For instance, providing grants by foreign institutions to finance research in desired areas may considerably influence the directions of national science and education development (providing grants on humanitarian knowledge development influences indirectly the decrease in quantity and quality of research in mathematical, science, technical, and technological knowledge). Thus, education is an immediate management object on behalf of state security system of Ukraine.

Second, state policies concerning ensuring education quality, especially at the first and the second levels of higher education, can, on the one hand, enhance a raise in state / national security level (through amassing and development of control system potential and the ability of intellectually developed citizens to efficiently withstand the threats that arise), while on the other hand they can be a source of appearing and development of certain threats as well (state policies directed at raising higher education quality through decreasing the number of higher education institutions and raising requirements to applicants' knowledge, for instance through setting the minimal number (sum) of points at independent testing in one or another subject to enter a university may lead to a decrease in the level of population with higher education. A decrease in percentage of people with higher education will not only influence the human capital development level, but also will inevitably affect the ability of society to counterpart destructive influences). Besides, it should be noted that insufficient level of higher education quality becomes, on the one hand, a reason of going abroad by school-leavers with a high academic level to obtain higher education (the state loses the most competitive and motivated for development young people, which is a threat for state security, primarily for reason of national economy's losing competitiveness), and on the other hand it facilitates raising the level of providing higher education for population (decrease in higher education standards determines a raise in the level of its accessibility to so called broad strata of population, that is, nearly every school-leaver can (has a hypothetical possibility to) pass the independent evaluation tests with minimal number of points). This latter supposition is definitely somewhat contradictory, but within the context of observing the principle of all-sidedness and systemacy in analyzing security aspects in education policy, it should not be left beyond researchers' attention.

Considering the multifaceted character of manifestation and the complexity of threats and challenges in the XXI century, the stated conclusions do not exhaust the problematics of ties and connections between the systems of education and state security, but only make for development of its theoretic and methodological foundations. Among perspective directions in scientific research organizing, attention should be paid primarily to those of them, whose thematic direction is connected with substantiating the methodology of evaluating the dependency of state security level on that of quality of higher education. Besides, researchers' attention should be directed at the issues of improving the content and practices of state management mechanisms' application to ensure quality of higher education as well as stakeholders' authority in initiating and conducting reforms in the sphere of higher education.

## References

20 November 2020

1. Explanatory note to the draft resolution of the Verkhovna Rada of Ukraine "On the Program of Activities of the Cabinet of Ministers of Ukraine". Bills: Draft Resolution on the Program of Activities of the Cabinet of Ministers of Ukraine. The Verkhovna Rada of Ukraine: official web-portal. [online]. Available at: [http://w1.c1.rada.gov.ua/pls/zweb2/webproc4\\_1?pf3511=66959](http://w1.c1.rada.gov.ua/pls/zweb2/webproc4_1?pf3511=66959) (2019)
2. On the National Security of Ukraine. Law of Ukraine of June 21, 2018 No. 2469-VIII. Official Journal of Ukraine, Volume **55** (2018)
3. S. Bugaytsov Mechanisms of Public Administration for Ensuring Economic Security in Ukraine: Theoretical and Methodological Aspects. Public Administration: Improvement and Development, **2** [online]. Available at: <http://www.dy.nayka.com.ua/?op=1&z=1385> (2019)
4. A. Datsyuk, V. Sadovsky, O. Poltorakov & R. Marutya Analysis of State Policy in the Field of National Security and Defense of Ukraine. Kyiv: NADU. [online]. Available at: <https://rpr.org.ua/wp-content/uploads/2018/02/Analiz-polityky-NB-pravl-final.pdf> (2015)
5. S. Dombrovska, A. Bondarenko Mechanisms of public administration of the financial control in the system of state security. East journal of security studies, **1** [online]. Available at: <http://nuczu.edu.ua/sciencearchive/EastJournalOfSecurityStudies/1.pdf> (2017)
6. S. Kruk Analysis of the State Legal and Organizational Mechanisms of Public Administration in the Field of National Security of Ukraine, Investments: Practice and Experience, **20**, 76-78 (2018)
7. V. Pasichnyk The philosophical category of security as the basis of the new paradigm of state management of national security. Democratic Governance, **7**. [online]. Available at: [http://lvivacademy.com/vidavnytstvo\\_1/visnik7/fail/pasichnyk.pdf](http://lvivacademy.com/vidavnytstvo_1/visnik7/fail/pasichnyk.pdf) (2017)
8. V. Savitsky Information Security in the National Security System of Ukraine. University scientific notes, **62**, 195–207 (2017)
9. G. Sitnik, V. Oluyko & M. Vavrinchuk *National Security of Ukraine: Theory and Practice* (Khmelnitskyi; Kiev: Condor Publishing House, 2007)
10. J. Klein, C. Rice & J. Levy *U.S. Education Reform and National Security* (New York: Council on Foreign Relations Press, 2012)
11. NATO Science for Peace and Security Program, About NATO. Ukraine – NATO [online]. Available at: <https://ukraine-nato.mfa.gov.ua/en/about-nato/science-for-peace>
12. A. Ishchenko National security criteria in the field of education: foreign experience and conclusions for Ukraine. Analytical note. Department of Humanitarian Security. National Institute for Strategic Studies. [online]. Available at: [http://www.nas.gov.ua/siaz/Ways\\_of\\_development\\_of\\_Ukrainian\\_science/article/16114.034.pdf](http://www.nas.gov.ua/siaz/Ways_of_development_of_Ukrainian_science/article/16114.034.pdf) (2018)
13. On Education. Law of Ukraine of September 5, 2017 № 2145-VIII. Official Journal of Ukraine. (2017)
14. S. Kniaz Potential of enterprise management system: elemental composition and structure. Project management and production development, **4**, 76-85 (2013)
15. S. Moroz Public administration of the quality of higher education in the context of the norms of international quality standards: principle of orientation towards the customer. Juvenis scientia, **10**, 13–16 (2017)
16. S. Moroz Public administration of the quality of higher education in the context of norms of international quality standards: the principle of decision making based on facts. The European Journal of Economics and Management Sciences, **4**, 189–193 (2017)

DOI: 10.5281/zenodo.4277829

# **Problematic issues of the State governance of the organization of Civil-Military Cooperation in some areas of Donetsk and Luhansk regions of Ukraine**

*Serhii Bielai<sup>1</sup>, Oleksandr Mynko<sup>1</sup>, Eduard Poltavskyi<sup>1</sup>,*

<sup>1</sup>National Academe of the National Guard of Ukraine, Ukraine

**Annotation.** The history of CIMIC development has been analyzed. It has been established that the term "civilian-military cooperation (CIMIC)" was initiated in the NATO countries. The essence of CIMIC and the process of its beginning in certain regions of Donetsk and Luhansk regions of Ukraine since 2014 have been researched. An expert survey was conducted to study the current status of the organization of CIMIC in Ukraine. According to the results of the poll, the problems of public administration of the organization of CIMIC in certain regions of Donetsk and Luhansk regions of Ukraine were identified. The analysis of the identified problematic issues for their further solution was conducted.

Wars, as a part of politics, have been actively used throughout the development of humanity. The basis of any conflict was and remains the interests of the aggressor state, or the state that provoked aggression against itself and intends to win a further war. Usually, these are the political or economic interests. Countries that have waged wars, both in the past and in modern history, rarely had the character of wars of total extermination. After all, the destroyed state and its exterminated population will ultimately not be able to make any economic claim, and the occupation of large territories by the population of the country that won the war takes a long time. Although, such cases in a history are existing.

The conflicts of the present times are no exception to these rules. But with the development of international law and rules of warfare, the military structures are increasingly taking into account of the legal and ethical aspects of warfare. The reducing the collateral damage to the local population and forming a supportive attitude to the actions of the troops remain one of the main tasks of the military formations that adhere to civilized rules of war and do not wage war on total extermination.

The term "civilian-military cooperation" was initiated in the NATO countries. In the NATO forces, CIMIC is an integral part of today's multidimensional operations, encompasses all parties involved in conflict resolution, and facilitates mutual support for civilian and military components. [1]. The main purpose of such interaction is to achieve the goal set and expected by all stakeholders, taking into account the interests of the local population, all civilians (representatives of the international community, international and non-governmental organizations), and including the Alliance. The key to the success of such cooperation is the understanding the specifics of the planning process and the activities of each key actors and stakeholders [2].

CIMIC is a well-planned, systematic activity of military formations on interaction with local executive authorities, public organizations and citizens in order to form a positive public opinion on the activities of military formations and to provide favorable conditions

20 November 2020

for the fulfillment of their tasks and functions, including counteracting the terrorist threats [3].

The objects of civil cooperation include: civilians, their needs and level of their satisfaction, non-governmental organizations, international governmental and non-governmental organizations, system and structure of government, law enforcement agencies, social relations, industrial sphere and labor relations, infrastructure for providing livelihoods and social services, technogenic hazards, transport, trading networks, banking system, cultural and mental features of the region (traditions, customs), religious organizations and relations between them, objects information sphere and the information environment in general. Subjects include teams of CIMIC of military units [4].

Therefore, the system of CIMIC is the set of functionally interconnected subjects of military formations and objects of civil cooperation, as well as the technologies of influence on them in order to create conditions for successful accomplishment of tasks. [5]. So, the organization of CIMIC is a joint, purposeful, organized and continuous activity of the structures of CIMIC, aimed at establishing and maintaining relations with the objects of the civilian environment at the appropriate level.

The CIMIC team plans, organizes and maintains relations between military units and international, charitable, humanitarian organizations, local self-government bodies, citizens' associations and local populations.

Taking into consideration that Ukraine's military formations lacked significant years of experience in CIMIC, and only with the launch of the Anti-Terrorist Operation (ATO) in certain areas of Donetsk and Luhansk regions in 2014 and in the course of the further Joint Forces Operation (JFO) conducted since 2018, the system of CIMIC in the Armed Forces of Ukraine was established and started to operate [6]. Because of the lack of scientific development in this field, it has largely determined the foundation for the creation of the Ukrainian legal framework for CIMIC in the preparation and execution of the operations (combat operations). First of all, the foreign experience, first of all, of the military formations of the NATO member states was highly useful. [7].

Therefore, the purpose of the research is to conduct an analysis of public administration of the current state of organization of CIMIC in certain areas of Donetsk and Luhansk regions of Ukraine since 2014 and to identify relevant issues for their further resolution.

In order to study the current status of the organization of CIMIC in some areas of Donetsk and Luhansk regions of Ukraine, an expert survey in the questionnaires form of was conducted. As the respondents were selected the servicemen of the Armed Forces of Ukraine who had personal practical experience of performing combat missions in certain regions of Donetsk and Luhansk regions. The sample was 20 respondents. The number of questions was 12.

The analysis of the results of the questionnaire is given below.

To the question "How did you get knowledge about the nature and features of work during the ATO and JFO?" the largest number (43%) of the votes were answered: "from briefings, meetings held immediately before the completion of the tasks". The answer leads to some further conclusions as:

1) The information received immediately before the task remains the highest quality information for the personnel of civilian-military cooperation teams in the area of actions. This information, on a case-by-case basis, contains the highest number of reliable data and the least amount of distortion. The tasks are more specific, clearly defined the expected result from the actions.

2) The answer options "gained knowledge during the training" and "gained knowledge when performing tasks in such conditions" scored an equal number of points (28% of votes).

20 November 2020

This indicates a sufficiently low level of training of the personnel of the civilian-military cooperation teams in the period of official training, and the further need to acquire the necessary knowledge and skills in the work already in the course of practical actions. Of course, sometimes the acquisition of skills is more effective, but the percentages of the answers clearly indicate the low level of early preparation and trainings.

3) The answer "by self-study literature" was catastrophically low (3%), indicating both the lack of sufficient guidance documents and the literature needed for professional guidance, and the reluctance of some individual servicemen to study the requirements of existing few guides.

When asked, "If the knowledge were sufficient to perform combat missions during the ATO and JFO?" the highest number of votes (90%) was answered "yes".

This answer indicates a sufficient level of knowledge and experience of civilian-military cooperation teams' specialists and a certain level of their self-confidence and ability to accomplish tasks.

When asked "What difficulties did you encounter when completing the task?" the largest and equal numbers of votes were given to the answers: "lack of interagency interaction" (30%) and "lack of information about the phenomenon" (30%).

These answers indicate a lack of level of organization of interaction both within the components of the Armed Forces of Ukraine and interagency interaction. Accordingly, the problem of lack of the necessary information directly depends on the level of organization of interaction and current situation data exchange.

The problem of insufficient level of comprehensive support for the activities of the CIMIC teams is still acute, as a significant percentage (13%) of the military-civilian cooperation specialists voted in favor of "unsatisfactory comprehensive support".

When asked, "What do you think should be the principles governing the ATO and JFO?" the highest number of votes was given to the answers: "organization and rationality" (19%), "promptness" (16%) and "unanimity" (13%).

These results indicate a lack of organization in the work of the governing bodies, speed of decision-making, clear division of responsibilities and delegation of authority.

To the question "In your opinion, does the existing legislation meet the requirements arising from the ATO and the JFO execution?" the majority of votes were answered: "not fully compliant" (55%), and "poorly meeting existing requirements" (30%). The answer "fully complies" received the lowest number of votes (15%).

These results indicate the dissatisfaction of the CIMIC troops with the current state of legal support for their activities or actions of the Armed Forces of Ukraine as a whole in the area of the ATO and JFO.

To the question "What do you think should be changed in the existing system of action during the execution of the ATO and the JFO?" the largest number of votes was given to the answers: "to improve the organization process" (24%) and "to improve the training system" (21%).

These results of the answers testify to the understanding by the CIMIC teams specialists the need to improve the management system and the system of vocational training and to improve their qualification.

To the question "In your opinion, what contributed to the shortcomings in the organization of interagency interaction during the ATO and JFO?" the majority of votes were answered: "no concerted action" (50%). The second largest response was "poor public relations" (19%).

These responses indicate the dissatisfaction of those interviewed with the level of organization of interagency engagement and the understanding of the importance of

20 November 2020

establishing a sustainable and lasting relationship between the military and civilian components of the ATO/JFO and between the military and local civilians.

When asked, "What specific weaknesses have you noticed in leadership's management decisions regarding the organization of interaction during the execution of the ATO and JFO operations?" the highest number of votes was given: "low speed of transfer of management decisions and commands" (34%).

The second largest number was the answer "lack of situational approach in specific decisions (attempt to unify management decisions)" (16%).

These results indicate the dissatisfaction of CIMIC military personnel with the level of responsiveness of the military administration and the temptation in approaches to solving the set tasks without taking into account the particular circumstances of each case.

Asked "In your opinion, what principles should be used to prepare military personnel to perform combat missions during the ATO and JFO operations?" the highest number of votes was given to the answers: "knowledge and skills assessments" (17%), "good and skilled planning" (15%), "stimulating professional growth and development of related specialties" (13%), "pre-training" (12%).

These results indicate that CIMIC military personnel understand the importance of timeliness and early training, the need for quality personnel selection, the promotion of their professional growth and comprehensive development.

When asked, "What actions do you think are required to improve the ATO and JFO engagement?" Most of the votes were answered: "creation of a unified system of crisis response during the ATO and JFO" (27%), "implementation of foreign experience in crisis response during the ATO and JFO" (24%).

These results indicate the need to improve the operation of the general management system and the relevance of exchange of experience with foreign military partners.

To the question "Determine the role of the Armed Forces of Ukraine in Ukraine's anti-terrorist security system (ATO/JFO experience)", the largest number of votes was given to the answers: "secondary" (38%), "major" (24%).

On the question "Determine the place of the Armed Forces of Ukraine in the system of anti-terrorist security of Ukraine (ATO/JFO experience)" the largest number of votes was given to the answers: "In the subordinate executives chain" (38%), "In the coordination chain" (34%).

The results of the responses indicate uncertainty with the answers of those who answered the questionnaire regarding the role and place of the Armed Forces of Ukraine in Ukraine's anti-terrorist security system. This may be a consequence of the transfer the leadership from Security Service of Ukraine in ATO to the Armed Forces of Ukraine during the further JFO conduction and the slow restructuring of CIMIC teams to the present day, as the issue concerned the modern experience of the ATO and JFO.

Thus, the results of the survey indicate that existing legislation and guidelines do not fully meet current requirements for organizing combat missions by CIMIC teams and groups in certain areas of Donetsk and Luhansk regions. Also, the respondents' answers indicate the urgency of the issues of improvement of public administration regarding the organization of interagency cooperation of management bodies, increasing the level of pre-training of personnel, comprehensive support of CIMIC groups and teams.

Thus, it may be noted that the increase of CIMIC forces and their resources will have a significant impact on the interaction of the components of the security and defense sector of Ukraine with local residents, public and international organizations, with media and, accordingly, will improve the efficiency of the fulfillment of the assigned tasks. Therefore, the issues raised will be explored in further scientific research.



20 November 2020

## **References**

1. NATO CIMIC (CIMIC) Doctrine. AJP-9. Brussels (2003).
2. CIMIC Field Handbook. **4th Edition**. Printed in the Netherlands, 25 (2016).
3. ACO Interim CIMIC Functional Planning Guide (2014). URL : [https://www.cimic-coe.org/wp-content/uploads/2014/06/Civil-Military\\_Cooperation\\_Functional\\_Planning\\_Guide.pdf](https://www.cimic-coe.org/wp-content/uploads/2014/06/Civil-Military_Cooperation_Functional_Planning_Guide.pdf).
4. Metodychnyi posibnyk dlia viisk (syl) z pytan tsyvilno-viiskovovoho spivrobitnytstva. Upravlinnia CIMIC Zbroinykh Syl Ukrainy, 167 (2019).
5. CIMIC za standartamy NATO. NUOU im. Ivana Cherniakhovskoho, 87 (2015).
6. CIMIC Zbroinykh Syl Ukrainy. URL : <https://cimic.com.ua>.
7. Kalahin Yu.A. Fenomen CIMIC Zbroinykh syl Ukrainy: kontseptualni zasady doslidzhennia. *Ukrainskyi sotsiologichnyi zhurnal*. **1-2(17-18)**, 64-68 (2017).

## Decentralization reform in Ukraine: main directions and priorities

*Vasylyeva Nataliya, Vasylieva Oleksandra, Chubina Anastasiia*

*National Academy of Public Administration under the President of Ukraine, Kyiv, Ukraine*

**Abstract.** In this article the author aims to analyze the essence of the legal bases of decentralization reform in Ukraine on the basis of conceptualization of theoretical principles and determination of priority directions of decentralization of power. The author notes that decentralization is one of the priority principles of the organization and functioning of public power and acts as a strategically determined vector of modern state policy; it is one of the components of almost all sectoral reforms. The article emphasizes that decentralization issues attract the attention of researchers from completely different scientific fields. However, either in theory or in practice there is no single unified concept of decentralization and its individual components, types, models. In the study the author came to the conclusion that, despite the multidimensionality of the concept of decentralization, the breadth of classification of its types, forms, models, the essence and content of this process should, above all, put two main aspects. First, the separation of powers and responsibilities between central, regional and local government, and second, the empowerment of citizens to address political, economic and social problems. Analyzing the basic approaches to decentralization, the author made the following conclusions: the state can carry out decentralization of power in the interests of the population, on the basis of law, transferring part of the powers of executive bodies to local self-government bodies; decentralization of powers must take into account the principle of subsidiarity.

Decentralization is one of the priority principles for the organization and functioning of public authority. In addition, it is a strategically determined vector of modern state policy; is one of the components of almost all sectoral reforms. The issue of decentralization has attracted the attention of researchers from completely different scientific fields. However, neither in theory nor in practice there is no single unified concept of decentralization and its individual components, types, models. According to foreign experts on this issue, the choice of form and accents of decentralization is a matter of defining the national strategy of relations between public authorities and management at all levels of territorial structure.

In the current context, decentralization is one of the factors of political security, which today becomes more acute and debatable. In any case, the priority and strategic importance of the principle of decentralization in public policy, both internationally and domestically, are obvious. This is evidenced by the provisions of the key documents of institutional and legal support for the modern state policy of Ukraine, first of all, the Association Agreement between Ukraine, on one hand, and the European Union, the European Atomic Energy Community and their Member States, on the other hand, the Sustainable Development Strategy Ukraine 2020, Coalition Agreement, Extraordinary Message from the President of Ukraine to the Verkhovna Rada of Ukraine "On the Internal and External Situation of Ukraine, the Program of the Cabinet of Ministers of Ukraine. These documents reinforce the intention of the state and the desire of the society to modernize the public administration system and bring all its components in line with international legal standards.

Changing the governance model in Ukraine, with a clear focus on enhancing the role of local self-government in the development of territories of regions, and therefore the state, implies changes in the financial sphere and the administrative and territorial structure of the state. The main purpose of these reforms is to create capable local administrative and territorial units capable of effectively exercising local self-government, expanding their economic potential to fulfill their functions, as well as "educating" and strengthening local democracy.

In the first phase of the reform, through the instruments of decentralization of power, the separation of powers between state authorities and local self-government bodies has already begun, strengthening the financial capacity of regional self-government bodies and increasing the accountability of local authorities to communities. At present, some elements of administrative-territorial reform have been introduced, mechanisms for voluntary association of territorial communities have been activated, opportunities for

cooperation of territorial communities have been created, budget decentralization reform has been launched, and so on.

A functionally new political model should provide a more balanced mechanism of public administration and regional development, and create opportunities for completing the reform of the administrative and territorial structure of Ukraine. Economic initiatives for regional development should become one of the most important components of state policy for economic reform. Therefore, self-government bodies will carry out a whole range of measures that will stimulate the economic development of the territories: from state support of existing types of business to promotion of fundamentally new types of economic activity in the production and services sector.

The following scientists have devoted their problems to reforming local self-government and territorial organization of government in Ukraine, as well as to strengthening the financial base of local self-government bodies of the united territorial communities: V. Averianov, V. Kampo, Yu. Shemshuchenko, R. Bezsmertnyi, M. Dolishnii, P. Zhuk, Kh. Prykhodko, I. Storonianska, V. Kravtsiv, Yu. Bytiak, A. Tkachuk, A. Pelekhatyi. However, the current challenges of reforming local self-government and financial decentralization in Ukraine necessitate an in-depth study of the practical aspects of forming capable territorial communities. In the conditions of decentralization of the public finance system and implementation of the administrative-territorial reform in Ukraine, the outlined direction of the research has considerable potential.

The study focuses on public relations in the field of decentralization reform. The subject is scientific and theoretical developments, legal framework and legal principles of decentralization of power in Ukraine.

The author aims to analyze the essence of the legal foundations of decentralization reform in Ukraine on the basis of conceptualization of theoretical principles and determination of priority directions of decentralization of power.

The principle of decentralization as one of the priority principles of organization and functioning of public power, which is dictated by time and international experience, political maturity of Ukrainian society and obligations of Ukraine, becomes of utmost urgency and strategic importance in public policy. Having ratified the Association Agreement between Ukraine, on one hand, and the European Union, the European Atomic Energy Community and their member states, on the other hand, Ukraine has thus obtained a benchmark for its transformations, which are reflected in the key documents of modern state policy of Ukraine. First of all, the Sustainable Development Strategy "Ukraine 2020" [1] envisages the state's intention to modernize the public administration system and bring all its components in line with international legal standards.

In addition, decentralization serves not only as a strategically determined vector of modern state policy, but is one of the components of almost all sectoral reforms. Therefore, it is a prerequisite for the modernization of public administration, the social development of regions, an important factor in the successful implementation of which is a clear understanding of the essence, models and principles of decentralization of power and governance, which actualizes the topic of this research [2, 79].

Decentralization is a way of territorial organization of power in which the state transfers the right to make decisions on certain issues or in a certain sphere to structures of local or regional level, which are not part of the executive power system and are relatively independent from it. Decentralization is often understood as a redistribution of powers and competences between the central and local levels of public authority organization, with a shift in focus to the local level in terms of the implementation of functions defined in advance and guaranteed by the state [3, 7]. In general, it is a complex and multidimensional concept, so there are different interpretations of it.

Generalizations of theoretical achievements of foreign and domestic specialists in this field of knowledge [4, 19] give a good reason to argue that decentralization is a way of organizing public power, such a system of government, under which the state transfers the right to make decisions on certain issues or in a particular field local or regional level structures; it is a way of defining and differentiating tasks and functions, redistributing powers and levels of competence between different levels of government, most of which are transferred from the level of central government to the level of the lower and become their own task and powers.

At the same time, considering that "local affairs management can be exercised by both top-down officials of the state apparatus operating on the ground (local government) and on the basis of self-government of the population of administrative territorial units (local self-government)" [4, 20], some scholars consider the decentralization as the expansion and strengthening of the rights of territorial communities to independently resolve issues of local importance and to carry out their tasks within the limits established by law and under the responsibility of bodies and officials [5, 113], the granting of a wider range of powers and management functions to bodies that are not part of the executive power system and are relatively independent of it [6, 167], in fact local governments [7, 6], others adhere to the view that decentralization implies the extension of the competence of local administrative bodies, the transfer of powers and responsibilities for the exercise of state functions from the central government to the subordinate bodies of the local level [2, 79].

Therefore, there is an opinion in the scientific literature about the existence of two types of decentralization: administrative (bureaucratic), which means the extension of the competence of local administrative bodies, which are entitled to independent activity against the central government, though appointed by the central government, and democratic, which implies the creation of an overblown system of local self-government in which the resolution of local affairs rests not on the representatives of the central government but on persons elected by the population of the relevant communities or regions [5, 7].

It is known that decentralization is defined as one of the key principles of democracy development in the Member States of the European Union (hereinafter - the EU) and the Council of Europe (hereinafter the CoE), the basis of their regional policy, along with the principles of subsidiarity, concentration, complementarity, partnership, programmatic approach. This principle is enshrined in the European Charter of Local Self-Government, the Draft European Charter for Regional Democracy, which refers to the redistribution of powers to regions in order to effectively use internal potential, to promote regional initiatives and to differentiate functions and powers between different levels of authorities [8].

Decentralization is a prerequisite for EU candidate countries and is based on all sectoral policies that are developed and implemented within the EU. In the 1996 Constitution, decentralization is associated not with the state executive power, but with the state power in general, the territorial aspect of its implementation (Articles 1, 2, 5, 7, 132). When carrying out decentralization, it is necessary to distinguish the levels of public authorities - central and local, intermediate regional. Each is characterized by the area of exclusive authority and competence, a system of guarantees against unauthorized interference of other levels in the legitimate implementation of this sphere. Among the subjects of decentralization of power there are people, state bodies, local and regional authorities, territorial communities of cities, towns, villages, and others. The practice of foreign countries shows that the model of their relationship should be based on the principles of decentralization, partnership and concerted action, regardless of the form of government [9]. The consideration of the subjects of decentralization is related to its objects - the statutory scope of powers and competencies of the respective state authorities. Components of this process are also the responsibility of public authorities, harmonization of actions of the subjects of power relations, availability of appropriate guarantees of their activity [10].

The issue of decentralization has attracted the attention of researchers from completely different scientific fields. However, either in theory or in practice there is no single unified (universal) concept of decentralization and its individual components, types, models. As foreign experts in this field point out, the choice of form and accents of decentralization is a matter of defining a national strategy of relations between public authorities and management at all levels of the territorial system. In the current context, decentralization is one of the factors of political security, which today becomes more acute and debatable. In any case, the priority and strategic importance of the principle of decentralization in public policy - both internationally and domestically - are obvious [11, 74].

In its turn, the study of the dynamics of political and legal reforms in different countries shows that the experience of each of them is peculiar, which should not be copied, but adapted according to the conditions and traditions of a particular society. Based on the analysis of foreign experience, it is possible to identify the main directions and priorities of implementing the relevant reforms in order to decentralize power in Ukraine:

- creation of conditions for efficient, coordinated and responsible activity of all branches of government, separation of powers and balancing of responsibilities of different levels of government, and limitation of interference in those areas where it is inappropriate;
- existence of special bodies of authority, first of all executive and / or in the system of local self-government, which would provide citizens with quality and accessible services (local and regional ombudsmen, municipal police, etc.);
- implementation of effective regional policy, state policy in the field of local self-government, which would ensure uniformity of local and regional development;
- development of the institution of regional self-government, giving it effective mechanisms of functioning;
- representing political, socio-economic and cultural interests of communities at the central level;
- combination of administrative and territorial reform and ensuring the integrity of the state;
- implementation of land, budget and other reforms, taking into account national and local interests;
- updating of the human resources potential, the administrative elite through the reform of the civil service and the service in local self-government bodies, etc. [10].

The Decree of the Cabinet of Ministers of Ukraine of April 1, 2014 No. 333-p "On Approving the Concept of Reforming Local Self-Government and Territorial Organization of Government in Ukraine" [12] defines the following tasks of reform implementation:

- ensuring the accessibility and quality of public services;
- achieving optimal distribution of powers between local self-government bodies and executive authorities;

- defining a sound territorial basis for the activities of local self-government bodies and executive authorities in order to ensure the accessibility and proper quality of public services provided by such bodies;
- Creation of adequate material, financial and organizational conditions to ensure the implementation of local and local authorities' own and delegated powers.

Decentralization, therefore, is the transfer of powers and budgetary revenues from governmental bodies to local governments.

The author has come to the conclusion that, despite the multidimensionality of the concept of decentralization, the breadth of classification of its types, forms, models, the essence and content of this process should, above all, invest two main aspects. First, the separation of powers and responsibilities between central, regional and local government, and second, the empowerment of citizens to address political, economic and social problems.

The implementation of decentralization phenomena in the system of state management of social development of regions should be carried out in four main directions: improvement of the organizational structure of state management of social development of regions; identifying and differentiating the functions and powers of all management entities; modernization of the social services sector; improvement of financial mechanisms of realization of tasks of ensuring social development of territories.

An important factor in this process is the clearly defined choice of type of decentralization. It is important not only to state the course of "radical decentralization of power" chosen by Ukraine as one of the conditions for modernization and optimization of territorial and administrative bases of public services provision to the public, but also to specify the type / model of decentralization at the constitutional and legislative levels.

Moreover, given the European integration course of proclaimed reforms, European understanding of the essence of decentralization is of particular importance. Therefore, further studies need to examine the experience of European countries in implementing decentralization of power and the mechanisms of decentralization of governance tested by foreign systems in the context of their implementation in national practice of public administration.

Analyzing the international experience of decentralization, we observe tendencies to increase the efficiency of self-government, which requires an optimal model of the administrative-territorial structure of the state. Therefore, reforms are taking place not only in post-socialist countries, such as Poland, but also in advanced European democracies, in particular, France and Sweden. Reforming the administrative and territorial system in the states of Europe is aimed primarily at enhancing the basic level of the administrative and territorial system - the community.

Analyzing the basic approaches to decentralization, the author made the following conclusions: the state can carry out decentralization of power in the interests of the population, on the basis of law, transferring part of the powers of executive bodies to local self-government bodies; decentralization of powers must take into account the principle of subsidiarity, ie in such a way as to delegate powers to the level of government closest to the citizen, which is able to fulfill this authority more effectively than other bodies; by transferring powers from the executive or local self-government bodies to a higher level of territorial structure to a lower level, the necessary resources should be transferred and the right of the local self-government authority should be allowed to decide on the delegated powers based on local peculiarities.

Summarizing the initial stage of decentralization of power, one can point to a number of strategic and tactical defects in the current model of self-government reform in Ukraine. The strategic plan remains unclear in terms of achieving the following priorities: "de-oligarchization" of regional development and ensuring territorial integrity in the face of external threats and risks of increasing centrifugal trends at the central and regional levels. Tactically, we can point to a lack of effort to support and encourage self-governing reform. These problems include: limitations of authority and unclear division of functions between the center and regions, uncertainty of the scope of responsibilities and responsibilities of local state administrations; high level of budgetary and financial dependence of local budgets on the center; unresolved issues related to land management, land registration at the local level, etc; obsolete administrative and territorial structure in Ukraine, which does not meet the requirements of time and current challenges.

In general, it should be noted that the years 2015-2018 have been effective and successful in the context of decentralization, since the creation of territorial communities through a mechanism of voluntary association, the transfer of significant powers and financial resources from public authorities to local governments - are perhaps the main principles of reform decentralization in Ukraine. In total, during the active phase of the decentralization reform, 850 organized territorial communities with 8,551,692 residents were created.

It should be noted that during 2014-2018 a number of laws were enacted to create an adequate legal framework for effective decentralization of power, as well as for enhancing the ability of local governments to represent the interests of territorial communities. Such laws were: "the Law on the Cooperation of Territorial Communities", "the Law on the Principles of State Regional Policy", "the Law on the Voluntary

Association of Territorial Communities”, “the Law on Amendments to the Budget Code of Ukraine on Intergovernmental Relations Reform”, and “on the Introduction amendments to the Tax Code of Ukraine and some legislative acts of Ukraine on tax reform”, “On military-civil administrations”.

A special place in the system of legal regulation of the decentralization reform is the Sustainable Development Strategy "Ukraine 2020". It is stated in this document that the main purpose of decentralization policy is to move away from the centralized model of government in the country, to ensure the capacity of local self-government and to build an effective system of territorial organization of power in Ukraine, to fully implement the provisions of the European Charter of Local Self-Government, the principles of subsidiarity and financial self-sufficiency of local self-government.

It is worth noting, in order to accelerate the decentralization processes, on December 6, 2018, the President of Ukraine signed the Decree “On additional measures to ensure the reforms on decentralization of power”. As a consequence of the issued Decree, in the near future a bill on improving the legislation on local elections in connection with the formation of united territorial communities should be submitted to the Verkhovna Rada of Ukraine; measures have been developed to provide state support for the completion and formation of capable territorial communities throughout Ukraine by 2020; a plan of measures was developed to strengthen the capacity of local communities, as well as to promote the development of rural areas, in particular by increasing the volume of financial support to local governments.

We consider it necessary to emphasize the process of budgetary decentralization. The author concludes that the amendments to the Tax and Budget Codes have significantly increased the financial capacity of local governments, and in the future allow to make economically self-sufficient and capable new united communities.

The united communities have received the full range of powers and financial resources that are currently held by regional cities, including 60% of PITs allocated for their own powers, direct intergovernmental relations with the state budget, state subsidies.

Since 2015, local budget replenishment sources have been expanded by transferring from the state budget to a range of taxes, as well as introducing new fees. In particular, the local government now collects 100% of the administration fees, 100% of the state duty, 10% of the corporate income tax. However, local budgets receive fees for retail sales of excise goods (beer, alcohol, tobacco, petroleum products) at a rate of 5% of the value of goods sold. In addition, their income is replenished with real estate tax, which is now taxed on commercial (non-residential) property, with a large engine car tax, 80% environmental tax (instead of 35%) and 25% of subsoil payments.

It is important to emphasize that the implementation of decentralization reform in Ukraine has several stages. The first stage involved the transfer of part of the state's powers to the lowest administrative-territorial level - to newly created united territorial communities. The first stage of reform is aimed at reorganizing village councils into united territorial communities and eliminating areas. The second stage of the reform involves the formation of the second level of the administrative and territorial structure of the country – areas that will be much larger than now. The beginning of the third stage will mean amending the Constitution of Ukraine. The purpose of the proposed changes is to streamline local governments and the executive power, to build an effective system of territorial organization of government in Ukraine. Viewing the number of regions is not expected. Accordingly, it is significant that multilevel territorial governance in general can be considered as an activity carried out by public administration and non-governmental structures at all levels in relation to a certain territory with the purpose of securing the rights and freedoms of its citizens, organizing the production, location and development of productive forces, harmonization of different interest groups, ensuring socio-economic development, etc.

It should be noted that the new proposed project of administrative-territorial reform is based on the common theory of local self-government and provides for deep decentralization of public administration. In particular, the draft Law “On the Territorial Structure of Ukraine” proposes to liquidate district state administrations and to leave oversight functions for regional state administrations. Instead, it should give the executive committees of the local councils the authority to manage the territories.

The argument "for" decentralization of governance is the improvement of quality of public services and their approximation to the consumer, as well as the example of developed decentralized states. Indeed, the global experience of regional governance is in favor of a decentralized model of territorial development, at which the maximum of authority in this area is transferred to local authorities, in particular local governments.

Summarizing, the recognition of the need to increase the political and legal activity of civil society institutions, in particular territorial communities, assistance from, first of all, state authorities to their involvement and direct involvement in the process of solving local, and as a consequence, regional importance, is dictated by time, world experience, political maturity of Ukrainian society and Ukraine's international commitments.

Therefore, the search for effective ways to ensure the financial capacity of the united territorial communities should be based on the realization of their own financial potential and diversification of local

budget revenues. This is seen as a prerequisite for sustainable socio-economic development of territorial communities and the implementation in Ukraine of local government reform and territorial organization of government.

## References

1. About the Ukraine-2020 Steel Development Strategy: Decree of the President of Ukraine, January, 12, 2015 № 5/2015 [Electronic resource], Access: [http://w1.c1.rada.gov.ua/pls/zweb2/webproc4\\_1?pf3511=51513http://zakon.rada.gov.ua/laws/show/5/2015](http://w1.c1.rada.gov.ua/pls/zweb2/webproc4_1?pf3511=51513http://zakon.rada.gov.ua/laws/show/5/2015).
2. L. Melnychuk, Aspects of Public Administration., №7-8, P. 77-84, 2015.
3. Public Administration in Ukraine: Centralization and Decentralization: Monograph / Collective authorship; Editor-in-Chief Prof. N. R. Nyzhnyk., Kyiv: Publishing House UDAU, 448 p., 1997.
4. V. Velychko, State building and local government, Decentralization of power: international experience, Vol. 28, P. 12-22, 2014.
5. Decentralization and effective local self-government: a guide for local and regional government officials and local government development professionals, Kyiv: PROON/ MPVSR, 269 p., 2007.
6. B. Shevchuk, Encyclopedia of Public Administration [Text]: in 8 volumes / scientific editorial board: Ju. V. Kovbasiuk (Head) [and others] ; National Academy for Public Administration under the President of Ukraine. – Kyiv : NADU, 2011., Vol. 8 : Public Governance / scientific editorial board: V. S. Zagorskyi (Head), S. O. Teleshun (Co-Head) [and others] ; Lviv Regional Institute of Public Administration National Academy for Public Administration under the President of Ukraine. – Lviv : LRIDU NADU, 2011. – P. 167-169.
7. A. Tkachuk, Local self-government and decentralization. Practical guide, Swiss-Ukrainian project «Support for decentralization in Ukraine – DESPRO», Kyiv : TOV «Sofia», 120 p., 2012.
8. T. Bezverkhniuk, The role of the principles of "European regionalism" in the organization of the national system of regional governance [Electronic resource], Access: [www.oridu.odessa.ua/news/bok/](http://www.oridu.odessa.ua/news/bok/).
9. B. Imelchik, The Polish experience of decentralization [Electronic resource], 2003. – Access : [http://msps.su/files/2011/09/Local\\_Government\\_in\\_Poland\\_Imlolczyk\\_RUS.pdf](http://msps.su/files/2011/09/Local_Government_in_Poland_Imlolczyk_RUS.pdf).
10. Decentralization of public power: experience of European countries and prospects of Ukraine [Text] / [O. M. Boryslavska, I. B. Zaverukha, A. M. Shkolyk and others]; Center for Political and Legal Reforms. – Kyiv, 2012. – 212 p.
11. Constitutional Law of Ukraine : [textbook] / edited by Doctor of Law, Professor V. F. Pohorilka. – [2-nd, complemented edition]. – Kyiv: Naukova Dumka, 2000. – 734 p.
12. On approval of the Concept of reforming local self-government and territorial organization of government in Ukraine [Electronic resource] : Order [issued by the Cabinet of Ministers of Ukraine from April, 1, 2014 № 333-r]. – Access: <http://zakon2.rada.gov.ua/laws/show/333-2014-%D1%80> .

## The current problems of the state policy on the financial support of the Ukraine's security forces

*Serhii Pavlenko<sup>1</sup>, Oleksandr Bondarenko<sup>1</sup>, Serhii Bielai<sup>1</sup>, Ihor Yevtushenko<sup>2</sup>*

<sup>1</sup>National Academe of the National Guard of Ukraine, Ukraine

<sup>2</sup>Institute of Legal Training For the Security Service of Ukraine of Yaroslav Mudryi National Law University

**Annotation.** The current problems of the state policy regarding the financial security of the state security forces are highlighted. The factors (codes of the programme classification of expenditures and crediting of the state budget), which influence the formation of opportunities, effectiveness of actions and existence of a certain security force of the state, are identified; the estimation of their importance with an a priori ranking method is offered and the approach to identification of the most important factors (codes of the programme classification of expenditures and crediting of the state budget) is justified. The obtaining of an instrument by which an institution which implements a state policy on the financial security of the security forces can use the scientific approach to estimate and separate the most important factors which influence the formation of capabilities, the effectiveness of actions and the existence of a certain security force.

In our opinion, public administration in the field of national security of Ukraine is an organized process of managing, regulating and controlling the state bodies to ensure the stable development of society, the response to urgent threats, as well as the crisis prevention. Such process is implemented through the public policy – an action programme or a system of focused actions. The National Security Strategy of Ukraine, implemented by The Presidential Decree No. 28/2015 by May 26, 2015, lists such current threats of the national security as insufficient resources and inefficient use of resources in the security and defense sector. There, among the main directions of the state policy in the mentioned area, the application of a programme-focused approach of determining the amount of financial and logistical resources, which are necessary for the effective functioning of the bodies of the security and defense sector and the defense-industrial complex, is identified [1]. The same point is repeated in the Concept of Development of the Security and Defense Sector, introduced by Presidential Decree No. 92/2016 by March 14, 2016 [2].

Unfortunately, there is no single normative legal document for all the security forces which defines strategic, operational objectives and expected results of the state policy for reforming the financial security system. At the same time, it should be noticed that Article No. 35 of the Law on National Security of Ukraine defines the fact that the amount of the expenditures for financing the security and defense sector should be at least 5% of the planned amount of gross domestic product, of which at least 3% should be for financing the Defense Forces [3]. That is, less than 2% should be given to all the security forces. All of



20 November 2020

the above determines the urgent relevance of the research of the problems of financial security for the security forces in the direction of the implementation of the state policy in the area of the national security of Ukraine.

The estimation of the condition of the components of the security and defense sector, namely the security forces, shows that its current condition cannot provide a guaranteed response to the current threats of the Ukraine's national security. For example, there are remaining such unsolved problems of public policy in the security and defense sector as:

the long-term financial and material provision of the security and defense components on a basis of remainder, the imperfection of the process of formation, coordination and interaction of the security and defense components in solving the common national security tasks;

the incompleteness of the process of building of the effective system of resource management in crisis situations, which threaten the national security;

the imperfect system of planning and joint use of troops (forces) and facilities, their training and provision.

The most relevant threats in the medium term will remain: crisis in the national economy, ineffectiveness of the anti-crisis measures, which lead to the depletion of the financial resources of the state, limit the state's ability to financially support the implementation of national security policy.

The overcoming of these public policy problems is being provided by the deliberate reforming and development of the security and defense sector, including the security forces of the state, with the introduction of the unified system of planning and management of resources based on modern European and Euro-Atlantic approaches, which will lead to increase its institutional and structural balance and to build the effective integrated and multifunctional national security tools.

The purpose of the study is to justify a tool with the help of which the most important codes of programme classification of expenditures and crediting of the state budget can be estimated and separated, influencing the formation of capabilities, effectiveness of actions and the existence of the state security forces.

In the modern science, the problems of the logistic and financial security of the security forces and the defense forces have received much attention [4-9]. It should be noticed that there are the significant contribution and the scientific results obtained by domestic scientists in the area of logistic: V. Kivlyuk has investigated the problems of forming the policy and strategy of functioning of the main types of security of Ukraine's defense complex; I. Romanchenko and V. Shuykinin have justified the opinion [10] on the development of the logistic system of the Armed Forces of Ukraine; O. Khazanovich and S. Tregubenko have published their research on modeling of logistic systems; M. Goloborodko, V. Biletov, V. Galagan have developed and published the formalized model of the logistic support of the troops (forces). Much attention was paid on the improvement of the processes of the logistic management of the military units [5,11,12]. The impact of the limited financing, including those, which are spent on food security, was investigated by S. Pavlenko [13]. At the same time, the methods of the budget funds distribution between the codes of programme classification of expenditures and crediting of the state budget to the needs of the National Guard of Ukraine, as an integral part of the security and defense sector of Ukraine, remain insufficiently explored. The biggest interest belongs to the labour [14], which justifies the methodology of work of the chief of the ware service of the Territorial Department of the National Guard of Ukraine on the organization of the ware security of actions to maintain the legal regime of emergency. The particular attention is paid to determining the factors which influence the ware security of military

personnel during actions to maintain the legal regime of emergency, assessing the significance of factors, using an a priori ranking method and proposing an approach to identify the most significant factors. In conducting the research, we use the generally accepted methodology and organization of the scientific research [15].

The factor refers to the condition, circumstance, variable, code of programme classification of expenditures and crediting of the state budget, which influences the formation of opportunities, effectiveness of actions or even the existence of the certain security force. Factors (codes of the programme classification of expenditures and crediting of the state budget), which influence the formation of opportunities, effectiveness of actions and the existence of the certain security force (for example, the National Guard of Ukraine), are determined according to the State budget using the method of the expert estimation. The method is based on receiving and processing the data, which was obtained from a survey of experts in the area. However, such a method makes it possible only to determine a set of factors without considering the amount of their impact. One of the methods, which allows us to choose the significant factors, is an a priori ranking method. The method is based on the ranking of factors (codes of the programme classification of expenditures and crediting of the state budget) in the decreasing order of their contributions for the final result. The contribution of a factor is estimated by the amount of the rank assigned to a particular factor in the ranking of all factors, taking into account their predicted impact on the optimization parameter. This method is widely used in various areas: military, economic, engineering, geological, etc.

An a priori ranking method, which is based on the peer review of the factors by a group of specialists in the area of the study, comes down to the following:

1. Determining the preliminary list of factors (codes of the programme classification of expenditures and crediting of the state budget, which are given in Table 1), which require ranking, based on the analysis of literary data, generalization of the available experience, questioning of experts etc.

2. Preparing a questionnaire, where should be given, preferably in a tabular form, a list of factors, the necessary explanations and instructions, the examples of filling in the questionnaires.

3. Completing and verifying the competence of the group of experts, who should be the specialists in the considered issues, but not personally interested in the results.

The expert competence can be verified through the tests, with the method of self-assessment or the benchmarking. During the testing, the percentage of the correct answers in the area related to the future estimation serves as a measure of the expert's competence. The self-assessment method is when the each expert candidate uses his/her scale to estimate his/her knowledge on a number of issues. The maximum score gets an issue which, according to the expert, he/she knows better than others, and the minimum one goes to the issue which he/she knows worse than others. Then all the other questions are estimated by the points from maximum to minimum and the average self-assessment of the expert and then the one of the expert group are displayed. This method also allows us to create sub-groups, if necessary, to examine the specific issues.

After the group is formed, the oral or written instruction of experts is conducted. The experts carry out an individual estimation of the suggested factors, during the process of which with the help of rankings the factors are arranged in the decreasing order by the level of their influence on the resulting sign or the object of study, which is considered the targeted function. The rank is indicated as  $a_{km}$ , where  $m$  is the expert's conditional number;  $k$  is a factor number. In this case, the factor which has the biggest impact is rated with the highest score, and the factor which has the least value is rated with the lower score etc.

20 November 2020

The received estimations should not be discussed with the other experts and are passed to the organizers of the examination. The examination results are held by the organizers of the examination. According to the results of the examination, the organization or the expert, who have conducted the expert survey, the suggestions for solving the specific problems are offered to the management of the system, or the results are transmitted without any comments.

Let us consider the example of the estimation of the impact of a number of factors (codes of the programme classification of expenditures and crediting of the state budget) on the activity of the National Guard of Ukraine as a component of the security and defense sector of Ukraine.

There were selected the seven factors for the expert estimation based on the analysis of the State Budget of Ukraine ( $k = 6$ ):

- leadership and management of the security forces;
- ensuring the performance of tasks and functions by the the security forces;
- training of the personnel of the security forces for the higher education institutions;
- hospital care for the military personnel (employees) of the security forces in their own medical institutions;
- building (purchasing) the apartments for the military personnel (employees) of the security forces;
- expenditures for the security forces to implement the measures to improve the defense and the security of the state.

The following sequence of processing an a priori ranking results is recommended.

1. The individual ratings of all experts are summarized in an a priori ranking table.
2. The sum of the ranks of all experts for each factor is determined by the following formula:

$$D_k = \sum_{m=1}^n a_{km} = \sum_{m=1}^n a_{km}, \quad (1)$$

where  $m$  is a number of an expert,  $m = 1, \dots, n$ ;  $k = 1, \dots, c$  is a number of a factor.

3. The sum of the ranks and the average value of the sum of the ranks are calculated by the following formula:

$$d = \sum_{k=1}^c D_k = \sum_{k=1}^c D_k, \quad (2)$$

where  $d$  is a sum of the ranks of all factors;  $D_k$  is a sum of the ranks of the  $k$ -factor,  $k = 1, \dots, c$ .

$$\bar{d} = \frac{d}{c}, \quad (3)$$

where  $\bar{d}$  is a middle value of the sum of the ranks of all factors;  $D_k$  is a sum of the ranks of the  $k$ -factor,  $k = 1, \dots, c$ .

4. The correctness of filling in the table is checked:

– the maximum value of the sum of the ranks for each factor cannot be more than the product of the maximum possible rank by the number of experts, that is

$$\max D_k \leq (\max a_{km}) \cdot n, \quad (4)$$

– the minimum possible sum of the ranks for each factor cannot be less than the minimum rank multiplied by the number of experts, that is

$$\min D_k \geq (\min a_{km}) \cdot n, \quad (5)$$

20 November 2020

5. The specific weights of the factors for their impact on the targeted value are determined by the following formula:

$$q_k = \frac{\sum_{k=1}^m a_{km}}{\sum_{k=1}^m D_k} = \frac{D_k}{d}, \quad (6)$$

where  $q_k$  is the proportion of the impact of each factor on the targeted value.

6. Using the Kendell concordance coefficient, the level of consistency of the experts' opinions is estimated by the following formula:

$$W = \frac{12}{m^2(k^3 - k)} \sum_{k=1}^m \sum_{m=1}^m a_{km} - \frac{\sum_{k=1}^m D_k}{k} = \frac{12}{m^2(k^3 - k)} \sum_{k=1}^m \left( D_k - \bar{d} \right)^2, \quad (7)$$

The concordance coefficient can be  $0 \leq W \leq 1$ . If it substantially differs from zero (  $W \geq 0,5$  ), it can be considered that there is some consistency between the experts' opinions. If the concordance coefficient is inadequate (  $W < 0,5$  ), the analysis of the reasons of the negative result is held. Such reasons may be: the unclear questioning or briefing, the incorrect choice of factors, the selection of the incompetent (or with little experience) experts, etc.

Depending on the results of such analysis, a decision is made to correct the examination, namely:

- involvement of the other experts.
- changing of the instruction;
- adjustment of the composition of factors.

In any case, re-examination of the former composition of the experts is not recommended.

7. Provided  $W \geq 0,5$ , the hypothesis about not accidental consent of experts is tested. For this procedure, the Pearson criterion is used, which is determined by the following formula:

$$C_r^2 = W \times n \times (k - 1), \quad (8)$$

where  $C_r^2$  is a the Pearson criterion coefficient;  $(k - 1)$  is a number of freedom levels.

The calculated value of the coefficient is compared with the tabular value (at a significance level of 0.01), determined by the number of freedom levels  $(k - 1)$ . If the calculated value of the Pearson criterion coefficient is more than a tabular one ( $C_r^2 > C_{\tau}^2$ ), and  $W > 0,5$ , then this indicates the fact that there is a significant similarity of the experts' opinions, the significance of the concordance coefficient and not not accidental consent of the experts' opinions.

To give a clear idea of the significance level of the factors, an a priori rank chart is constructed. When constructing a diagram, the absciss axis defines the factors in the increasing order of the sum of the ranks, and the ordinate axis defines the sum of the ranks.

Using the rank chart, the most influential factors can be identified and the factors which have a non-essential impact can be neglected. If the distribution of the influence level of the factors is even and monotonically decreases, it means that in the further process all the factors must be taken into account.

20 November 2020

In case of a rapid exponential decrease of the level of influence of the factors, the proportion of the factors may not be considered (i.e. excluded) in the further process. For this purpose, a threshold is determined by the method of the expert estimations, at which all the factors which have an impact value less than the established threshold are not taken into account. Or such threshold divides the factors into two groups: the main ones, which should be taken into account when preparing the decision, and the additional ones, which will increase the validity of the decision.

Therefore, the study has identified the factors (codes of the programme classification of expenditures and crediting to the state budget) which influence the formation of the opportunities, the effectiveness of actions and the existence of a certain security force of the state; the estimation of their significance using an a priori ranking method is offered and the approach to the selection of the most significant factors (codes of the programme classification of expenditures and crediting of the state budget) is justified.

Using of this method has both advantages and disadvantages. The advantages of an a priori ranking are: comparative simplicity of the organization of procedure and promptness of obtaining results. The disadvantages are: high dependence of results on the quality of organization of the examination and the selection of experts that is considered as subjectivity. In addition, when estimating the certain factors (measures) for a given system, experts use their previous experience or views (which is why expertise is called an a priori). Therefore, the correct formulation of the questions and the choice of the factors for a given system have particular importance and significantly affect the results of the examination.

The result of this work is obtaining a tool through which an institution which implements a state policy on the financial security of the security forces can, using a scientific approach, estimate and separate the most important factors (codes of the programme classification of expenditures and crediting of the state budget) which influence the formation of the opportunities, the effectiveness of the actions and the existence of the certain security force.

## References

1. Stratehiia natsionalnoi bezpeky Ukrainy: Ukaz Prezydenta Ukrainy vid 26 travnia 2015 r. № 287/2015. Prezydent Ukrainy. URL: <http://zakon0.rada.gov.ua/laws/show/287/2015>. (2015).
2. Kontsepsiia rozvytku sektoru bezpeky i oborony Ukrainy: Ukaz Prezydenta Ukrainy vid 14 bereznia 2016 r. № 92/2016. Prezydent Ukrainy. URL: <http://www.president.gov.ua/documents/922016-19832>. (2016).
3. Pro natsionalnu bezpeku Ukrainy: Zakon Ukrainy vid 21.06.2018 r. № 2469-VIII. Verkhovna Rada Ukrainy. URL: <http://zakon.rada.gov.ua/laws/show/2469-19>. (2018).
4. Horelyshev, S.A., Bondarenko, O.H., Baulin, D.S., Poberezhnyi A.A. Tekhnichne ta tylove zabezpechennia pidrozdiliv Natsionalnoi hvardii Ukrainy pid chas vykonannia sluzhbovo-boiovykh zavdan: problemy i shliakhy yikh vyrishennia. *Chest i zakon*, **1**, 45-52. (2015).
5. Bondarenko, O. H., Pavlov, S.P., Kasim, O.H. Problemy orhanizatsii prodovolchoho zabezpechennia za umovy spilnogo zaluchannia chastyn (pidrozdiliv) vnutrishnikh viisk MVS Ukrainy ta inshykh sylovykh struktur vidomstv do provedennia spetsialnoi operatsii. *Zbirnyk naukovykh prats Kharkivskoho universytetu Povitrianykh Syl im. Ivana Kozheduba*, **1 (23)**, 184–187. (2010).

20 November 2020

6. Bondarenko, O.H. *Metodyka vykonannya oboviazkiv nachalnyka prodovolchoi sluzhby*. Kharkiv: Akad. VV MVS Ukrainy. (2009).
7. Pavlenko, S. O., Horodnov, V. P. Metodyka rozrakhunku parametriv tylovoho zabezpechennia osobovoho skladu viiskovoho operatyvnoho rezervu pid chas likvidatsii naslidkiv nadzvychainykh sytuatsii. *Chest i zakon*, **2(45)**, 31–34. (2013).
8. Pavlenko, S. O., Horodnov, V. P., Ovcharenko, V. V. Model ta metodyka vyznachennia zalezhnosti pokaznyka vtraty efektyvnosti zabezpechennia protsesiv vykonannya sluzhbovo-boiovykh zavdan vid rivnia finansuvannia ziednan Natsionalnoi hvardii Ukrainy v myrnyi chas. *Chest i zakon*, **2(57)**, 43–52. (2016).
9. Pavlenko, S. O. Metodyka otsiniuvannia vplyvu finansovoho zabezpechennia na zdatsnist viiskovoi chastyny Natsionalnoi hvardii Ukrainy vykonaty maksimalno mozhlyvyi obsiah sluzhby za pryznachenniam v myrnyi chas. *Zbirnyk naukovykh prats Kharkivskoho natsionalnoho universytetu Povitrianykh Syl*, **1(50)**, 175–184. (2017).
10. Romanchenko, I.S., Shuienkin, V.O., Romanchenko, I.S..Pohliady na rozvytok systemy materialno-tekhnichnoho zabezpechennia Zbroinykh syl Ukrainy. *Nauka i oborona*, **4**, 22–27. (2007).
11. Horodnov, V.P., Fik, O.V. *Matematycheskoe modelyrovanye, otsenka efektyvnosti i sintez orhanyzatsyonnikh struktur*. Kharkiv: Yzd-vo NUA. (2005).
12. Bondarenko, O. H., Pavlov, S.P., Kasim, O.H. *Modeliuvannia ta otsiniuvannia orhanizatsiinoi struktury orhanu upravlinnia tylovyim zabezpechenniam ta pidrozdiliv tylu operatyvno-terytorialnoho obiednannia Natsionalnoi hvardii Ukrainy*. Kharkiv: NA NHU. (2017).
13. Pavlenko, S. O., Horodnov, V. P., Shevchenko, A. V. Model vyznachennia rivnia multykolinearnosti pry otsiniuvanni stupenia vplyvu finansuvannia za kodamy ekonomichnoi klasyfikatsii vydatkiv na maksimalnyi obsiah sluzhby viiskovoi chastyny Natsionalnoi hvardii Ukrainy. *Chest i zakon*, **2(61)**, 73–78. (2017).
14. Pavlenko, S. O., Alboshchii, O. V., Tovma, L. F., Frolov, A. O., Shevchenko, Ye. S. Udoskonalennia metodyky roboty nachalnyka prodovolchoi sluzhby terytorialnoho upravlinnia Natsionalnoi hvardii Ukrainy z orhanizatsii prodovolchoho zabezpechennia dii po pidtrymanni upravovoho rezhymu nadzvychainoho stanu. *Chest i zakon*, **3(70)**, 63–71. (2019).
15. Horodnov, V.P. *Metodolohiya i orhanyzatsiya nauchnykh yssledovanyi*. Kharkiv: Akad. VV MVD Ukraini. (2009).

DOI: 10.5281/zenodo.4277864

# The economic justification of the public administration decisions in the area of the national security and defence

*Oleksandr Bondarenko*<sup>1</sup>, *Valerii Vasilenko*<sup>1</sup>, *Stanislav Osipenko*<sup>1</sup>, *Artem Zozulia*<sup>1</sup>

<sup>1</sup>National Academe of the National Guard of Ukraine, Ukraine

**Annotation.** The study develops the toolkit to make economically justified the public administration decisions in the area of the national security and defense, which fundamentally aims to maximize the impact of activities on the public administration of the security and defense sector due to minimizing or optimizing the expenditures of their operation and their relevant tasks. by appointment. The authors suggest applying the approaches, principles and methods of military-economic analysis to the decision-making process of the public administration in the mentioned area. Such toolkit is structured according to the relevant stages of the decision-making process and the estimation of its effectiveness by the certain criterion and indicators at each of the identified stages.

The current period in Ukraine is characterized by the fact that the issues of public administration decisions in the area of the national security and defense are becoming more and more relevant, since our state is at the epicenter of threats of various nature: military, security, economic, criminogenic, technogenic, epidemiological, etc. The state regulation in the area of the national security and defense can be considered as an influence of the public authorities with the help of various means (forms, methods and tools) on providing the safe life of a human and a citizen, the steady development of the social relations in society, the protection of the constitutional system of the state, prevention and/or minimization of the consequences of crisis and extraordinary situations of the socio-political, socio-economic, technogenic and natural character; the system of the legal, organizational, regulatory and control measures of the state in order to respond to the relevant internal and external threats [1, Art. 51].

The system of the national social security is an open, dynamic, social system, the purpose of which is to create the conditions to implement the national interests, provide the integrity of the public body and the ability of the state to defend the mentioned interests [2, p. 117]. Basing on such a point of view, in the system of national security, as well as in any social system, the public administration is a combination of organizational influences, which provide the functioning of the objects and subjects of the mentioned system. That is, firstly, the public administration in the area of providing the national security and defense is a subsystem within a certain social system, which is considered to have the specific functions due to the re-establishing of the system. Secondly, one of the main functions is to provide the functioning of the relationships between the elements of a system itself, its objects and subjects. Thirdly, the public administration should provide the regulation of the elements of the system itself, which determines its active nature.

The state policy in the field of the national security and defense is directed at providing the military, foreign, state, economic, information, environmental security, cybersecurity of Ukraine, etc. [3]. The mentioned state policy is implemented through the respective public

20 November 2020

administration decisions, including those about the use of resources for the functioning of the security and defense sector.

The problems of the public administration, legal and regulatory support, targeted and strategic planning and programming in the area of the national security and defense were considered in the scientific works of Belay S., Bondarenko O., Gorbun V., Datsyuk A., Degtyar A., Dombrovnska S., Litvinenko O., Kachinsky A., Poltorank S., Sytnik G., Cherkashin O. and others. Therefore, in the following scientific works [2, 4, 5] the conceptual foundations of the public administration of the national security were explored. The second group of the scientific works [6 - 9] are devoted to the state strategy and the programme-targeted planning of the national security of Ukraine. The authors of the next ones [10 - 12] have analyzed the problems and justified the directions of improving the mechanisms of the public administration to resist the crisis phenomena of the socio-economic nature. The following articles and monographs [13, 14] were devoted to the mechanisms of the public administration in the area of the national security.

Despite the integrity and depth of the scientific works on the issues of the public administration in the area of the national security and defense, the issues of an economic justification of the public administration decisions in this area remain poorly examined. Therefore, the purpose of this study is to develop a toolkit for an economic justification for the public administration decisions in the area of the national security and defense.

The rational use of resources for the functioning of the security and defense sector formations is primarily provided by the economic justification of the decisions in this area. These are based on comparing the beneficial effect of their implementation and the respective costs, i.e. on the basis of the indicators of a military-economic efficiency and methods of a military-economic analysis. The military-economic analysis assumes the estimation of the two groups of indicators, one of which is reflecting the effect aspect of the public administration decisions and the other one of which is reflecting the economic aspects (of cost and of time) of the mentioned measure. The effect aspect is determined by the purpose of the activity, which comes from the objective needs of the practice. The purpose is understood as the desired condition or the achieved result by any structural element. Preferably, during the conducting of the analysis the level of achievement of the goal should be quantitatively measured, which increases the analyticity of the obtained results [15]. The economic aspect consists of the indicators of the amount of required or spent resources and the indicators of the duration of achieving the goal. The necessity of using the time indicator arise due to inability of an immediate satisfaction with all the resources needed to achieve the goal, and an immediate fulfilling of all the work which is a part of the event. It should be taken into account that there may be many ways to achieve the goal, so the terms of achieving the goal and the amount of resources will be different. Therefore, the military-economic analysis generally assumes an estimation of three following indicators: *effect-cost-time* [15]. When solving the private tasks of the economic justification of public administration decisions in the area of the national security and defense, it is advisable to estimate only the *effect-cost* indicators.

There are two groups of methods used for military-economic justification of decisions:

1. Optimization methods;
2. Methods of comparative estimation of options.

For difficult tasks, it is possible to use the methods of both groups.

The optimization methods are used in those cases where the task is to determine the optimal parameters of the solution variant from all of their possible set, that is, the variants themselves in the original data are missing. Usually there are two types of such tasks:

1. Achieving the maximum beneficial effect at a given expenditure of resources. This is called the resource allocation task. Its mathematical model looks like:

$$W(X) \rightarrow \max;$$



20 November 2020

$$C(X) \leq C_o;$$

$$G(X) \leq G_o,$$

where  $W(X)$ ,  $C(X)$ ,  $G(X)$  is a function of beneficial effect, cost function and function of solution parameter restriction respectively;

$X$  is a vector of solution parameters;

$C_o$  is a given value of the selected resources;

$G_o$  means restrictions on the other factors (time, specific conditions, etc.);

2. Achieving the needed beneficial effect ( $W_o$ ) with the minimal expenditures, which is called the resource minimization task:

$$C(X) \rightarrow \min;$$

$$W(X) \geq W_o;$$

$$G(X) \leq G_o.$$

The functions  $W(X)$  in the first task, and  $C(X)$  in the second one are called targeted functions and the others are called restriction functions. The targeted function reflects the goal of optimization, and the restriction function reflects the range of valid values of  $X$ -parameters, that is, the valid solutions, the number of which can be infinite. Knowledge of specific types of all functions is required for formation of these tasks, which is quite a difficult task. Mathematical statistics, modeling, expert methods, etc. are used in finding the functions. The optimization tasks are solved by the classical methods of differentiation, methods of mathematical programming (linear, non-linear, dynamic, stochastic, etc.), methods of optimal planning, etc. The choice of method is determined by the contents of the task and the type of its functions.

The advantage of the optimization methods is to obtain the best, or optimal parameters of the solutions from all the possible ones which bring the extremum of the targeted function. The disadvantage is the complexity of obtaining the analytical relationships, that is, the resistance functions and the targeted function, and also the further solution of the tasks.

The methods of comparative estimation of options involve the presence of variants of the solution with the known parameters. The task is to choose the economically appropriate option. The choice is made by comparing the beneficial effect and the expenditures of each option.

The tasks of this type can be divided into two groups:

1. The fundamentally new problems, the need of solving which has a separate justification. Effect and/or cost limit values are usually given. Two or more solution variants are offered, from which an economically appropriate and effective option is selected.

2. The tasks of updating and improvement of an existing object of analysis, which has its own parameters of effect and expenditures. Here the task of the economic estimation of the feasibility of the variant of taking an action is solved. In this case, there may be only one option, because the second one is always given, namely not taking any actions. If there are two or more options, the task is to choose the most economically appropriate from the whole set, but regarding the variant of not taking the actions.

The division of tasks into two mentioned groups is conditional and the tasks can move from one group to another. In our opinion, the solution of the problems of economic justification of public administration decisions in the area of national security and defense should be done by the method of the comparative estimation, which generally includes the following stages:

1. Formulation of the problem, formation and analysis of its solution variants;
2. Determination of the indicators of useful effect and expenditures for each variant;

20 November 2020

3. Estimation of the necessity and bringing up the options into such form, which can be used for comparison;

4. Justification of the criterion for choosing the variant of the decision and calculation of the criterion indicators;

5. Choosing of a solution and analyzing the results.

On the first stage, a task, which requires a public administration decision, is formulated in an informative form, and the possible parameters of its solution are specified, that is, the requirements for the indicators of effect and expenditures. There must be at least two options.

On the second stage, each of the options determines the performance and cost metrics. Here it is possible to pre-select options for the further consideration if the limit values of the calculated indicators are given.

Generally, the indicators of effect and expenditures are different for the options. According to the method of comparative estimation, it is necessary to compare the variants for the useful effect, that is providing the equality of effect for all the variants. The equation may not be conducted if all the variants satisfy the requirements of the conditions of the task by the effect, or ensure its performance.

The analysis of necessity and comparison of options is conducted on the third stage. If the need for comparison is identified, the comparison includes:

1. Choosing the option that has the maximum effect value ( $W_{max}$ );

2. Determining the ways to increase the effect of the other options to the value of  $W_{max}$  by changing the parameters which determine it, including by:

- Resource building of options (number of the used equipment and machinery, personnel, material resources, etc.);
- Changes in the operating modes of machinery and equipment, tactical techniques of the task performance, etc.

3. Listing the indicators of expenditures by the comparison options.

Choosing a comparison method is quite a challenging task and is determined by specific conditions. As a result of comparison of the effect values of all variants will be the same and the expenditures will be different. It may occur that the goal of comparing the options has not been achieved, but the solution of the problem in this case does not stop.

On the fourth stage, the criterion for selecting options is formed. If a comparison has already been conducted or there is no need for this, the choice is made by the indicators of expenditures. The following criterion is used on this stage:

1. The minimum expenditures to implement options. The criterion allows to choose the economically feasible option, but does not give an estimate of the economic effect.

2. The positive value of the economic effect of using the one option over another, or  $W_i > 0$ . The criterion is an addition to the first one and allows to estimate the economic effect of the implementation of one option compared to another. Here the option with the highest expenditures is chosen, which is taken as the basic one ( $B_0$ ). Then the economic effect of any  $i$ -th option is equal to:

$$W_i = B - B_i, \quad i = 1 \dots n. \quad (1)$$

The economic effect can be calculated for the entire period of operation, that is, the total economic effect -  $W_o$ , and for one year -  $W_p$ , taking into account and without taking into account the time factor.

1. For the variants which are not compared by the beneficial effect, but its consideration is necessary, the choice of the option is made by the criterion of the minimum specific costs, that is the cost per unit of the beneficial effect -  $B_n$ , namely  $\min B_{ni}$ , with:

$$B_{ni} = \frac{B_i}{W_i}, \quad i = 1 \dots n. \quad (2)$$

20 November 2020

This task is usually solved during the economic estimation of the objects which have the same functional purpose: the tools of measuring, communication, control, military and special equipment, weapons and special means, etc. The conditions of specific application of changes generally are not considered.

On the final fifth stage, the economically appropriate variant of the decision according to the chosen criterion is selected and analyzed. As a result of this stage, as well as other ones, it is possible to return to the previous stages, starting from the first one.

The advantage of methods of comparative estimation of options is that the decision to choose the best option from the considered options (including not taking the actions) will always be made. The methodology is easier here compared to the optimization methods. The disadvantage of these methods is that the obtained solution may not be overall optimal because not all the possible solutions are considered.

In the everyday work of the security and defense sector, there is a need for economic justification of actions aiming to improve them. Usually, one option is proposed and the task is to estimate the economic feasibility of conducting it. Such a task is a special case of a comparative economic estimation task because the proposed option is compared to the option of not taking the actions. For the proposed action within the object of analysis, the following indicators are calculated:

- gain (change) of the beneficial effect –  $\Delta W$ ;
- simultaneous expenditures to take the actions –  $\Delta B$ ;
- change of the running expenditures –  $\Delta C$ .

Generally, the values of  $\Delta W$  and  $\Delta B$  are positive and  $\Delta C$  is negative. But there may be the other combinations, for example, all quantities are positive. The calculation of the value of the change of the running expenditures is carried out in those cases when their change occurs, which significantly simplifies the calculation.

Let us consider two tasks of estimation the feasibility of such actions. The beneficial effect of the first task does not change or is indifferent to the specific conditions, that is  $\Delta W = 0$ . Here it is possible to use the criterion of a positive economic effect. This means that an action is considered economically effective if its one-time expenditures are overlapped with the savings of expenditures of operating the facility after taking the actions, counting on the entire operating period ( $W_3$ ) or on one year ( $W_p$ ),  $W_{3(p)} > 0$ .

If the time factor is not considered, the effect is calculated with the following formula:

$$W_3 = DB - DC \cdot T; W_p = \frac{DB}{T} - DC, \quad (3)$$

where  $\Delta C$  means the annual savings on running expenditures;

$T$  is a period of taking the action, years.

If the factor of time is taken into account, then the values of  $\Delta C$  and  $\Delta B$ , as well as, respectively,  $W_{3(p)}$  are calculated on the basis of the coefficients of bringing different expenditures to a single point in time by conventional methods.

In the second task, the gain of the beneficial effect takes place and should be compulsory considered, that is  $\Delta W > 0$ . Then the earlier mentioned general method of comparative estimation is applied. In particular, a comparison of effect variants is carried out, that is, a known, preferred variant of actions is considered to provide the same gain of the beneficial effect  $\Delta W$ . For example, the additional facilities, reservations, etc. Then the proposed variant and the variant for comparison are analyzed by the considered method.

If the equation is complicated, it is advisable to use the criterion of reducing the unit value of the beneficial effect after taking an action, which looks like:

$$\frac{B_1}{W_1} > \frac{(B_1 + DB)}{W_1 + DW} \text{ а } \frac{DW}{W_1} > \frac{DB}{B_1}, \quad (4)$$

20 November 2020

where  $B_1$  i  $W_1$  are the indicators of the total expenditures and effect for the analyzed object before taking an action calculated over the same time period;

$\Delta B$  means total expenditures on taking an action.

This criterion means that an action is considered to be economically appropriate, if the relative gain of the beneficial effect is more than the increase of the total expenditures. To improve the reliability of the criterion the minimum value of such excess is given, which is based on the specific conditions of the task.

Therefore, the developed toolkit allows us to make economically justified public administration decisions in the field of the national security and defense, which fundamentally aims to achieve the maximum effect from the work of public administration of the formation of the security and defense sector while minimizing or optimizing the expenditures for their functioning and fulfilling of their respective tasks of their purpose. In addition, the authors propose to apply the approaches, principles and methods of military-economic analysis to make the public administration decisions in the mentioned area. This toolkit is structured according to the relevant stages of the decision-making process and the estimation of its effectiveness by the defined criterion and indicators at each of the identified stages.

## References

1. Bondarenko, O.H. Derzhavne upravlinnia lohistychnym zabezpechenniam spilnykh dii syl bezpeky pry reahuvanni na kryzovi sytuatsii: Doc dyss.: 25.00.05.; Natsionalnyi un-t tsyvilnoho zakhystu Ukrainy. Kharkiv. 470. (2019).
2. Sytnyk, H.P. *Derzhavnne upravlinnia u sferi natsionanlnoi bezpeky (kontseptualni ta orhaniznatsiino-pravovi zasady)*. K.: NADU. 544. (2012).
3. Pro natsionanlnu bezpeku Ukrainy: Zakon Ukrainy vid 21.06.2018 r. № 2469-VIII / Verkhovna Rada Ukrainy. URL: <http://zakon.rada.gov.ua/laws/show/2469-19>.
4. Horbulin, V.P. ta in. *Bezpeka Ukrainy – 2010*. K.: Hromadsnko-politychne obiednannia «Ukrainskyi forum». 124. (2007).
5. Horbulin, V.P., Kachynskyi, A.B. *Systemno-kontseptualni zasady stratehnii natsionanlnoi bezpeky Ukrainy*. K.: Yevroantlantikinform. 592. (2007).
6. Horbulin, V.P., Semenchenko, A.I. ta in. *Mekhanizmy stratehnichnoho prohramno-tsilovoho planuvannia struktunr bezpeky i obrony Ukrainy*. K.: DP «NVTs «Ievroantlantikinform». 152. (2006).
7. Horbulin, V.P., Lytvynenko, O.V. *Natsionanlna bezpeka: ukrainskyi vymir*. K.: Intertenkhnolohiia. 104. (2008).
8. Horbulin, V.P., Kachynskyi, A.B. *Zasady natsionanlnoi bezpeky Ukrainy*. K.: Intertenkhnolohiia. 270. (2009).
9. Datsiuk, A.V. Zbroini etnopolnitychni konflikty ta shliakhy yikh vrehuliunvannia v konteksnti natsionanlnoi bezpeky derzhavy: PhD dyss.: 21.01.01; Rada natsionanlnoi bezpeky i obrony Ukrainy, Natsionalnyi in.-t problem mizhnarondnoi bezpeky. K.. 215. (2006).
10. Bielai, S., Bondarenko, O., Cherkashin, O. Increasing the Efficiency of Government Administration in the Conditions of Reform of the Defense Sector: the Actual Problems of the State Security Implementation . *The Strategic Potential of the State and Territorial Development*. European Institute of Further Education. Donetsk State University of Management: Slovak Republic, Podhajska. 257. (2017).

20 November 2020

11. Bielai, S. V. *Derzhavnyi mekhanizmy protydini kryzovym yavyshcham sotsialno-ekonomichnoho kharakteru: teoriia, metodolohiia, praktykna*. Kh.: Natsionalna akademiia NHU. 349 s. (2015).

12. Diehtiar, A.O., Bielai, S.V. Doslidzhennia derzhavnykh mekhanizmiv protydini kryzovym yavyshcham sotsialno-ekonomichnoho kharakteru v Ukrainy: metodolohichniy aspekt. *Teoriia ta praktykna derzhavnoho upravlinnia i mistsevonho samovrianduvannia*. 1. URL: [http://el-zbirn-du.at.ua/2015\\_1/20.pdf](http://el-zbirn-du.at.ua/2015_1/20.pdf). (2015).

13. Dombrovska, S.M., Poltorank, S.T. Mekhanizmy formuvannia bezpeky derzhavy. *Teoriia ta praktykna derzhavnoho upravlinnia i mistsevonho samovrianduvannia*. 1. URL: [http://el-zbirn-du.at.ua/2015\\_1/21.pdf](http://el-zbirn-du.at.ua/2015_1/21.pdf). (2015).

14. Dombrovska, S.M. Mekhanizmy zabezpechennia informatsiinoi bezpeky yak skladovoi derzhavnoi bezpeky Ukrainy. *Teoriia ta praktykna derzhavnoho upravlinnia: zb. nauk. pr.* Kh.: Vyd-vo KharRI NADU "Mahistr". 1 (48). 1-5. (2015).

15. Vasylenko, V. P. *Voienno-ekonomichniy analiz*. Kh.: Akad. VV MVS Ukrainy. 141 s. (2009).

# Investment in development of enterprises innovative activities

*Olena Iastremska<sup>1</sup>, Hanna Strokovych<sup>1</sup>*

<sup>1</sup>Simon Kuznets Kharkiv National University of Economics. Department of Management, Logistics and Economics, 61166 Kharkiv, Ukraine.

**Abstract.** The aim of the paper is to determine the internal and external innovativeness of investment projects of enterprises, investment strategies of innovative activity, strategic gap. The activity of 19 enterprises of Kharkiv region during the period of 2014-2019 using multivariate analysis has been analysed. As the result, 3 enterprises engaged in innovation were selected. Their innovative projects were examined. 10 experts from each enterprise were interviewed. Participants were asked about innovation implementation, project changes, the need for organizational transformation, the complexity of integrating current knowledge, the level of impact, the scale of impact, and the scale of impact of the innovation project. These activities allowed to determine the internal and external innovativeness of investment projects of enterprises. On the basis of innovativeness of investment projects and investment attractiveness of enterprises certain investment strategies of innovative activity of enterprises have been substantiated.

## 1 Introduction

In accordance with the Concept Ukraine of Economic Development until 2030, its economy should develop according to the innovation-and-investment model. In recent years, some progress has been made in enhancing innovation. For example, the number of enterprises engaged in innovation activity in 2019 increased by more than 26% compared to 2010, though the innovations were carried out mainly at the expense of enterprises, as much as at about 60% of them, which contributed to the inhibition of their innovation activity. In this connection, the relevance of research into the topic of innovation development is based on the formation of its investment strategies of economic entities in general and machine-building enterprises in particular, as mechanical engineering is a leading branch of the economy, which creates the basic productive assets for other branches of the national economy. The main task of research and practical solution of the problem of formation of investment strategies of enterprise innovation activity is identifying the new effective approaches, methods, procedures to select types of strategies, to determine substantiation of their essence, orientation and innovative content. The formulation and justification of such strategies takes into account both the investment attractiveness of enterprises, which are the subjects of investment activity, and the innovative nature of proposals of investment projects, which are the objects of investment resources.

## 2 Data and Methods

20 November 2020

Methods of analysis, synthesis, structural-logical and system analysis were applied to summarize the activity of enterprises. The activity of 19 enterprises of Kharkiv region during 2014-2019 has been analysed. A multivariate factor analysis was employed. On the basis of the analysis 3 enterprises engaged in innovative activity were selected, their innovative projects were analyzed. In 2019, 10 experts were interviewed (heads of planning, economic, financial, marketing divisions and deputy directors of economics of the surveyed enterprises). The participants were asked about innovations implementation, project changes, the need for organizational transformations, the complexity of taking into account modern knowledge, the level of consequences, the scope of consequences and the scope of consequences of the innovation project. This allowed to determine the internal and external innovativeness of investment projects of enterprises.

The results of previous studies of Blank, Illiashenko, Kannadhasan, Peresada, Vertakova, Yablons`ka-Agu, Zakharchenko were used to determine the investment attractiveness index. The investment strategies of innovative activity of the enterprises was offered. The essence and measures sequence of the strategic plan were determined: factual and planned indicators for each measure; strategic reserve for each event; comprehensive assessment of significance.

### **3 Results**

#### **3.1 The essence of innovation**

Successful development of enterprises in modern conditions is possible only on the basis of introduction of innovations. Innovation as a whole is the basis for ensuring of the competitiveness of enterprises. Product innovation drives consumer demand. However, the introduction of innovation requires significant amount of investment in the development, development, implementation, support and resuscitation of ageing. Therefore, investors must be prepared for the costs, losses, risks. It is possible to reduce the negative impact of these factors on the basis of qualitative and comprehensive evaluation of investment projects on the effectiveness of their investment. In the process of evaluating efficiency, it is also advisable to determine the innovative nature of the proposals of investment projects, comparing them with analogues, the possible consequences of implementation, the scale of distribution, the impact on the course of economic and social processes of the internal and external environment of enterprises within which their implementation is envisaged.

Rigorous analysis of recent publications on the problem has shown that the works of such leading scientists: Balana, Batukova, Bi`lovods`ka, Blanka, Dzubina, Ilyashenko, Peresadi, Pshinko, Yakovleva, Yablons`ka-Agu, Zakharchenko, etc. have been devoted to the issues of substantiation of the investment projects effectiveness. But in their scientific works the issues of definition and taking into account the innovative level of proposals of investment projects have not been covered sufficiently. It especially regards their impact and scale of distribution on the internal and external environment of the enterprise. This requires improvement and further development of evaluation of the innovation level of investment projects of Ukrainian economy enterprises.

On the basis of the analysis of scientific works, methodological proposals for estimation of the level of innovation of investment projects based on their main characteristics and factors of influence of the internal and external environment were updated.

#### **3.2. Evaluation of project innovation**

The level of project innovation is proposed to be determined by the expert method according to two indicators: an indicator of internal innovation, which characterizes the consequences of transformation at the enterprise; an indicator of external innovation, which characterizes the consequences of the project implementation in the external environment. It is advisable to

determine the indicator of the internal innovation of the project in accordance with the characteristics presented in table. 1.

**Table 1.** Signs of internal innovation of the project [Source: supplemented by the authors according to Batukova, Blank, Dzyubi`na, Iastremska, Pshin`ko, Yablons`ka-Agu, Yakovlyev]

Degree of innovation implementation	The degree of change of the project object	The need for organizational transformation	Complexity of consideration of modern knowledge
Separate, i.e. single	Local	Inappropriate	A certain area of knowledge
Partial	One element of the system	Partial conversions	The related field of knowledge
Converting	One element completely, the other part	Transformation of the organizational structure of the enterprise	One science
Radical	The object changes completely	Transformation of business model of enterprise	Outside of one science, which involves the inclusion of related sciences in one scientific area
Transformational	A fundamentally new system	Changing the mission and strategy of the company	At the edge of several scientific fields, non-related fields of modern knowledge

According to the generalization of opinions of Batukova, Blank, Zakharchenko, Pshin`ko, Yakovlyev signs of project innovativeness are proposed. A set of features characterizing the transformation in the internal environment of the enterprise is also formed. This is done in accordance with the scale of their dissemination, the degree of transformation of the internal environment, organizational support for implementation and the essence of innovative knowledge. Features, presented in Table 1 fully characterize the quality of transformation of the internal environment by the degree of innovation. It is suggested to evaluate the innovativeness of the project in the range from 1 to 5 points. For each sign with an interval of one point.

The indicator characterizing the magnitude of the impact and consequences of the project implementation in the external environment is proposed to be determined using the features of Table 2.

**Table 2.** Score assessment of the features of the external innovation indicator [Source: supplemented by the authors according to Batukova, Iastremska, Illiashenko, Yablons`ka-Agu]

The level of occurrence of the consequences of the implementation of an innovative project	The scope of project implications			
	technical	technological	socio-environmental	financial
International	4 – 5	4 – 5	4 – 5	4 – 5
National	3 – 4	3 – 4	3 – 4	3 – 4
Regional	2 – 3	2 – 3	2 – 3	2 – 3
Subregional	1 – 2	1 – 2	1 – 2	1 – 2
Corporate	0 – 1	0 – 1	0 – 1	0 – 1

The proposed features take into account two criteria: the taxonomic level of emergence and dissemination in the external environment of the consequences of the project implementation and the types of economic efficiency that the project can provide. The suggestions presented are justified on the basis of the generalization of works of Batukova, Blank, Dzyubi`na, Peresada, Pshin`ko.



20 November 2020

The ball points on the level of consequences of the project implementation are given in Table 2, are maximum. However, the experts evaluate the level and scope in the range from 1 to the value specified in a specific position in Table. 2.

The presented proposals are tested by analysing investment projects of three enterprises of Kharkiv region using the following methodological approach.

At the first stage, an expert group was set up at each enterprise. They consisted of 10 specialists from each enterprise who confirmed their level of competence as experts in the cross-poll.

At the second stage, the rank rating scale is selected (Table 2 and Table 3).

At the third stage, experts were interviewed for the proposed indicators of innovation. The ranking of importance of indicators is carried out. It is advisable to give a minimum value of 1 to the least significant parameter and a maximum value of 5 to the most significant parameter.

An the fourth stage, the consistency of the respondents' opinions was determined using the coefficient of concordance. The value of the coefficient of concordance for each of the three enterprises in terms of internal and external innovation is: 0.7 and 0.65; 0.68 and 0.77; 0.81 and 0.7.

At the fifth stage, the integral indicators of the investment project components of the impact of their impact on the external and internal environment were calculated. Indices of internal innovation by enterprises are respectively: 0.83; 0.38; 0.55. External innovation indicators: 0.56; 0.3; 0.54.

At the sixth stage, the calculated integral indicators are combined into the overall integral indicator of innovation of the investment project. The calculation was performed by the additive convolution method. The innovativeness of the investment project for each enterprise is 0.73; 0.35; 0.54, respectively.

Therefore, the calculations of the proposed methodological approach to assess the innovativeness of projects are characterized by three qualitative levels. This leads to the formation of different investment strategies. The concerns of the strategies are the choice of appropriate financing methods, effectiveness of investment strategies, and attractiveness for investors.

### 3.3 Investment strategies for innovation activity

According to Batukov, Bezdudnaya, Schroeder, the characteristics of investment and innovation processes are highly dependent. Therefore, the process of formation of investment strategies of enterprise innovation activity should take them into account. It is possible to combine these characteristics with the use of a matrix approach, which is based on the determined investment attractiveness of the enterprise and innovation of the investment project. It allows to position the enterprises in the matrix of investment strategies and to determine a clear dependence of the strategies on its investment attractiveness and innovativeness of the investment project.

The matrix of investment strategies at intervals can be divided into nine quadrants. The distribution of investment strategies according to the proposed classification features will allow enterprises to make sound management decisions on the formation of strategic alternatives to investing in innovation. The distribution of investment strategies is given in Table 3.

**Table 3.** Types of investment strategies of enterprise innovation activity [Source: supplemented by the authors according to Ansoff, Batukova, Bi`lovods`ka, Blank, Iastremska, Haines, Porter, Peresada, Schroeder, Yablons`ka-Agu]

Matrix quadrant number	A type of strategy by classification			
	feasibility	method of investing	the investment attractiveness of the enterprise	innovation of the investment object
1	non-investment	self-financing	Point investment	Low innovative investment strategies

2	cautious investing	leasing	Point investment	Medium innovative investment strategies
3	investment	corporatization	Point investment	Highly innovative investment strategies
4	preferred investment	lending, crowdfunding	Consistent investment	Highly innovative investment strategies
5	investment	corporatization	Consistent investment	Medium innovative investment strategies
6	cautious investing	leasing	Consistent investment	Low innovative investment strategies
7	investment	corporatization	Leadership in investing or leadership investing	Low innovative investment strategies
8	preferred investment	lending, crowdfunding	Leadership in investing or leadership investing	Medium innovative investment strategies
9	preferred investment	self-financing	Leadership in investing or leadership investing	Highly innovative investment strategies

Generalization of strategies allowed to divide the proposed matrix into three zones. The first zone is the cautious investment of proposals with slight changes in the characteristics of the enterprises activity (quadrants 1, 2, 6). The second one deals with investing with changes in the characteristics of the enterprise, new to its internal environment (quadrants 3, 5, 7). The third zone covers active investment, which provides significant changes not only in the internal but also in the external environment of the enterprise.

Thus, the main stages of methodological support for the formation of investment strategies of enterprise innovation activity are defined: indicators characterizing the investment attractiveness of the enterprise are formed, their integration into an integral one is traced; investment innovativeness is determined; matrix of investment strategies is designed, its division into quadrants and distribution of investment strategies is made; positioning of enterprises in the matrix of investment strategies and definition of their types are identified; the strategic plan of measures for the implementation of the selected investment strategy based on their comprehensive assessment is development; movement of the enterprise by quadrants of the matrix is forecast; management decisions about the choice and implementation of the adjusted investment strategy for investing the enterprise's innovation activity are made.

Testing of methodological support is carried out at the same three enterprises that implement innovative projects. Since investment attractiveness is a separate complex topic of research, it is not presented in this article, but the results of previous Iastremska, Stokovych, Dzenis., Shestakova, Umans, Yablons'ka-Agu studies have been used. The integral indicator of investment attractiveness is calculated by the method of additive convolution with partial indicators taking into account material, financial, human, information and innovation-investment resources and results.

Thus, after choosing an investment strategy, it is advisable for each enterprise to determine the nature and sequence of measures of the strategic plan for its implementation. According to the developed proposals, it is advisable to carry it out in accordance with a comprehensive assessment of the event in accordance with strategic reserves and gaps in the following sequence: determination of actual and planned (control in accordance with the strategy) indicators for each event; calculation of strategic reserve for each event; determining a comprehensive assessment of the significance of an event on a strategic gap: the greater its quantitative value, the shorter the event must be implemented, since the size of the strategic gap takes into account both the importance of the event, and the strategic reserve.

After determining the factual and planned (control) indicators for each event, a strategic reserve for each event is calculated:

$$R_i = \left| 1 - x_{ifact} / x_{i cont} \right|$$

де  $Ri$  – reserve of  $i$  event;

$x_{ifact}$  – factual value  $i$  indicator;

$x_{i\text{ cont}}$  – planned (control according to strategy) value  $i$  indicator.

The above proposals for the calculation of strategic reserves for determining strategic measures for the implementation of the selected investment strategy are tested on the example of the first company on the indicators of its investment attractiveness for 2019, which are the lowest.

Table 4, according to the chosen strategy, shows the actual, control values of these measures indicators and their strategic reserves existing at the enterprise.

**Table 4.** Factual and planned values of performance indicators for the investment strategy

Event index	Value		Event reserve
	factual	plans in line with the investment strategy	
financial stability ratio	0,5	0,8	0,375
coefficient of autonomy	0,6	0,9	0,333
fixed assets recovery rate	0,7	1	0,3
the share of workers who are inventors and innovators	0,5	1	0,5
material costs	0,7	0,9	0,222
the share of investment in intangible assets in the total investment in innovation	0,2	0,5	0,6
the share of investment in advertising	0,1	0,5	0,8
share of financing of capital investments at the expense of own funds of the enterprise in the total amount of sources of financing	0,15	0,5	0,7
the share of investment in research and development in the total investment in innovation	0,1	0,6	0,833
the share of investment in equity innovation	0,4	0,9	0,555
the share of other costs of innovation in the total cost of innovation	0,05	0,2	0,75
fund-raising	0,6	1	0,4
the amount of depreciation	0,3	0,9	0,666

A comprehensive assessment of the significance of the  $i$ -th event that characterizes its strategic divide is determined by the formula:

$$KOZ_i = P_i * w_i,$$

де  $KOZ_i$  – comprehensive assessment of the significance of the  $i$  event;

$P_i$  – reserve of the  $i$  event;

$w_i$  – significance factor of the  $i$ -th event.

To determine the significance of the  $i$ -th measure, it is advisable to calculate the factor loadings of the indicators that characterize the measure. Due to the fact, that the sum of the coefficients of significance of the measures should be equal to units, it is advisable to use the formula to determine them:

$$w_i = 1/SFN * FN_i$$

де  $SFN$  – sum of factor loadings on indicators characterizing strategic measures;

20 November 2020

$FN_i$  – factor load of the  $i$ -th event.

The coefficients of significance, reserves of measures and a comprehensive assessment of their importance, which are included in the strategic plan for the implementation of the investment strategy, are shown in Table 5. The most important part of a comprehensive assessment of importance is the measure that needs priority of implementation.

**Table 5.** Significance coefficients, event reserves and comprehensive assessment of event significance (strategic gap)

Indicator characterizing the event	Weighting factor	Event reserve	Comprehensive assessment of the significance of the event
financial stability ratio	0,104	0,375	0,039
coefficient of autonomy	0,075	0,333	0,025
fixed assets recovery rate	0,075	0,300	0,023
the share of workers who are inventors and innovators	0,090	0,500	0,045
volume of material costs	0,134	0,222	0,030
the share of investment in intangible assets in the total investment in innovation	0,119	0,600	0,071
the share of investment in advertising	0,060	0,800	0,048
share of financing of capital investments at the expense of own funds of the enterprise in the total amount of sources of financing	0,015	0,700	0,012
the share of investment in research and development in the total investment in innovation	0,075	0,833	0,063
the share of investment in equity innovation	0,104	0,555	0,058
the share of other costs of innovation in the total cost of innovation	0,075	0,750	0,056
fund-raising	0,030	0,400	0,012
the amount of depreciation	0,045	0,666	0,030

The calculation of the comprehensive assessment of the significance of the strategic measures for the implementation of the investment strategy (Table 3) proposed allows to reveal their essence. In addition, it determines the sequence of actions.

First, it is advisable to undertake measures to increase the share of investments into intangible assets in the total volume of investments in innovation and the share of investments into research and development in the total volume of investments in innovation. The comprehensive assessment of significance is 0.071 and 0.063, respectively. Further measures to increase the share of investment in equity and the share of other costs of innovation are in the total cost of innovation (comprehensive value of 0.058 and 0.056 respectively). The following are measures to increase the share of investment into advertising (0.048) and measures taken to improve the financial stability of the company (0.039). Further follow the measures taken to increase the share of workers who are inventors and innovators. They are implemented by increasing the motivation to innovate, based on the development and updating of the Regulation on bonuses and implementation of staff competence development, based on training and internships (0,045) and the increase in the amount of depreciation through the use of methods of depreciation, such as accelerated, cumulative, etc. (0.030), decrease in material costs based on the introduction of resource-saving technologies (0.030), increase in the autonomy ratio based on reduction of credit obligations (0.025), activation of fixed assets recovery (0.023), activities aimed at increasing the share of financing of capital

20 November 2020

investments at the expense of the enterprise's own funds in the total amount of sources of financing (0,012) and growth of financial return (0,012).

The use of the proposed measures will allow the implementation of the chosen investment strategy of enterprise innovation activity.

## 4 Conclusion

Signs of quantitative determination of innovativeness of investment projects have been clarified. The internal features are as follows: the degree of implementation of innovations, the degree of change of the object of the project, the need for organizational transformation, the complexity of taking into account the field of knowledge. The external attributes are the level of occurrence of project implications and the scope of their occurrence, which are combined into an integral indicator, taking into account the importance of each attribute for obtaining the expected innovative result. The quantitative measures of the manifestation of the traits taken by expert methods with their integration into the integral indicator, take into account the importance of each trait for obtaining the expected innovative result. The validity of the expert estimates is confirmed by the calculation of the coefficients of concordance. On the basis of the proposed proposals, a methodical approach to quantitative measurement of investment project innovation is presented.

The combination of investment attractiveness and innovativeness of the investment project is carried out in a methodological provision prior to the formation of investment strategies for the development of innovative activity of the enterprise. It is based on a well-founded matrix of enterprise positioning, according to the quadrants the investment strategies are distributed into. Testing of methodological support of formation of investment strategies of enterprise innovation activity is carried out at three enterprises that carry out innovation projects.

The implementation of the proposed methodological support at industrial enterprises will allow to substantiate the type of investment strategies of enterprise innovation activity in accordance with their capabilities.

## References

1. Ansoff, H. *The new corporate strategy*. New York: Wiley (1988)
2. Balan O., Parieva N. Investments & innovations project at an industrial enterprise: peculiarities, role and project life cycle. *Pratsi Odeskogo politehnichnogo universitetu* : zb. nauchn. pr. Odesa : ONPU, Vip. 2 (41) (2013)
3. Batukova L. R. Ocenka urovnya innovatsionnosti investitsionnykh proektov. [online]. Available at: [http://regionsar.ru/sites/default/files/2010\\_3/8.pdf](http://regionsar.ru/sites/default/files/2010_3/8.pdf) (2010)
4. Bezudnaya A. G. Metodika strategicheskogo upravleniya innovatsionnoy deyatel'nost'yu na predpriyatii. *Zhurnal pravovykh i ekonomicheskikh issledovaniy*. Volume 2, P. 75-77 (2013)
5. Bilovodska O. A. Formuvannya i reali'zaczi'ya i'nvesticzi'jnikh strategi'j i'nnovaczi'jnogo rozvitku pi'dpriyemstv: sutni'st', osnovni' skladovi' ta oczi'nka. *Bi'znes I'nform*. Volume 11, P. 204-210 (2016)
6. Blank I. A. *Osnovy' investitsionnogo menedzhmenta*. K. : E'l'ga, Nika- Czentr, Volume 1 (2006)
7. Dzyubi'na A. V. Metodichnij pi'dkhi'd do oczi'nyuvannya potentsi'alu upravli'nnya i'nnovaczi'jnimi proektami pi'dpriyemstva. *Visn. Nacz. un-tu «Lviv. politekhnika*, P. 139-147 (2013)
8. Haines S. *The Systems Thinking Approach to Strategic Planning and Management* (2000)
9. Iastremska O.M., Dourtnes P. O. I'nnovaczi'jna di'yal'ni'st' promislovikh pi'dpriyemstv: rezul'tati oczi'nyuvannya // *Bi'znes I'nform* (2016)
10. Iastremska, O. M., & Stokovych, H. Main trends of investment and innovative activity of business entities in the conditions of European integration. *Innovative Technologies and Scientific Solutions for Industries*, 1(7) (2019)

11. Iastremska O. Investment and innovative development of industrial enterprises as the basis for technological singularity. *Problems and Perspectives in Management Volume 17, Issue 3*, P. 477-491 (2019)
12. Illiashenko S. *Innovative development, knowledge marketing and management* : monograph: – Sumi SGU (2016)
13. Kannadhasan M. Impact of individual and Organisational characteristics On risk analysis in strategic Investment decisions (2014)
14. Peresada A. A. *Upravli`nnya i`nvesticzi`jnim procesom*. – K. : Li`bra (2002)
15. Porter, M.E. *On Competition*, Boston: Harvard Business School (1998)
16. Pshin`ko A. N. Ocenka innovaczi`jnosti proektov/programm dlya analiza ikh adaptivnosti [online]. Available at: [http://archive.nbuv.gov.ua/portal/natural/Urss/2012\\_12/80-85.pdf](http://archive.nbuv.gov.ua/portal/natural/Urss/2012_12/80-85.pdf).
17. Schroeder H. Strategic Innovation for Business Performance: The Art and Science of Transformation *Technology Innovation Management Review* 9. P. 6-12 (2013)
18. Vertakova Y., Plotnikov V. Innovative and industrial development: specifics of interrelation *Economic Annals-XXI*: Volume 156, Issue 1-2, P. 37-40 (2016)
19. Yablons`ka-Agu N.L. Metodichnij pi`dkhi`d do formuvannya i`nvesticzi`jnikh strategi`j i`nnovaczi`jnoyi di`yal`nosti` pi`dpriyemstv. *Bi`znes i`nform*, 6, P. 90-94 (2016)
20. Yablons`ka-Agu N.L. Metodichnij pi`dkhi`d do viznachennya i`nnovaczi`jnosti` i`nvesticzi`jnogo proektu. *Vi`snik Kiyivs`kogo nacz`onal`nogo uni`versitetu tekhnologi`j ta dizajnu. Seri`ya: Ekonomi`chna*, 3 (99), P. 131-137 (2016)
21. Yakovlyev A. I`. Metodika viznachennya efekti`vnosti` i`nvesticzi`j, i`nnovaczi`j, gospodars`kikh ri`shen` v suchasnikh umovakh. Kh. : *Bi`znes I`nform* (2001)
22. Zakharchenko V. I`. *Metodi i` modeli` v upravli`nni` naukovo-tekhnologi`chnim rozvitkom promislovogo pi`dpriyemstva*. Odessa : ONU i`m.. I.I. Mechni`kova, Atlant (2015)

# Formation of an innovative model of human resources management in public service in Ukraine

Natalia Goncharuk<sup>1</sup>, Yuliia, Pyrohova<sup>2</sup>

<sup>1</sup>Dnepropetrovsk Regional Institute of Public Administration under the President of Ukraine, st. Gogol, 29, 49044 Dnipro, Ukraine

<sup>2</sup>Dnepropetrovsk Regional Institute of Public Administration under the President of Ukraine, st. Gogol, 29, 49044 Dnipro, Ukraine

**Abstract.** The article is devoted to the research of the modern system of personnel management in state and local self-government bodies and creation of an innovative model of human resources management in the public service in Ukraine. It has been established that the modernization of personnel services into personnel management services started in the public authorities after the approval of the Strategy of the state personnel policy for 2012-2020, the Strategy of reforming the public administration of Ukraine for the period up to 2021 and the adoption of the new Law of Ukraine "On Civil Service" and continues today. Analysis of the existing personnel management system in state bodies and bodies of local self-government, its strengths and weaknesses has identified a number of systemic problems, and also, that today in Ukraine there is no single, legally regulated system of personnel management in the public service in general and of the personnel management system in the sphere of state service and service in bodies of local self-government in particular. A large number of legal documents governs this system and only fragmentary reflected in them. It is proposed, to solve these problems and improve the management of human resources in the public service in Ukraine, to move from personnel management to a qualitatively new level of service strategic management of human resources. It have been defined the main purpose, objectives and functions of the office of strategic human resource management in the public service, and have been developed a model of strategic human resource management in the public service and mechanisms for its implementation.

## 1 Introduction

The effectiveness of public administration, the success of its reform, and the modernization of Ukraine's public service largely depend on the quality of human resources management (HRM) in state and local governments. Today, human resources management is, first, one of the most important and systemic problems in the public service sphere, and secondly, a key area of reform and modernization of Ukraine's public service

In accordance with the strategic principles of public administration reform in Ukraine and the conceptual principles of local government reform, the management of human resources in public authorities should be aimed at solving the following problems: the lack of high-skilled personnel in the management and other positions of the public service, which are important for the development and implementation of national and sectorial reforms, the reform of local self-government and territorial organization of government, the implementation of processes of power decentralization; high level of corruption in the public service system, which impedes the effectiveness and efficiency of public administration; gender imbalance; insufficient level of human resources management both in ministries, other central and local executive bodies, and in local self-government bodies; incompleteness of modernization of personnel services of state and local self-government bodies into personnel management services and insufficient professional level of their employees; low level, imperfection and opacity of the salary structure; incompleteness of reforming the vocational training system; lack of an automated human resources management information system in the public service and etc.[ 3; 7].

In our opinion, in order to solve these problems and improve human resource management in the public service in Ukraine, it is necessary, first, to analyze the existing system of personnel management, its strengths and weaknesses and to build an effective

20 November 2020

system model of strategic human resource management in the public service and to develop mechanisms its implementation. Today, in the sphere of public administration, including in the sphere of public service, both external and internal changes are being transformed, staff are becoming the most valuable resource of public authorities, becoming the most effective tool and instrument for improving the efficiency of public authorities and local authorities municipality. This requires the efficient use of human resources and strategic management of human resources, the transition from personnel management services to a qualitatively new level - services of strategic management of human resources. Thus, the relevance of these issues is indisputable. In addition, to date there are no thorough publications on the analysis of the strengths and weaknesses of the existing public administration personnel management system in accordance with the current legislation, its further improvement, which led to the choice of the chosen research issues.

## **2 Presentation of the main results**

The process of modernization of the public service and the creation of a new system of public service management at the central, regional and local levels are underway at a new stage of state formation in Ukraine. According to the levels of the public service management system, the most important components of the public service personnel management system are formed, namely: organizational structure of personnel management, personnel management system, regulatory and legal framework for personnel management, information and methodological support of the personnel management system, methods and technologies of personnel management. The public service personnel management system is a set of interacting elements (objects and entities, processes and relationships) that form a well-defined organizational integrity. Public service personnel management system, on the one hand, can be considered as a self-functioning and in a certain way organized subsystem in which their own subjects and management objects interact, their own management relations are formed, specific tasks for formation and rational use are defined and implemented personnel capacity of public authority. On the other hand, the personnel management system, being a component of managing the entire public service, interacts with the environment, takes into account and satisfies its needs and interests. It should be noted that in Ukraine today there is no single common, legally regulated system of management of public service personnel in general and personnel management systems in the sphere of public service and service in local self-government bodies, in particular. This system, unlike the civil service management system defined in the Law of Ukraine "On Civil Service", is regulated by a large number of regulatory documents and is only fragmentarily reflected in them.

Improvement of the personnel management system is a factor that significantly influences the improvement of the performance of each public authority. In Ukraine, an important component of improving personnel management in the public service has been the modernization of staffing services in executive bodies to staffing services, ensuring a radical update of the content of staffing services through their reorientation from personnel accounting to personnel management in accordance with the current Law of Ukraine "On Civil Service" [4]. Mentioned services had low organizational status and insufficient professional level of employees, performed purely clerical functions, still have today purely formal relations with other structural units, which also performed certain functions in the field of personnel management: legal department, remuneration department, social and housing and housing - municipal services, laboratory of social and psychological research, department of labor protection and safety, etc. The public service personnel management system, organizational and functional structure of staffing services of state and local governments did not sufficiently take into account the positive foreign experience and did not correspond to the large, complex and varied number of management functions they were supposed to perform. For this reason, the structural reorganization of public service personnel and their functional enrichment became tasks of paramount importance that required a legislative, scientific, methodological and organizational solution.

The directions of the personnel services modernization in the personnel management services were defined in the Strategy of the state personnel policy for 2012-2020, the Strategy of reforming the public administration of Ukraine for the period up to 2021, the new version of the Law of Ukraine "On Civil Service", which was developed in accordance with European principles and standards of democratic governance [5; 6; 7].

Thus, in accordance with the Strategy of the state personnel policy for 2012 - 2020 and the defined goals, the following tasks of the state personnel policy were determined in the direction of modernization of the subjects of personnel policy concerning the modernization of personnel services: entrusting to the services of personnel the functions of planning, placement, personnel qualifications and career development; developing a system of measures for analytical and information technology support of



personnel management processes; introduction of e-government technologies; improvement of the system of professional training of personnel management specialists [6].

The Strategy for reforming the public administration of Ukraine for the period up to 2021 states that among the main components of the reform of public administration, which will ensure its success, is the establishment of structural units for personnel management or the introduction of the post of staff specialist in the ministries and other central executive bodies develop modern human resource management with coordination of activities of the National Agency of Ukraine for Civil Service. The Strategy also states that the success of the civil service reform depends largely on the quality of human resources management in public bodies, which requires the establishment of effective and efficient staff management services in each public authority. At the same time, the establishment of personnel management services in the ministries and other central executive authorities was identified as one of the priorities of reforming the civil service and human resources management in state bodies [7].

In accordance with Article 18 of the Law of Ukraine dated 10.12.2015 No. 889-XIX "On Civil Service" and the Model Regulation on the Service of Personnel Management of a State Body, Approved by the Order of the National Agency of Ukraine for Civil Service No.47 03.03.2016 and registered in the Ministry of Justice of Ukraine on March 23, 2016 under No. 438/28568, in the state body, depending on the number of personnel, a structural unit is created or the position of staff specialist (hereinafter - personnel management service) is introduced [4; 5].

In a government body of fewer than 10 persons, the responsibilities of the Personnel Management may be assigned to one of the public servants of that body. The number of the personnel management services is determined at the rate of up to 20 persons per one specialist of personnel management service. The personnel management service reports directly to the head of the civil service in a public authority. HR Manager appointed to the post and dismissed by the head of the civil service if there is an opinion of the central executive body, which ensures the formation and implementation of state policy in the sphere of public service. A person who meets the requirements established by the Law of Ukraine "On Civil Service" is appointed to the position of head and to the posts of other employees of the personnel management service in the state body [5].

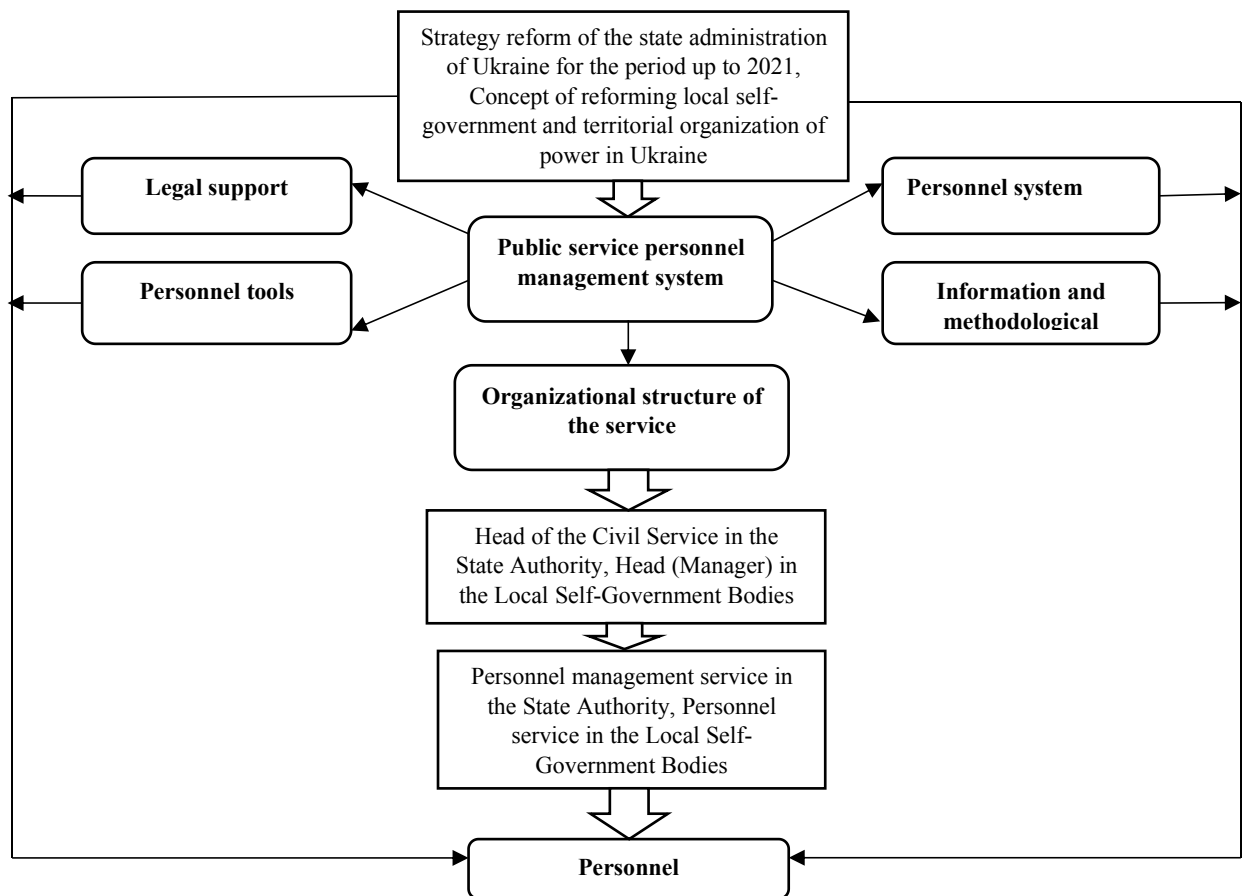
The main tasks of the personnel management service in the state bodies are: implementation of the state policy on personnel management in the state body; ensuring that the head of the civil service exercises its human resources management responsibilities; ensuring organizational development of the state body; selection of staff of the state body; forecasting of personnel development, promotion of employees to career, improvement of their professional competence; carrying out analytical and organizational work on personnel management; organizational and methodological guidance and control over the work with staff in subordinate territorial bodies; documenting the entry into the civil service, its passage and termination [4].

It should be noted that in Ukraine until now (since 2011) a new law "On Service in Local Self-Government Bodies" has not been adopted, and therefore mechanisms for implementing the main directions of modernization of personnel services of local self-government services in HR management are developed independently by each local self-government body. Today, most local governments still have staffing services, while others have staffing services or personals' management responsibilities assigned to one of the body's officials. The regulations on staffing (staff service) in the local self-government body be approved by the relevant local self-government body. Methodological recommendations for the establishment of a Personnel Management Service in Local Self-Government Bodies by a specially authorized Central Executive Body for Civil Service (NADS), in agreement with the All-Ukrainian Associations of Local Self-Government Bodies, will be developed only after the adoption of the new Law of Ukraine "On Service in Local Self-Government Bodies". Pursuant to Article 10 "Service of Personnel in Local Self-Government" of the draft Law of Ukraine "On Service in Local Self-Government Bodies" a structural subdivision may be created in the local self-government body or the position of staff specialist (hereinafter referred to as personnel service) may be created. The draft law stipulates that the Regulation on the Service of Personnel in Local Self-Government shall be developed taking into account the Model Regulation on Service of Personnel in Local Self-Government, approved by the central executive body, which ensures the formation and implementation of state policy in the field of public service. The relevant local self-government body shall approve the regulations on the service of personnel in the local self-government body. The service of the staff of the local government body is formed by the decision of the head of the service in the local government, unless otherwise provided by law. The head of the service in the local

government also determine the organizational form of the personnel service, unless otherwise provided by law [1]. The model of the current public service personnel management system shown in Fig. 1.

According to the authors, in the current conditions of transformation of Ukrainian society personnel management services in state bodies, staff services and human resources services of local self-government bodies, taking into account the best foreign experience of functioning of human resources management services, should expand their tasks and functions, move to a new level - strategic human resources management services. At the same time, the tasks and functions of the strategic human resource management service must be integrated into the overall Strategy for the development of each public authority, consistent with the Strategy for the Reform of the Public Administration of Ukraine and the directions of modernization of the public service.

The overarching goal of the Strategic Human Resource Management Service should be to provide a state or local self-government body with human resources capable of effectively accomplishing their tasks, as well as the efficient use, professional and social development of human resources.



**Fig. 1.** The model of the current public service personnel management system

The main tasks and functions of the HRM service should be:

- 1) ensuring the implementation of state policy in the field of public service on human resources management, participation in their development;
- 2) ensuring the head of public service in a public body or the head of service in a local government body the powers assigned to them;
- 3) analysis, strategic planning and forecasting of human resources needs; coordinating human resource planning with planning in other structural units of the public authority;
- 4) monitoring (study of internal and external labor market, active search for employees), selection and accounting of human resources, interaction with human resources agencies for leasing human resources;

20 November 2020

- 5) implementation of measures for social and cultural adaptation of staff to the public service, organization of training of public servants;
- 6) organization of measures for raising the level of professional competence, professional training and development of human resources in order to fulfill the functions, powers, perspective tasks and goals assigned to the public authority;
- 7) formation of personnel reserve for senior civil service positions, planning of long-term careers of public servants in key positions and promotion of employees for service career;
- 8) evaluation of officials by the results of their activity;
- 9) creation of a system of motivation, development of new forms and methods of motivation of public servants to work and professional development;
- 10) managing the quality, efficiency and effectiveness of public servants' service activities;
- 11) organizational-methodological, legal, informational and social-psychological support of human resources management;
- 12) ensuring internal communication (solving employee problems, clarifying management expectations) and developing a corporate culture;
- 13) conflict resolution, creation of a positive moral and psychological climate in the team;
- 14) formation of management style and organizational culture;
- 15) compliance with the rules of professional ethics and etiquette of public servants;
- 16) developing leadership in public service;
- 17) creation of conditions for work and development of public servants, control over the observance of the rules of internal civil service and labor protection;
- 18) participate in the formation of the budget for human resources expenditures and control over its implementation;
- 19) development of corporate compensation and benefits policy, modeling of social security package;
- 20) direction, coordination, organizational and methodological guidance and control over work with human resources in subordinate bodies;
- 21) documenting the entry into the public service, its passage and termination;
- 22) HR consulting for employees of public authorities with food and services, forms and methods of work with legal knowledge.

According to the authors, the tasks and functions themselves are the main, initial factor in the formation of the organizational structure of the service of strategic human resources management in public authorities. They determine the emergence, nature and development of the organizational structure of governing bodies, and the structure, in turn, is subordinated to goals and functions, acts as their material carrier and means of realization.

The staff of Strategic Human Resource Management should include sociologists, interviewers, psychologists, lawyers, specialists in work organization, system analysts, career consultants, career guidance and adaptation, organizational planning, implementation of the human resource management information system, etc. A manager heads of strategic management human resources service. Personnel with a high level of professional competence necessary to perform tasks in a relevant position that meet the requirements of the laws of Ukraine "On Civil Service" and "On Service in Local Self-Government Bodies" should be appointed to the position of the Head of the Strategic Human Resource Management Service. A candidate for a vacant position in the Strategic Human Resource Management Service should have such knowledge, skills, and personal qualities that will enable him/ her to act professionally in typical and non-standard situations that arise in the performance of their functional duties. Today, more than ever, changes in the outlook of employees of the strategic management of human resources and their traditional management mentality, existing approaches, forms, methods and technologies of management, realization of communication abilities and psychological behavioral qualities (confidence, determination, purposefulness, purposefulness, purposefulness), stress resistance, competitiveness, application of innovative approaches in work and creative thinking, introduction of creativity in activity, making effective decisions in non-standard situations and development of new managerial thinking on the basis of the modern man centrist paradigm, orientation to the person with his needs and development opportunities.

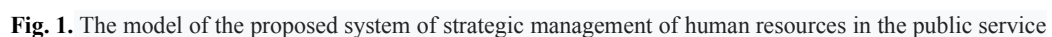
The organizational structure and number of the strategic human resource management service in the public service depends on the number of employees in the public authority. We believe that it is necessary to expand not only the tasks and functions of these

20 November 2020

services, but also to increase their number in comparison with the one established by the current legislation. The system of strategic management of human resources in the public service should include the following elements: principles, methods, technologies, regulatory framework, system of work with human resources, information system of human resources management in the public service and organizational structure of the service of human resources management. The model of the proposed system of strategic management of human resources in the public service presented in Fig. 2.

The organizational structure of the human resources management service is directly subordinate to the head of the civil service in the state body or the head of the service in the local government body, and includes: the head of the strategic human resources management service, deputy heads of the service, HR strategy and policy divisions, HR selection and accounting, adaptation and HR development, assessment and motivation, acmeological support, labor relations and HR pay. This system based on the general principles of human resource management in the public service, which determine the content of its elements and the choice of specific tools, tools, forms, methods and technologies of human resource management.

In our view, the transition to a new, innovative model of strategic management of human resources in the public service should occur based on analysis and diagnosis of the existing model of the system of personnel management in the public service, development of a project of a new organizational structure of the system of strategic management of human resources in the public service, determination of its indicators efficiency. It should be noted, that there is no universal model, as well as a universal organizational structure, of the HRM service, since each public authority has its mission, objectives, tasks, competences, powers and staffing.



## Article 33

20 November 2020

In order to create an integrated human resources management information system in the public service, the Concept of implementation of a human resources management information system in state bodies was approved, which defines the directions, mechanisms and terms of implementation of effective information system for creation of conditions of open, transparent and effective state administration with application of the latest information and communication technologies [2]. The modules of the integrated information system, which will be created in stages, are:

- module of internal transfer of civil servants and competition for vacant positions;
- module of search and selection of personnel in the system of state bodies;
- module for determining the payroll and financial analytics training;
- module for conducting civil servants' personal affairs (career, assessment of performance, competences, vocational training, etc.).

At present, the National Civil Service Agency of Ukraine has launched the PoClick Human Resources Management Information System.

The development of PoClick began at the beginning of 2019. Real NADS personnel accounting data has already been uploaded to the system and standard procedures are in place. In 2020, all ministries, and subsequently all state bodies in Ukraine, which exceed 5,000 will have to use the system. The introduction of a modern IT system for managing human resources in the civil service will help to get rid of burdensome personnel procedures, automate them and translate them into "numbers". PoClick records all information about everyone who holds the status of a public servant today, from their tasks and responsibilities, up to their salaries. The launch of such a system will allow digitizing the activities of about 200,000 people working in public authorities. A similar system should be created in the service of local self-government bodies, which also employ about 80,000 people.

The Human Resource Management Information System will provide effective monitoring of the public service, increase the manageability of the public service, enhance the quality of human resources management, release the huge human resources currently involved in paper personnel accounting, improve the control of staff costs and decision-making efficiency.

The important directions of the transition in the field of public service from the personnel management system to the strategic human resource management system are improvement of the mechanism of competitive selection for positions, formation of a system of evaluation during the selection of specialists, creation of a mechanism for professional adaptation of newly appointed workers in the workplace by implementing a system of mentoring of professional professions providing financial incentives based on the results of the evaluation; discontinuous professional training of public servants, and providing material incentives for evaluation results, introduction of a system of continuous professional training for public servants, improvement of the remuneration system, taking into account the content and volume of work performed, its complexity, level of responsibility and personal contribution of the employee to the overall results of work. This will ensure the efficient functioning of public authorities; will enhance the efficiency of public service management.

### **3 Conclusions**

Thus, the conducted research shows that radical renewal of Ukrainian society, improvement of efficiency of public administration, implementation of processes of reforming and modernization of public service, its adaptation to the standards of the European Union directly depend on the human resources available in public authorities, their human resources, and therefore, requires involvement at all levels of the next generation of personnel management system, improvement of forms, methods and technologies of work with them, changes of the existing national paradigm of human resource management in the public service.

Improving the legal framework by amending the Law on Civil Service and adopting a new version of the Law on Ukraine should be considered as the priority areas for the formation of an innovative model of human resources management in the public service in Ukraine, as an important factor in modernizing the public service and improving the efficiency of public administration. "On Service in Local Self-Government Bodies", Other Regulations, harmonization of Their Basic Provisions by Developing and Adopting the Law of Ukraine "About Public Service." Also, in order to create a new organizational structure of the system of strategic management of human resources in the public service, it is necessary to legislatively regulate the system of strategic management of human resources and to determine, in accordance with the directions of modernization of the public service, the basic elements of the organizational structure of this system, to expand its tasks and functions, to provide a radical update the content of the activities of

human resources and personnel management services in the field of public service through their reorientation to strategists no human resource management.

Considering that the modern system of human resources management in public service is not sufficiently prepared for the tasks of strategic development of public authorities, implementation of a comprehensive strategic approach to selection, use, career and professional development, evaluation and motivation, social and psychological support of employees we consider it necessary to offer:

1. Amend Articles 1, 2, 12, 17, 18 of the Law of Ukraine “On Civil Service”, that adopt in a new wording the law of Ukraine “On Service in Local Self-Government Bodies”, introduced in the Verkhovna Rada of Ukraine (Bill with Registration No. 1223 of 02.09.2019), to develop and adopt, in accordance with European principles of public administration, the Law of Ukraine “On Public Service”, the Model Regulation on the Strategic Human Resource Management Service.
2. Develop a Human Resources Management Strategy in the public service and a Human Resources Management Strategy in public authorities for the period up to 2025.
3. Assign all functions of human resources management in public authorities within one department, management, department, sector (depending on the number of staff).
4. Public authorities to independently analyze the current state and strategic prospects of human resources development or involve outsourcing and consulting agencies.
5. Introduce the latest technologies and innovative approaches in human resources management aimed at developing professional competence, initiative, innovation, creativity and leadership skills of public servants.
6. Introduce advanced foreign experience in strategic management of human resources in the public service, European principles, standards (TQM, CAF, ISO 9000, SA 8000 etc.) and international regulations in this field.
7. Introduce the compulsory audit, monitoring and control of human resources in the public service in all public authorities in order to analyze the activities of public servants and their impact on the performance of the public authority.
8. To manage corporate culture in order to involve all structural subdivisions of the public authority in order to improve their strategic goals.

Thus, the implementation of the proposed directions for the formation of an innovative model of human resource management in the public service, the transition to strategic human resource management in public authorities will help to create in Ukraine a professional, stable, prestigious, authoritative, responsible and highly effective public service capable of answering challenges and providing in accordance with European standards, high-quality and affordable public services to citizens, create comfortable environment for their habitat and provide a more efficient public administration.

## References

1. About Service in Local Self-Government Bodies: Draft Law of Ukraine # 1223 of 02.09.2019 [Electronic resource] .— Access Mode: [www. work. gov.ua](http://www.work.gov.ua)
2. On approval of the Concept of introduction of the human resources management information system in state bodies and approval of the plan of measures for its implementation: the Decree of the Cabinet of Ministers of Ukraine dated December 01, 2017 No. 844-p. - [Electronic resource] - Access mode: [// kmu.gov.ua](http://kmu.gov.ua)
3. On approval of the Concept of reforming local self-government and territorial organization of government in Ukraine: Order of the Cabinet of Ministers of Ukraine of April 1, 2014 N 333-p. - [Electronic resource] - Access mode: [// www.kmu.gov.ua](http://www.kmu.gov.ua).
4. On Approval of the Model Regulations on the Service of Personnel Management of a State Body: NADS Order No.47 03.03.03.2016 [Electronic resource] - Access Mode: [http: //www.nads.gov.ua](http://www.nads.gov.ua).
5. On the Civil Service: Law of Ukraine of December 10, 2015 No. 889. URL: <http://zakon.rada.gov.ua/laws/show/889-19>.
6. On the Strategy of the state personnel policy for 2012 - 2020: Decree of the President of Ukraine from February 1. 2012 No. 45/2012 [Electronic resource] - Access mode: [president.gov.ua/documents/14429.html](http://president.gov.ua/documents/14429.html).
7. Some Issues of Reforming the Public Administration of Ukraine: The Decree of the Cabinet of Ministers of Ukraine of 24 June. 2016 № 474-p. [Electronic resource] - Access mode: <http://zakon0.rada.gov.ua/laws/show/474-2016-%D1%80>



20 November 2020

DOI: 10.5281/zenodo.4277888

# Education reform in Ukraine: unique possibilities and serious risks

*Lidiya Tikhonova*<sup>1</sup>, *Olena Turuta*<sup>1</sup>, and *Oksana Zhydkova*<sup>1</sup>

<sup>1</sup>Philosophy Department of Kharkiv National University of Radio Electronics, Ukraine

**Abstract.** Nowadays the national education system is undergoing the crucial period of its development. The state policy in the education sphere is obtaining of the quality education by every citizen throughout his life with further confirmation of its national character. Furthermore, one of the components of the higher education reform is to ensure the advanced innovation-driven development of education, as well as to integrate it into the global education system, taking into consideration the worldwide trends.

## 1 Introduction

## 2 Analyses of main aspects of the higher education reform



Scientific and practical international conference:

***Public Administration in the 21st Century: Problems and Development Prospects.***

20 November 2020

Scientific and practical international conference:

***Public Administration in the 21st Century: Problems and Development Prospects.***

20 November 2020

Scientific and practical international conference:

***Public Administration in the 21st Century: Problems and Development Prospects.***

20 November 2020

20 November 2020

### **3 Conclusion**

### **References**

Scientific and practical international conference:

***Public Administration in the 21st Century: Problems and Development Prospects.***

20 November 2020

# Professional competence of staff of state authorities: professional destruction and prevention methods

*Valentyna Shtanko<sup>1</sup>, Tetiana Korobkina<sup>1</sup>, Natalia Dashenkova<sup>1</sup> and Iryna Ushakova<sup>2</sup>*

<sup>1</sup>Philosophy Department of Kharkiv National University of Radio Electronics, Ukraine

<sup>2</sup>Department of psychology of activity in special conditions, National University of Civil Protection of Ukraine

**Abstract.** The article offers a brief analysis of the current state of the problem of studying the concept of professional competence of public administration personnel. The relationship of the concepts of professional competence and the concepts of professional deformation and destruction, their representation in Ukrainian and foreign scientific literature, as well as the availability of scientifically sound and practically justified recommendations and instructions for their prevention and overcoming is investigated.

## 1 Introduction

In the context of recent systemic reforms in Ukraine, which ensure the implementation of the basic constitutional principles of a legal, democratic, socially oriented state and the need for the fastest formation of civil society, one of the most pressing problems is the quality and professional competence of public administration personnel. The development of the state in the legal social direction cardinally changes the purpose of civil services. Their main essence in the modern Ukrainian state is the implementation of Ukraine's laws, ensuring the protection of the rights and interests of the citizens of Ukraine. As an element of the state organization of society and a social institution, civil services have a number of features. Firstly, it represents the sphere of professional activity. With all its content, forms and methods, the activities of public servants are aimed at ensuring the authority of state bodies. Secondly, as a unifying link between the state and civil society, the civil services are called upon to protect the rights, freedoms, and legitimate interests of parties in public relations. The constitutional provision that a person, their rights and freedoms are the most important value, acts as a determining core in the activities of public servants, regardless of their official title [1]. The principles of civil service are determined by the Constitution of Ukraine, the Law of Ukraine "On Public Service", other legislative and regulatory acts that are implemented in the process of practical professional activity of the public servants.

All of the above imposes relevant requirements on the professional competencies of civil servants, which, incidentally, have not yet become the subject of in-depth, systematic scientific humanitarian, social, psychological research in Ukraine. Some aspects of the problem are considered in the works of V. Averyanov K. Vashchenko, A. Vishnevsky R.

20 November 2020

Voitovich L. Gogina, S. Dubenko, Yu. Kovbasyuk, N. Nizhnik, R. Naumenko, A. Obolensky, A. Rachinsky, A. Skakun, V. Soroko, N. Seryogina, Yu. Surmina, S. Teleshun, L. Pashko, V. Tolkovanov, A. Khmelnytsky, I. Shpekterenko and others. As most researchers emphasize, professional competencies in the public services of Ukraine constitute a significant scientific and practical problem today. A clear definition of the competencies of a public authority, such as a state organization, a public enterprise, and the competencies of public service positions, competency profiles of civil servants should be considered as an important component in the system of strategic directions of modernization of public service, and the introduction of a competency approach is one of the influential factors in increasing its effectiveness, growth the level of provision of public services to legal entities and individuals [2].

The purpose and task of this research is to study the problem of professional competence of civil servants, its relationship with the phenomena of professional deformation and destruction, and the presence of studies and recommendations for preventing and eliminating it in the humanitarian and socio-psychological scientific literature.

## **2 Professional deformation of personality as a factor in the professional competence of civil servant**

The competence of a civil servant is a set of requirements for those who occupy a specific position in a particular public authority, state institution, organization, taking into account the occupant's conformity of professional managerial abilities, personal psychological properties, managerial knowledge, skills and competencies in the post. The formation of competence is influenced by the very competence and personal moral and business qualities of the subject. If the latter are in conflict with the competence of a civil servant, then a conflict will certainly arise between society and the individual. The level of professional, special knowledge that corresponds to competence, the degree of development of the personality characteristics of the subject is a prerequisite for successful implementation [3].

In many scientific studies, such components of professional competence as special competence, social competence, personal competence, individual competence are most often distinguished. Today, almost all of them are already reflected in the dictionaries on public administration [4], as well as in the new version of the Law of Ukraine "On Public Service" [5].

As V. Pabat, Y. Zhovnirchik write, professional competency should be considered in the procedural aspect, since it is characterized through activity and is dynamic. The authors determine the components of the professional competence of civil servants. The first of them is emotional-regulatory. It determines the ability of a specialist to self-regulation, self-control, involves the possession of skills and management of the emotional sphere, various techniques for overcoming professional destruction. The behavioral-activity component is represented by psychological characteristics that reflect the orientation of the personality, their attitude towards activity and themselves, the development of strong-willed traits. The communicative component is defined as a system of knowledge, linguistic and non-lingual skills, communication skills. The socio-psychological component constitutes the ability of a public servant to effectively interact with colleagues both at the level of formal and informal relations. The special professional component is represented by characteristics such as professional knowledge, abilities, and skills related to the professional orientation of a person [11].

20 November 2020

At the same time, most of the Ukrainian and foreign socio-psychological studies available today [6, 7, 8] in the field of studying the performance of public servants show that representatives of the communication-related professions are among the most susceptible to negative professional phenomena, first of all, due to the influence of frequent professional communication and the need to establish effective interpersonal relationships. In this case, the instrument of professional activity is the personality itself, which, as a result of this activity, suffers the most. So, the selections in studies of professional destruction and deformation are traditionally composed of lawyers, teachers, civil servants, doctors, and the social nature of the deformation is emphasized. In this regard, an important element of the effectiveness of public service is the prevention of professional deformation of civil servants that occurs under the influence of a huge number of modern socio-economic, psychological and other conditions of their work. In addition, deformation processes are associated with a number of features of professional activity, in the framework of which high requirements are formed for the psychological qualities and mental functions of the individual. And it is precisely such requirements that we observe in all existing profiles of qualification competence for government officials.

Interest in the problem of professional destruction of personality and activity has increased in recent years (B. Agavel, P. Beznosov, V. Bodrova S. Druzhilov, E. Zeer A. Markova, L. Mitina N. Pryazhnikov, E. I. Rogov, etc.) An analysis of scientific and theoretical sources shows that the problems of professional deformation and destruction are reflected in the works of foreign and Ukrainian scientists (Yu. Alexandrov, S. Beznosov, M. Burish, G. Dion, S. Jackson, E. See, N. Levitsky, M. Leiter, S. Maksimenko, K. Maslach, E. Maher, N. Melnik, V. Orel, M. Smulson, T. Formanyuk, H. Freidenberger, U. Shufeli, etc.).

However, a single, precise definition of "professional deformation" still does not exist in the scientific literature, and it is, rather, still being formulated. In some Ukrainian normative acts [9, 10], professional deformation is defined as a phenomenon characterized by changes in personality traits (perception stereotypes, value orientations, character, ways of communication and behavior, etc.), changes in the severity of professionally important qualities of a specialist which occur under the influence of the subject-matter, conditions, duration of the activity and the individual psychological characteristics of the subject. Professional deformations negatively affect the quality of the activity performed. For example, in the dissertation research by M. Setsinskaya, the concept of "professional deformation of civil servants" is interpreted as a set of negative changes in the socio-psychological structure of the personality of a civil servant that occur under the influence of the subject-matter, conditions, duration of the professional activity and individual psychological characteristics of the individual and lead to reassessment of their own capabilities, leading to non-optimal and even erroneous actions. Professional deformation is manifested in negative changes in behavioral stereotypes, professional habits, communication style, skills, as a result of which the successful implementation of professional activity is complicated [6].

A manifestation of the negative influence of the civil servant profession on their personality is the presence of various professional deformations or professional destruction (these terms are usually used interchangeably). One of the varieties of professional deformation is the phenomenon of mental burnout. Some authors believe that it is advisable to consider the phenomenon of professional burnout in the context of a professional crisis, psychological exclusion, loss of meaning, as the causes and consequences of professional and personal deformation. According to S. Arefniyi, the main psychological determinants of the development of professionally determined destructions are conflicts of professional self-determination, crises of professional formation, professional maladaptation. The author



20 November 2020

believes that the components of those determinants are unrealistic goals, false meanings of work, professional and interpersonal conflicts, lack of holistic professional consciousness, deformation of the personality, termination of professional development, violation of social and professional self-actualization, mismatch of professional reality [12].

Based on a generalization of studies on violations of professional development of an individual [13], the following trends of professional destruction can be distinguished: lagging or slowing down of professional development compared to age and social norms; the disintegration of professional development, the decay of professional consciousness and, as a result, unrealistic goals, false meanings of work, professional conflicts; low professional mobility, inability to adapt to new working conditions; lack of coherence of separate links in professional development, when one sphere seems to run ahead and the other lags behind (for example, there is motivation for professional growth, but the lack of holistic professional consciousness hinders it), weakening of previously existing professional qualities and abilities, professional thinking; the appearance of previously absent negative qualities, deviations from social and individual norms of professional development, changing the profile of a person; the appearance of personality deformations (for example, emotional exhaustion and burnout, as well as depletion of a professional position), the cessation of professional development through occupational diseases or disability.

One of the most respected researchers of the problem of professional deformation E. Seer offers the following classification [14].

General professional deformations are deformations typical for workers in this profession. For law enforcement officials, this will be an "antisocial perception" syndrome - everyone is perceived as a potential offender.

Special professional deformations. These are the deformations that arise in the process of specialization. In legal and human rights professions, this will look like suspicion of an investigator, aggressiveness of an operative officer; professional trickery of a lawyer; condemnation of a prosecutor.

Professional-typological deformations are deformations caused by the superposition of individual psychological characteristics of an employee on the professional activities. As a result, there is a distortion of the motives behind the activity, a restructuring of value orientations, for example, pessimism, skepticism towards innovations, indifference, or vice versa, a complex of excellence, ambition, "official intervention", dominance, vanity.

Individual deformations. These are the deformations when individual professionally important qualities develop extremely, which leads to the emergence of super-qualities or accentuations (labor fanaticism, hypertrophied professional enthusiasm, etc.) [14].

In foreign and Ukrainian literature, one can most often find recommendations of a general nature regarding methods for eliminating negative external and internal factors affecting professional deformation (including public servants). A convincing scientific position in terms of identifying and eliminating such factors can be found in Ukrainian literature, in particular in the writings of M. Sitsinskaya [6]. The author believes that public servants, whose level of support from managers and colleagues is high, are less prone to professional deformation, they are less likely to experience depersonalization and reduction of personal achievements. The more emotionally stable civil servants are, the higher their professional performance indicators are. One of the main conditions for preventing professional deformation is the presence of a high level of psychological readiness of a manager for its prevention among subordinates, relevant knowledge, skills, as well as a sense of high responsibility for them. Civil servants, in turn, should positively influence the surrounding mental phenomena, processes, conditions, own behavior and activities to

maintain personal mental and, consequently, physical health. In our opinion, the most effective in this case is the proposal for the introduction of a mandatory qualified psychological assistance in the form of psychological service in government bodies. In the process of preventing the professional deformation of civil servants, the main function of a practical psychologist is the ability to provide the civil servant with the necessary psychological information, stimulate their personal reserves to work with psychological problems, and select and train competent specialists capable of leading activities.

### 3 Conclusions

The problem of the availability of basic research in the field of studying the relevant, productive competencies of civil servants is still of high interest to this day. Clearly formulated and extremely clear profiles of professional competence of employees of state authorities will make it possible to develop scientifically sound and practically justified recommendations on prophylaxis, prompt recognition and prevention of professional deformations and destruction that meet modern requirements.

### References

1. *The Constitution of Ukraine*: Adopted at the fifth session of the Supreme Council Ukraine 28 worms 1996 p. (Kyiv, Presa Ukrainy, 1997).
2. L. Gogina, *Competence in the civil services of Ukraine: to the problem of an understanding framework* [Electronic resource] / L. M. Gogina // Governmental management: theory and practice. - Access mode: <http://www.nbuv.gov.ua/e-journals/dutp/2007-2>
3. A. Vishnevsky, *Application of models and profile competence profiles for managing personnel in the system of state service*, Visnyk derzhavnoi slughby Ukrainy, **4** (2004)
4. *Public administration* (Kyiv, Issued in UADU, 2002).
5. *On Public Service* [Electronic resource]: Law of Ukraine No. 889-VIII of December 15, 2015 - Access Mode: <http://zakon.rada.gov.ua>.
6. M. Sitsinska, *Prevention of professional deformation of civil servants in Ukraine: socio-psychological aspects* (Kyiv, 2011)
7. A. Shevchenko, *Psychological content and features of the emergence of professional personality destruction* (Chelyabinsk, 2012)
8. C. Maslach, *Job burnout: new directions in research and intervention*, Current Directions in Psychological Science, **12** (2003)
9. *On the Instruction on the procedure for organizing and conducting psychoprophylactic measures with the staff of the National Border Security service of Ukraine* [Electronic resource]: The order of the Administrative National Border Security service of Ukraine No. 318 dated April 14, 2008. - Access mode: <http://zakon.nau.ua/doc/?code=z0657-08>
10. *About the completion of the Instructions on the procedure for organizing and conducting the professional psychological counseling of candidates for the passage of the services under the contract with the National Border Security service of Ukraine.* - Access mode: <http://zakon.nau.ua/doc/?code=z0495-09>.
11. V. Pabat, J. Zhovnirchik, *Management competencies of government employees*, Efektyvnist derzhavnogo upravlinnya, **1 (50)**, Part 1 (2017)
12. S. Arefnia, *Prevention and psychocorrection of professional burnout of employees of the government (legislative)*, Molodoy Uchonyi, **6 (21)**, Part 3 (2015)

20 November 2020

13. N. Tsyba, *Professional self-determination and the phenomenon of professional deformation of psychologists* [Electronic resource]. Access mode: [irbisnbuv.gov.ua/.../cgiirbis\\_64.exe ?](http://irbisnbuv.gov.ua/.../cgiirbis_64.exe?)
14. E. Seer, *Professional-educational space of the personality* (Ros. state prof.-ped.un-t; Nizhny Tagil. state prof. College of them N. Demidova, Yekaterinburg, 2002)

20 November 2020

DOI: 10.5281/zenodo.4277912

# **The phenomenon of professional burn-out of civil servants (the case study of the executive authorities of the Mykolaiv region)**

*Oleksandr Shtyrev*<sup>1</sup>, *Sergey Tymofeev*<sup>2</sup>

<sup>1</sup> Petro Mohyla Black Sea National University, 54003 Mykolayiv, Ukraine

<sup>2</sup> Petro Mohyla Black Sea National University, 54003 Mykolayiv, Ukraine

**Abstract.** The aim of the paper is to determine the phenomenon of professional burn-out of civil servants. The study involved civil servants of various ranks and positions from the regional justice bodies, the Pension Fund, Mykolaiv Regional State Administration and District State Administrations of the Mykolaiv region (Ukraine). The study was planned and carried out with the theoretical assumption that those people who have been working in the organization for more than three years may experience professional burnout. Therefore, the pilot research included people who have been working in an organization from three to twenty-five years. In total 300 people took part in the research: civil servants of executive authorities of the Mykolaiv region (171 females and 129 males) from 25 to 55 years of age. The research stage of the study included usage of inventories that allowed diagnosing the typical manifestations of burnout – anxiety and nervous tension, professional stress, decreased subjective quality of life and depersonalization. The obtained research results signify that civil servants of executive bodies express various manifestations of “professional burnout” syndrome. In particular, more than half of the respondents exhibit the symptoms of anxiety and nervous tension, 70% of the total number of respondents has high rates of mental burnout. Most respondents also have a medium level of emotional exhaustion and depersonalization, and high level of personal achievement.

## **1 Introduction**

20 November 2020

## 2 Theory and methods of research

### 2.1 The phenomenon of “professional burnout”: the essence and main approaches to its study

There is a multitude of factors that affect employees of private and state companies, including civil servants and government officials. The fast pace of life, new demands from the society on the qualifications and professional level of civil servants and government officials, socio-political and socio-economic changes taking place in Ukraine undoubtedly affect their psychological wellbeing, provoke emotional and professional stress as well as lead to professional deformation.

The scholars use the concept of “professional destruction” where professional destruction is a change in the structure of an activity and personality, which negatively affects productivity and interaction with other participants of this process.

Generalizing the research on the deviations connected with the professional development of a person it is possible to single out the following tendencies of professional destructions:

- low professional mobility, inability to adapt to new working conditions and maladaptation;
- inconsistency of certain stages of professional development, when one area is developing and the other is lagging behind (for example, a person has motivation for professional growth but at the same time lacks holistic professional consciousness);
- weakening of previously acquired professional abilities and professional thinking;
- distorted professional development, the emergence of negative qualities that did not exist before, deviations from social and individual norms of professional development;
- onset of personality deformations (e.g. emotional exhaustion, burnout, etc.);
- termination of professional development due to occupational diseases or disability.

The syndrome of “professional burnout” is still one of the understudied phenomena of personal deformation.

At the present professional burnout is studied by various branches of psychology: psychology of stressful states (burnout is regarded as a result of stress), within the workplace psychology (burnout is regarded as a form of professional deformation) and existential psychology (burnout is seen as a state of physical and mental exhaustion resulting from prolonged exposure to emotionally stressful situations). Professional burnout has been studied by international psychologists for more than thirty-five years.

Professional burnout is a reaction of a human body and psyche that occurs as a result of a prolonged exposure to medium-intensity stress caused by the professional activities and is the result of an uncontrolled long-term stress. At the same time, a mental state which is characterized by feelings of emotional devastation and fatigue caused by work, with combination of emotional devastation, depersonalization and reduction or complete leveling of professional achievements is a kind and prerequisite for professional deformation of a personality.

Most researchers believe that such concepts as “fatigue”, “stress”, “nervous exhaustion”, “professional deformation”, “burnout” are, although related, but relatively independent phenomena. Hence, there is a need to clearly delineate the concept of “professional burnout” from the above related concepts.

The key difference between “burnout” and “fatigue” is that in the latter case a person is able to quickly restore its own strength as opposed to burnout.

Differentiating the concepts of “professional deformation” and “professional burnout”, it should be noted that scholars consider professional deformation as a combination of personality aspects which have been formed during professional activities, and which have a negative connotation and are manifested mainly in non-professional life. Burnout is an entirely professional phenomenon which may not affect person's activities and wellbeing in the non-professional sphere of life. Deformation of personality traits is manifested at later stages of professional career, and burnout can occur at the beginning of professional life due to the mismatch between the requirements of the profession and the aspirations of the individual.

Thus, based on the analysis of the literature, one can conclude that burnout is a mental, emotional and physical exhaustion that develops due to long-term professional stress.

### 2.2. Psychodiagnostic tools for determining structural elements of professional burnout of civil servants

Table 1 presents the tools used to determine burnout and personality destructions that accompany it.

servants

Structural elements of professional burnout	Methods for determining the parameters of professional burnout
Anxiety and nervous tension	Spielberger's State-Trait Anxiety Inventory
Professional stress	Maslach's and Jackson's Burnout Inventory

20 November 2020

Values: value orientations and value representations	Inventory for measuring self-actualization of a person
------------------------------------------------------	--------------------------------------------------------

**Spielberger's State-Trait Anxiety Inventory.** This test is a reliable source of information about a person's self-assessment of the anxiety level at the moment (reactive anxiety) and personal anxiety (as a stable characteristic of the person). Personal anxiety characterizes a persistent tendency to perceive a wide range of situations as threatening, to respond to such situations with a state of anxiety. Reactive anxiety is characterized by tension, anxiety and nervousness. Very high reactive anxiety sometimes causes impairment of attention and fine motor coordination. Very high personal anxiety is directly correlated with the presence of a neurotic conflict, with emotional and neurotic breakdowns and psychosomatic illnesses.

However, at the early stages anxiety is not a negative trait. A certain level of anxiety is a natural and obligatory feature of an active personality. Also there is an optimal individual level of "useful anxiety".

Significant deviations from the moderate level of anxiety require special attention of qualified specialists. High levels of anxiety imply a tendency to exhibit anxiety in situations where a person evaluates its own competence. In this case, the subjective significance of the situation and tasks should be decreased. The emphasis should be shifted towards understanding the essence of the activities and forming a sense of confidence in success.

Low anxiety, on the other hand, requires increased attention to the motives of the activity and an increased sense of responsibility. However, sometimes very low anxiety levels on the test scores are the result of the active displacement of high anxiety by the individual in order to show oneself in a "better light".

**Maslach's and Jackson's Burnout Inventory.** The inventory is designed to measure the degree of burnout in professions which involve "human-human" interactions (but can be used for other types of professions). It is the main inventory for detecting professional burnout. Respondents determine how often they experience the feelings listed in the questionnaire according to a certain scale. The questionnaire has three scales:

- "emotional exhaustion" (manifested in the feelings of reduced emotional tone, loss of interest in the environment or emotional oversaturation; aggressive reactions, anger attacks, the onset of symptoms of depression);
- "depersonalization" (manifested in the deformation, or depersonalization of relationships with other people: increased dependence on others or, conversely, negativism, cynical attitudes and feelings about colleagues and clients);
- "decrease of personal achievements" (manifested in the tendency of having negative self-esteem, in diminishing the importance of one's own achievements, limiting one's capabilities, negativism towards job responsibilities, decreased professional motivation, exonerating oneself from responsibility or alienation from others).

**Inventory for measuring self-actualization of a person.** Abraham Maslow introduced the concept of self-actualization, which meant the highest human need manifested in the active desire to discover abilities, personal development and hidden potential in a person. Self-actualizing personality, according to his ideas, is endowed with many positive traits, such as impartiality, greater objectivity in the perception of reality, less emotionality (less prone to fears and hopes), resilience (less anxiety and ability to cope with problems and contradictions), independence and autonomy. Such person feels the joy of life and at the same time, strives for self-development, fully accepts oneself. The result of the research was the "Personal Orientation Inventory" (POI). The inventory consisted of two main scales of personal orientation: 1) "Time competence" scale, which shows how much a person is able to live in the present, without postponing it to the future and without trying to return to the past; 2) "Inner-directed" scale, which measures the ability of an individual to use one's own resources, rather than expect smth from others. In addition, there were ten additional scales that measured affirmation of primary values, spontaneity, capacity for intimate contact, acceptance of aggression, etc.

### 2.3 Research methodology

The psychological research on the professional burnout of civil servants and method of its prevention involved participants from the executive authorities of the Mykolaiv region (Ukraine)

The study took place in 2019 and included three stages. The first stage, organizational, encompassed clarification of the purpose and tasks of the research, selection of the diagnostic methods and instruments, creation of the research participant groups, analysis of theoretical background on the concept of professional burnout. Additionally, approaches and strategies for overcoming burnout of civil servants have been studied at this stage. The second stage, research, included the study of the burnout's impact on the professional activities of civil servants. The third stage, analytical, comprised the analysis, data comparison, creation and selection of the recommendations for the professional burnout prevention strategies.

The study involved civil servants of various ranks and positions from the regional justice bodies, the Pension Fund, Mykolaiv Regional State Administration and District State Administrations of the Mykolaiv region (Ukraine). The study was planned and carried out with the theoretical assumption that those people who have been working in the organization for more than three years may experience professional burnout. Therefore, the pilot research included people who have been working in an organization from three to twenty-five years. In total 300 people took part in the research: civil servants of executive authorities of the Mykolaiv region (171 females and 129 males) from 25 to 55 years

20 November 2020

of age. The research stage of the study included usage of inventories that allowed diagnosing the typical manifestations of burnout – anxiety and nervous tension, professional stress, decreased subjective quality of life and depersonalization.

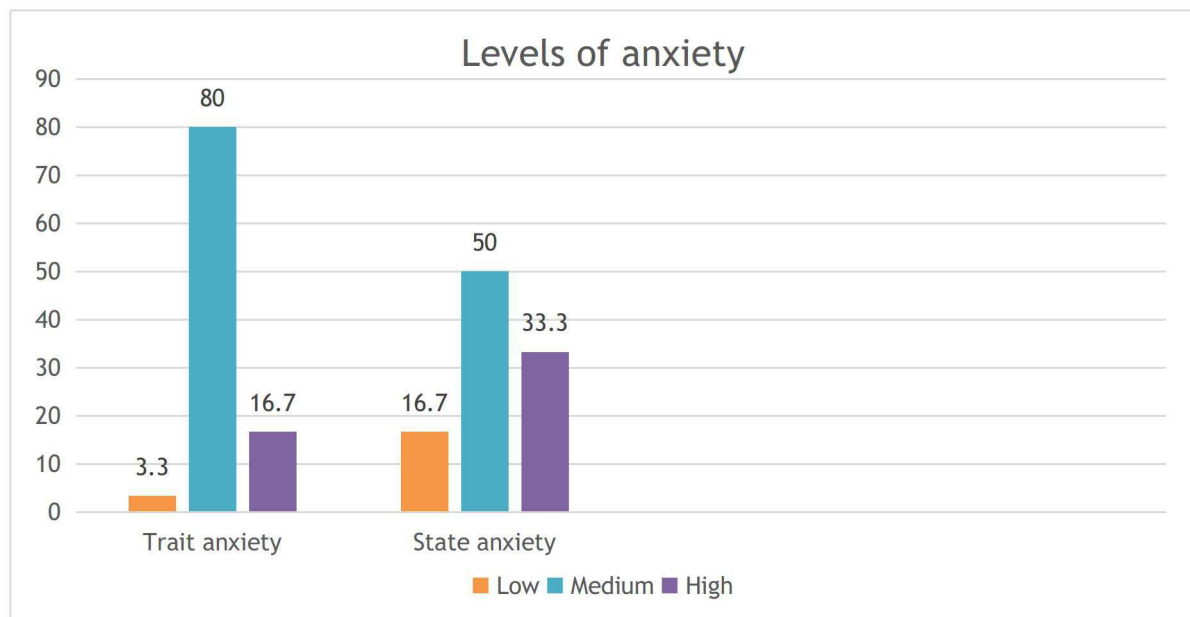
### 3. Results

The analytical stage of the research included measuring professional burnout indicators of 300 civil servants who work at various executive authorities of the Mykolaiv region.

Table 2 presents results of a study of the level of anxiety and nervous tension on the Spielberger's State-Trait Anxiety Inventory. Figure 1 shows the levels of anxiety listed in the table.

Indicators		Average score	Number of respondents (%)
Trait anxiety	Low	25	3,3
	Medium	33,2	80
	High	49,5	16,7
State anxiety	Low	26,5	16,7
	Medium	36,2	50
	High	51,9	33,3

The results in Table 2 show that more than half of the respondents are in a state of anxiety and nervous tension. A third of respondents exhibited high rates of situational anxiety, characterized by tension, anxiety, nervousness.



State anxiety (reactive anxiety) – (situational anxiety, anxiety as a state at a given time) is characterized by subjectively experienced emotions: tension, anxiety, nervousness. This condition occurs as an emotional response to a stressful situation and can vary in intensity and dynamism over time. Usually anxiety has a reason, that is, a person knows why he or she is worried. In such situations anxiety can play a positive role, as it contributes to the concentration of energy to achieve the desired goal, the mobilization of the reserves of the body and personality to overcome possible difficulties.

Trait anxiety (personal anxiety) is a persistent condition. It characterizes a person's tendency to perceive a wide range of situations as threatening and to respond to such situations with anxiety. Very high level of trait anxiety is directly related to the presence of neurotic conflict, emotional and nervous breakdowns, psychosomatic diseases. Personal anxiety is usually diagnosed in people who seek to feel their need, importance and desire for career growth, positive management evaluations and do not receive them, which increases anxiety and leads to professional stress.

It should be noted that a certain level of anxiety is a natural and obligatory feature of an active personality. Therefore, the authors of this study call the medium level of anxiety “useful anxiety”.

20 November 2020

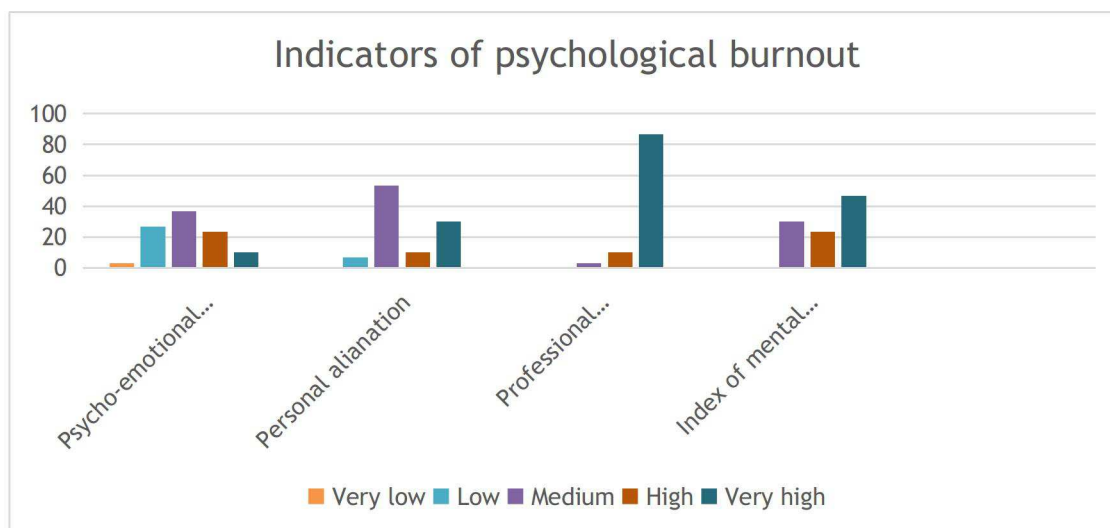
At the same time, a low level of anxiety, on the contrary, requires attention (i.e. the motives for an activity and a heightened sense of responsibility). In rare cases, anxiety may hide a protective psychological mechanism of displacement of real anxiety or the purpose of the subject “to show oneself in the better light”.

The authors of the study also identified the features of the respondents' mental burnout indicators.

Table 3 shows the results of testing using Rukavishnikov's Inventory of Mental Burnout with a graphical representation of the relationships on Figure 2.

Indicators		Average score	Number of respondents (%)
Psycho-emotional exhaustion	Very low	5	3,3
	Low	15,4	26,7
	Medium	29,7	36,7
	High	44,8	<b>23,3</b>
	Very high	52,7	<b>10</b>
Personal alienation	Very low	–	–
	Low	20	6,7
	Medium	25,2	53,3
	High	35	<b>10</b>
	Very high	46,2	<b>30</b>
Professional motivation	Very low	–	–
	Low	–	–
	Medium	24	3,3
	High	27,7	<b>10</b>
	Very high	45,3	<b>86,7</b>
Index of mental burnout	Very low	–	–
	Low	–	–
	Medium	75,1	30
	High	103,8	<b>23,3</b>
	Very high	134,2	<b>46,7</b>

According to Table 3, twenty one person (70% of the total number of respondents) had high rates of mental burnout.



The content-related characteristics of the scales are as follows:

High and extremely high rates of psycho-emotional exhaustion were exhibited in 33.3% of the respondents. Such persons may be depleted of emotional, physical and psychological resources. Exhaustion is manifested in chronic emotional and physical fatigue, indifference and coldness towards others, manifestations of depression and irritability.

High and extremely high indicators on the scale “Personal alienation” were found in 40% of the respondents. The scale captures a specific form of social maladaptation of a professional. Personal alienation is manifested in a decreased number of contacts with others, increased irritability and intolerance in communication situations, negativism towards other people.



20 November 2020

High and extremely high indicators on the scale “Professional Motivation” were found in 96.7% of the respondents. Professional motivation is assessed by such indicators as professional productivity, optimism and interest in work-related activities, self-assessment of professional competence and the degree of success in working with people.

Almost 100% of civil servants have shown a high level of professional motivation, which is characterized by enthusiasm and interest in work, even at the expense of family life and self-interests that are not related to work. On the other hand, such people have a painful attitude to failures. They are constantly evaluating their own professional competence. Too high levels of professional motivation lead to rapid depletion, imbalance of life resources and ultimately accelerate emotional burnout.

At the same time, the index of mental burnout reflects the aggregate indicator on three scales and shows that there are no civil servants who would not have at least some of the manifestations of emotional burnout. On the contrary, high index of mental burnout is observed in 70% of the respondents.

Further research was aimed at studying the non-specific manifestations of professional burnout, namely: indicators of the respondents self-actualization.

Many scholars point out the connection between burnout and disruption of the self-actualization processes.

Table 4 shows the results obtained from the inventory "Diagnostics of self-actualization of personality".

Scales	The level of desire for self-actualization (%)				
	Very low	Low	Medium	High	Very high
Time orientation	10	16,7	50	20	3,3
Values	0	40	40	20	0
View of the human nature	0	20	46,7	33,3	0
The need for knowledge	3,3	26,7	46,7	23,3	0
Creativity	0	33,3	66,7	0	0
Autonomy	0	33,3	60	6,7	0
Spontaneity	0	33,3	66,7	0	0
Understanding of self	0	30	53,3	10	6,7
Autosympathy	10	40	26,7	23,3	0
Rapport	0	0	66,7	33,3	0
Flexibility in communication	6,7	23,3	36,7	33,3	0
<b>Total score</b>	0	23,3	76,7	0	0

Analysis of the data from Table 4 shows that in general the obtained data are in the limits of average values. This means that a significant number of respondents has a certain meaning of life, and this is what their lives are aimed at. They are quite sthenic, viable, energetic in professional and everyday life. Thus, they can be described as self-actualized.

However, it should be noted that almost a third of respondents has a low level of self-actualization on eight scales, namely: “Values”, “Need for Knowledge”, “Creativity”, “Autonomy”, “Spontaneity”, “Understanding of Self”, “Autosympathy”.

Low scores on the “Values” scale indicate that self-actualized respondents may not share all the values proposed by A. Maslow, because they were developed at another time and in another culture. However, this does not mean that the subjects do not have their own value system, as it may not completely coincide with the value system proposed by A. Maslow. At the same time, low scores on this scale may indicate a lack of desire for a harmonious life and healthy relationships with people, a tendency to manipulate others, lack of life prospects.

High scores on the “Need for knowledge” scale are a characteristic of a self-actualized personality, which is always open to new experiences. This scale describes an ability to know life – a selfless thirst for something new, an interest in objects that are not related to the satisfaction of any needs. Such knowledge is considered by A. Maslow to be more accurate and effective, because its process is not distorted by desires and inclinations.

Low levels of creativity indicate weak creative potential. Such people are characterized by stereotypical thinking, traditional problem solving methods and inability to generate new ideas. They are afraid to be different from others, show their own spontaneity and atypicality. That is, based on the above, it can be argued that low scores on the scale “Creativity” and “Need for Knowledge” are characteristic of people with a conservative mindset.

Analysis of low scores on the scales “Spontaneity”, “Autosympathy” and “Autonomy” reveals obstacles that prevent the achievement of a high level of self-actualization. According to the representatives of humanistic psychology, autonomy is a criterion of the individual’s integrity, one’s maturity and self-sufficiency, and in combination with a positive self-assessment – also the basis of psychological health. Civil servants have become dependent on social stereotypes and standards. They are held hostages to their own social role, because, even with significant personal resources, they can not fully utilize them, but also feel dependent on the state due to its inconsistent policies.

20 November 2020

Thus, according to the obtained results, it can be stated that a third of the respondents has violated the mechanisms of self-determination and self-actualization. Accordingly, respondents cannot form final and intermediate goals and choose adequate means to achieve the goal as well as not able to evaluate the final and intermediate results. Moreover, their system of external and internal behavior control is distorted and they do not control their own life situations.

## 4 Conclusions

The obtained research results signify that civil servants of executive bodies of the Mykolaiv region express various manifestations of “professional burnout” syndrome. In particular, more than half of the respondents exhibit the symptoms of anxiety and nervous tension, more than two hundred respondent has high rates of mental burnout (70% of the total number of respondents). Most respondents also have a medium level of emotional exhaustion and depersonalization, and high level of personal achievement. The study also examined non-specific manifestations of professional burnout, namely such personality parameters as self-actualization of personality. It is noted that the phenomenon of burnout is associated with low scores on the following scales: “Values”, “Need for knowledge”, “Creativity”, “Autonomy”, “Spontaneity”, “Understanding of self”, “Autosympathy”.

Civil servants from the executive bodies of the Mykolaiv region have various manifestations of “professional burnout” syndrome. That is why there is a strong need for further serious and planned social and psychological intervention to prevent it and improve their professional engagement. Burnout negatively affects person's subjective quality of life. Such spheres as professional engagement, social status, health, recreation and mental health suffer the most. Internal well-being (self-understanding, self-acceptance, self-worth and self-management) is also distorted.

## References

1. Arefniia S. *Psychological measures for the prevention and correction of the professional administration of state services to the legislative body*. Kyiv (2018).
2. Cherniss C. Long-term consequences of burnout: An exploratory study. *Journal of Organizational Behaviour*. Vol. 13(1). P.: 1-11 (1992).
3. Chudakova V. Research of "level of desire for self-actualization" as a criterion of formation of psychological readiness for innovative activity and competitiveness of the person. *Education and development of a gifted personality*. Vol. 11. P.: 43-53 (2014).
4. Fetytsyn N., Kozlov V., Manuilov H. Socio-psychological diagnostics of the development of personality and small groups. [online]. Available at: <https://docplayer.ru/> (2002).
5. Freudenberger H. *Burnout: The high cost of high achievement*. New York (1980).
6. Golembiewski R. *Phases of Burnout: Developments in concepts and applications*. New York: Praeger (1988).
7. Khairulin O. Professional burnout of servicemen as a subject of psychological analysis. *Psychology and society*. Vol. 3. P.: 119-143 (2014).
8. Konovchuk N. The main causes and prevention of burnout in managers. *Legal Bulletin of KROK University*. Vol. 14. P.: 91-95 (2012).
9. Maslach C. *The truth about burnout: How organization cause personal stress and what to do about it*. San Francisco CA: Jossey-Bass (1997).
10. Ostrova V. *Prospective identity as a factor of socio-psychological adaptation of student youth*. Kyiv (2015).
11. Perlman B., Hartman E. Burnout: summary and future and research. *Human relations*. Vol. 14. Issue 5. P.: 153-161 (1982).
12. Schaufeli W., Enzmann D. *The burnout companion to study and practice: A critical analysis*. Washington DC: Taylor & France (1998).
13. Self-esteem scale (Ch. D. Spielberger's test - Yu. L. Khanin). [online]. Available at: <http://psychologis.com.ua/>.
14. Skovholt T. *The resilient practitioner: Burnout prevention and self-care strategies for counselors, therapists, teachers, and health professionals*. Boston: Allyn & Bacon (2001).

# Preliminary information as an effective mechanism of customs control and customs security of State

*Ljudmila Ivashova*<sup>1</sup>, *Oleksandr Datsii*<sup>2</sup>, *Tatiana Totska*<sup>1</sup> and *Olena Kritenko*<sup>1</sup>

<sup>1</sup> University of Customs and Finance, Department of Public Administration and Customs Administration, 49000 Dnipro, Ukraine

<sup>2</sup> Interregional Academy of Personnel Management Head, Department of Finance, Banking and Insurance, 03039 Kyiv, Ukraine

**Abstract.** This paper highlights the main advantages and algorithm of using preliminary information in customs. The authors argue that preliminary information is an important component of customs security. The main advantages of customs information are the improvement of the quality of customs control through the use of risk management methods. The authors presented an algorithm for implementing the system of preliminary information in the practical activity of the customs authorities of Ukraine in the form of a structural and logical scheme. The authors reveal the experience of prior information in international practice and identify the main directions of its widespread implementation in Ukraine. The paper states that prior information is effective only if information technologies are used and an automated risk analysis and management system is used. The authors propose the use of a Passenger Information System (APIS), first developed and implemented in the United States, to address drug trafficking and national security threats. To implement the APIS system, it is proposed to introduce a digital version of the advance declaration for passengers within the concept of customs digitization.

## 1 Introduction

The customs service should facilitate the implementation of customs policy and the protection of the customs security of the state. World customs practice is based on the effective management of risks that arise in the course of customs activities. This requires a systematic and continuous application of mechanisms and procedures aimed at preventing and minimizing risks in customs control, in order to ensure national economic interests and customs security of the state.

The current stage of development of national customs systems should be based on global cooperation, information interaction and strategic partnership between customs authorities, FEA subjects, carriers, authorized economic operators and other entities of foreign economic activity [1]. This cooperation should cover a wide range of subject areas not only in technologies and objects of exchange, but also in the field of improving the structure of management, in the field of automation and information support of customs operations and management decisions, identification of controlled objects and training of specialists in the field of customs.

## **2 Data and Methods**

The methodology of scientific knowledge and systematic approach were used to substantiate the results and conclusions obtained. In particular, the following methods were used: content analysis to reveal the essence of basic terms and concepts; a comparative and legal analysis to compare domestic and foreign legislation on the implementation of customs and determine the main directions of its improvement; constructive-logical method for constructing a structural-logical scheme of preliminary information in customs; abstract-logical and generalization method for formulating conclusions and suggestions. In the course of the research, the current regulatory documents on customs regulation of scientific works of leading scientists for the period from 2014 to 2019 were used.

## **3 Results**

Article 6 of the Customs Code of Ukraine (hereinafter referred to as the CCU) defines that the Customs Security is a state of protection of the customs interests of Ukraine, the securing and realization of which is achieved through the implementation of customs affairs [2, Article 6], in particular, compliance with the procedure and conditions for the movement of goods through customs. border of Ukraine, their customs control and customs clearance [2, Article 7]. According to part 1 of article. 320 ICU forms and volumes of control sufficient to ensure compliance with the legislation on state customs and international treaties of Ukraine during customs clearance are selected by customs (customs posts) on the basis of the results of application of the risk management system. The category "risk" is used to form the basis for the introduction of a modern system of risk management in customs activities [3]. At the same time, under Article 361 of the CCU, the risk is the likelihood of non-compliance with the requirements of the legislation of Ukraine on matters of state customs. Customs authorities, in accordance with the provisions of Part 2 of Art. 361 of the CCU, apply a risk management system to identify goods, vehicles, documents and persons subject to customs control, forms of customs control applicable to such goods, vehicles, documents and persons, and the scope of customs control. Thus, in the implementation of customs, including at checkpoints, a risk management system that complies with international standards of modern customs administration and best world practice is used to determine the forms and scope of customs control.

Thus, in accordance with the Kyoto Convention Standard Rules [4], the customs service should use a risk management system when applying customs controls and also apply audit and risk analysis techniques to identify persons and goods, including vehicles to be inspected, and of such verification. The Customs also adopts a strategy based on a system for assessing the likelihood of non-compliance. The Framework Security Standards [5] mandate the Customs Administration to set up a risk management system to identify potentially dangerous goods and to automate such a system. The provisions of the Trade Facilitation Agreement [6] stipulate that each Member State should adopt or maintain a risk management system in customs control, develop and apply it in such a way as to avoid arbitrary or unjustified discrimination or hidden restrictions on international trade based on risk management on the risk assessment of the relevant selection criteria. The risk management system (hereinafter referred to as the RMS) replaces total one hundred percent control and is an effective mechanism aimed at securing the interests of all parties to the customs relationship - both the state and the FEA subjects, in particular by minimizing subjective and discretionary ( that is, the ability to make decisions at its own discretion without the existence of grounds) for customs controls and, as a consequence, reduces the level of corruption at customs. It should be noted that the legislation on state customs matters does not currently include a statutory definition of "risk management system".

20 November 2020

However, in accordance with Section I, Section 12, Procedure for Risk Analysis and Assessment, Development and Implementation of Risk Management Measures to Determine Forms and Scopes of Customs Control (hereinafter - Procedure) [7], it is determined that an automated risk analysis and management system (hereinafter referred to as ARAMS) ) Is a collection of software and information systems that ensure the functioning of the risk management system during customs control and registration of goods and vehicles.

As defined in Art. 337 ICU, control using an RMS is a risk assessment by analyzing (including using information technology) the documents submitted in the specific case of movement of goods, vehicles for commercial purposes across the customs border of Ukraine in order to select the forms and scope of customs control sufficient to provide compliance with the requirements of the legislation of Ukraine on issues of state customs [2, p.337]. In doing so, the customs authorities of Ukraine during customs control should be guided by the principle of selectivity and, as a rule, be limited to forms of customs control sufficient to ensure compliance with the customs legislation of Ukraine, which provides for the fulfillment of the minimum customs formalities necessary to ensure compliance with the legislation of Ukraine on state customs matters [ 2, Art. 318]. In this way, control with the use of RMS involves the use of information technology. In practice, this is implemented with the help of ARAMS, whose functional elements are electronic risk profiles.

At present, the following modules are functioning at ARAMS: at customs clearance of the customs declaration (including the electronic customs declaration); at the border crossing points for road and rail (along the so-called "red corridor" and "green corridor"). Also, taking into account international best practice in the customs field and in order to ensure proper control of cargo transiting through maritime checkpoints, the provision of advance cargo information by maritime agents prior to the arrival of a ship in port in Ukraine has been established. This information contains, in particular, data on the container, the weight characteristics of the product, its description, which allows it to be used for the analysis and assessment of risks both at customs clearance of declarations and at checkpoints (check and comparison with the declared type of container, quantitative and weight characteristics product, its description, etc.).

At the same time, the existing IT support allows for the automated analysis of goods moving through the sea checkpoints in containers, only when the customs declaration is made at the customs office of destination. Therefore, a priority direction for further automation of risk analysis and assessment is the implementation of the ARAMS module at border crossing points for maritime communication. With the help of ARAMS automated comparison of data (information) on a specific move to coincide them with the algorithms included in the ARAMS (risk profiles). In case of detection of possible risks of violation of customs legislation, the customs inspector is automatically issued a list of customs formalities (control measures) that must be completed to confirm or refute the identified risks.

To strengthen the institutional capacity of the risk management system, it is envisaged both to expand the functionality of the existing ARAMS and to introduce new approaches to the analysis and assessment of risks from prior information before the arrival of goods at the border. Thus, one of the important tasks of the new customs service is the need to build an ARAMS to cover risks not yet covered by the system. Customs authorities, in conjunction with the World Customs Organization (hereinafter WCO), with the financial support of the US Export Control Program, EXBS, have already begun work on Ukraine's accession to the Cargo Targeting System of WCO (WCO CTS), which will be located in seaports to enable the analysis and assessment of risks before the arrival of goods in containers at the port. The WCO CTS system was developed by WMO to assist customs administrations in collecting, storing and exchanging information contained in the cargo manifest. The application of the WCO CTS, in particular,

20 November 2020

aims at implementing the provisions of the Framework Standards for Security and the Kyoto Convention into customs, and is an effective means of combating customs crimes.

For example, the Framework Security Standards [5] stipulates that customs administrations should use sophisticated methods to identify and purposefully inspect goods with a potentially high risk, and to ensure adequate risk assessment, the customs administration must request advance electronic information in a timely manner. The implementation of the WCO CTS project in Ukraine will be important for determining the forms of customs control at ports, since it involves the creation of analytical teams to analyze information and determine customs formalities before the ship arrives in port. One of the most promising areas for the development of information cooperation between customs authorities and FEA entities is the provision of prior information, as it serves as a tool for the modernization and institutional development of customs administrations, and also creates conditions for enhancing the security of the international supply chain. According to the current customs legislation, prior information is a business process during which electronic information on goods and vehicles that are planned to be imported / exported to / from the customs territory of Ukraine via checkpoints is transmitted and processed [8].

The use of such a customs instrument as prior information has significant benefits for both the customs authority and the FEA entity. Prior information technology is beneficial for FEA participants in that it: significantly reduces the duration of customs control; minimizes financial costs for customs clearance; creates conditions for transparency and predictability of actions of customs authorities. As for the benefits for customs administrations, without using such advanced customs tools as prior information, they will simply not be able to cope with the growing volume of goods moving across borders. In addition, the widespread use of prior information allows to: minimize the time of completion of customs formalities at points of transit across the state border of Ukraine and places of clearance; significantly increase the reliability of the declaration; comprehensively control the movement of goods and vehicles across the customs border; guarantee the accuracy of the information transmitted; accelerate delivery of goods to the consumer; to optimize the activities of customs authorities on the distribution of human and material resources, minimize threats to the national and economic security of Ukraine; to accelerate foreign trade turnover.

Along with the significant advantages of prior information, some practices also highlight some of the disadvantages of this tool, in particular: the additional duty entrusted to participants in foreign economic activity; additional costs for the FEA participants (in case of providing preliminary information with the help of a mediator) and for the customs (for servicing the electronic resource); does not always guarantee the acceleration of customs clearance; requires the re-submission of documents and information to the customs authority at the time of border crossing. In general, the implementation of prior information to the customs authorities is a system of information interaction between the customs clearance unit and the subjects of FEA (Fig. 1).

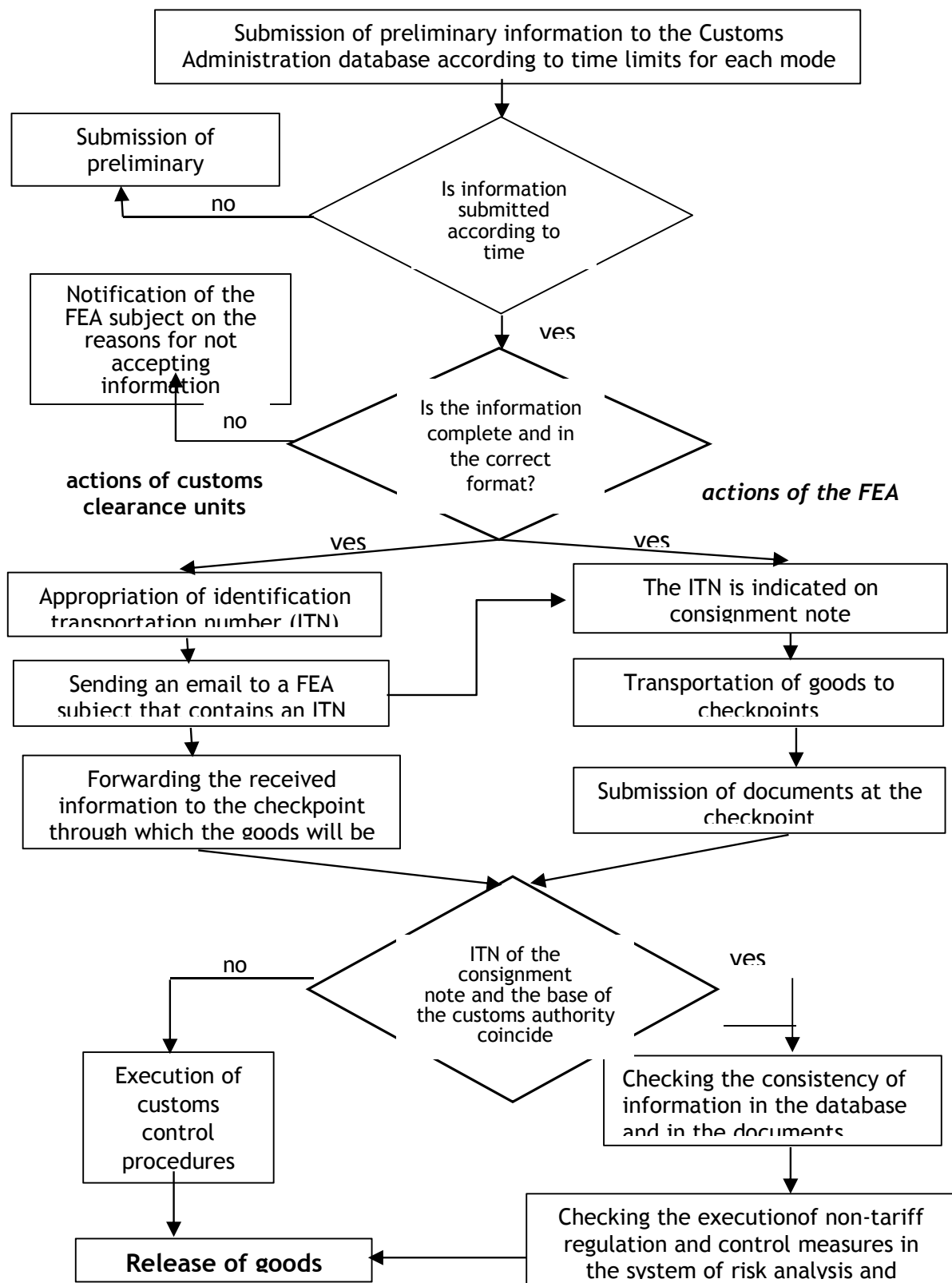
Also, it should be noted that prior information is one of the most important elements of the process of implementation of the customs risk management system. In general, there are four key elements in the structure of the risk management system, in particular such as: collecting and processing information on goods and vehicles moving across the country's customs border (ie prior information); risk identification and analysis; development and implementation of risk management measures; generalization of the results of the implemented measures and preparation of proposals. Therefore, prior information is a modern tool used by most customs administrations to simplify and expedite customs control procedures, but analysis of international experience shows that its primary task should be to ensure a high level of security for international freight. Thus, in the European Union, according to the Decree of the European

20 November 2020

Parliament and of the Council No 48/2005 (amendments to the Customs Code of the European Union) and Commission Regulation No 1875/2006 (amendments to the provisions on the application of the Customs Code of the European Union) the territory of the EU, are subject to risk analysis for their safety before the shipment. In order to do so, the customs authorities of the country where the cargo is intended to be shipped must be submitted through the European Import Import Control System (ICS), a summary import declaration (ENS).

The use of ICS imposes on carriers the obligation to submit simplified import declarations, in electronic form, on importation into the customs territory of the Community of goods from third countries. The data specified in the ENS, the so-called "safety data sheets", which are submitted to the customs frontier before the goods are brought into the customs territory of the Community, allow the customs authorities to carry out a risk analysis, first and foremost, to determine the degree of security and how customs controls the security requirements properly. The security information submitted to the customs authority in the ENS shall be drawn up in accordance with the XML.

20 November 2020



**Fig. 1.** Structural and logical scheme of interaction between the customs authority and the subject of FEA when submitting preliminary information



20 November 2020

Technical Specification for Entrepreneurs and to the extent specified in Annex 30A to the Regulation on the application of the European Union Customs Code (Table 1) and signed with the key for data transmission security.

**Table 1.** Volume of safety data to be submitted to the ENS in accordance with Annex 30A of the Regulation on the application of the EU Customs Code

Table number	Table content
Table №1	the amount of data to be provided in the case of carriage by air, sea, inland waterway, other modes of transport or in other cases to which Tables 2 to 4 may not apply;
Table №2	the amount of data to be provided in the case of mail and express delivery;
Table №3	the amount of data to be provided in the case of road transport;
Table №4	the amount of data to be provided in the case of rail transport;
Table №5	volume of data for entrepreneurs who are certified economic operators

Thus, ICS allows for the electronic exchange of information between the FEA entity and the customs authority in the field of security information, as well as the exchange of messages on the results of risk analysis between customs authorities in the Community. It is worth noting that in some countries, prior information is also used to improve the safety of passenger movement. In particular, the Concept of the Passenger Information System (APIS) was first developed and implemented in the United States to address drug trafficking and national security threats, as well as the increasing volume of international transportation. In recent years, the use of such systems around the world has increased. Although different systems may operate in completely different modes, the ultimate goal is the same, the competent authorities receive the necessary information about the passengers prior to their arrival, so that most of the screening process can be carried out in advance [9]. The Advance Passenger Information system provides the air carrier to collect biographical data and passenger details (APIs) during the check-in process. However, this system has one major drawback, namely that it only identifies potential high-risk passengers only after a flight has departed. As a result, actions can only be taken after boarding a flight. In rare cases, a flight may be forced to return and return to the point of departure to the detriment of other passengers, as well as the operations and economic interests of the airline concerned. Therefore, a more sophisticated API version - the Interactive API System (iAPI) - can meet the growing needs of immigration aviation security services and combat illegal migration, drug smuggling and other national security threats. A distinctive feature of iAPI is that it provides online electronic messaging for each passenger between the aircraft operator and the border control authority of the country of destination (as opposed to a single API message for all flight passengers). This increases the level of aviation security, as destination countries may prevent high-risk passengers from boarding at the point of departure without prior notice. The API system may also be applied in such a way that the designated authorities of the country of departure also grant a boarding permit or prohibit the boarding of individual passengers in real time [10].

In addition, with the aim of speeding up customs procedures, improving the quality of customs control and ensuring customs security when dealing with passengers, we propose to introduce prior information on goods that are moved by citizens on the basis of smart declaring by means of technologies "Smart-customs-citizens" [11]. To this end, the IT department needs to develop an electronic version of the customs declaration for the written declaration of goods being moved across the customs border of Ukraine by citizens for personal, family and other needs not related to business activities. A citizen through the Market option will be able to install on this mobile phone a software product that is linked to the State Customs Service of Ukraine on the Internet and which can be accessed through the application (application) of the

20 November 2020

State Customs Service of Ukraine. After logging in to the Customs Service website, the citizen performs the following actions: Step 1 - enter the Menu (1) and open the option "Custom Declaration" (2); Step 2 - Activate the check-in or check-out field and fill in the active fields in the "Personality information" section (2); Step 3 - Fill in the active fields of the section "Product Information" (3), if necessary refer to the provisions of the ICU or other regulations (4); Step 4 - Complete the declaration. Prior to the passenger's arrival at the destination, the customs authorities may analyze the preliminary information and prepare a paper copy of the declaration. This, on the one hand, will significantly accelerate the origin of the passenger through the customs procedure, and on the other, will identify potentially dangerous passengers even before they pass customs control.

## 4 Conclusion

Thus, prior information is an effective modern customs control mechanism that can significantly accelerate the customs clearance process, and through the extensive use of automation of the risk analysis and management system, helps significantly improve the effectiveness of customs control in preventing and counteracting customs violations and customs crimes. In addition, it should be noted that the primary purpose of pre-informing customs authorities about the movement of goods is to ensure a high level of security of the international supply chain and to ensure the customs security of the country as a whole.

## References

1. Komarov O., Dragan I. Mechanisms of customs risk administration in the system of state regulation of FEA. Scientific Bulletin of the Academy of Municipal Administration. & Management. № 2. P.: 23-32 (2014).
2. The Customs Code of Ukraine [online]. Available at: <https://zakon.rada.gov.ua/laws/show/4495-17>.
3. Kunev Yu, Vashchenko L. System of risk management in customs: essence and content. *Research of theoretical aspects and development of the system of evaluation of the efficiency of customs procedures: Proceedings of the Scientific-Practical Correspondence Conference*. Khmel'nitsky: State Customs Research Institute. P.: 21-22 (2014).
4. International Convention on Simplification and Harmonization of Customs Procedures (Revised Kyoto Convention), WCO, Brussels. [online]. Available at: [http://www.wcoomd.org/kyoto\\_conv.pdf](http://www.wcoomd.org/kyoto_conv.pdf). (1999).
5. The SAFE Framework for Standards to Secure and Support Global Trade, 2018 edition. [online]. Available at: <http://www.wcoomd.org/-/media/wco/public/global/pdf/topics/facilitation/instruments-and-tools/tools/safe-package/safe-framework-of-standards.PDF?la=en>
6. WTO Agreement on Trade Facilitation / Ministerial Decision of 7 December 2013. [online]. Available at: [http://tfig.unece.org/contents/WTO\\_Agreement.htm](http://tfig.unece.org/contents/WTO_Agreement.htm).
7. On approval of the Procedure for carrying out risk analysis and assessment, development and implementation of risk management measures to determine the forms and volumes of customs control: Order of the Ministry of Finance of Ukraine dated 31.07.2015 No. 684, registered at the Ministry of Justice of Ukraine on 21.08.2015 under No. 1021 / 27466 (2015).
8. The concept of information exchange system for prior information: Order of the State Service of Ukraine 07.03.2012 No. 153. [online]. Available at: <http://www.mdoffice.com/en/aSNewsDic.PrintNews?dat=30032012 & num = 259260>.
9. Passenger Information System (APIS) [online]. Available at: [http://www.finnair.com/pl/AYPortal/wds/DisplayPage.action?COUNTRY\\_SITE=RU & SITE=FINRFINR & LANGUAGE=RU & PAGE=AREA](http://www.finnair.com/pl/AYPortal/wds/DisplayPage.action?COUNTRY_SITE=RU & SITE=FINRFINR & LANGUAGE=RU & PAGE=AREA).

20 November 2020

10. High Level Aviation Security Conference (HLCAS) [online]. Available at: [http://www.icao.int/Meetings/avsecconf/Documents/WP%202/ADVANCE%20PASSENGER%20INFORMATION%20\(API\)%20AND%20ITS%20ROLE%20IN%20AVIATION%20SECURITY.ru.pdf](http://www.icao.int/Meetings/avsecconf/Documents/WP%202/ADVANCE%20PASSENGER%20INFORMATION%20(API)%20AND%20ITS%20ROLE%20IN%20AVIATION%20SECURITY.ru.pdf).
11. Ivashova L., Kyida L. Digitization of Customs Procedures: Current State and Prospects of Customs Development. *Public Administration and Customs Administration*. №3 (22). P.: 218-230 (2019).

20 November 2020

DOI: 10.5281/zenodo.4277924

## **Risk management in the event of emergencies of the state and local levels (on the example of Kharkov region)**

*Hryhorii Ivanets<sup>1</sup>, Ihor Tolkunov<sup>1</sup> and Ivan Popov<sup>1</sup>*

<sup>1</sup> National university of civil defence of Ukraine, Chernyshevskaya street 94, Kharkov, 61023, Ukraine

**Abstract.** Comparative assessments of hazardous factors in different regions of Ukraine differ significantly, due to the development of their industrial complex, as well as natural resource potential, social and environmental situation. Each region of Ukraine has its own territory with an appropriate population, its own levels of man-made and natural hazards, which must be taken into account to prevent emergencies and adequately respond to them. The study of risk factors for the territory and population on the example of Kharkov region, risk management in case of emergencies, the level of danger for the territory and population of the region. The usefulness and expediency of research is due to the fact that such an analysis is the basis for substantiation of organizational and technical measures to prevent and adequately respond to emergencies in the region, taking into account potential dangers in this area and throughout the country as a whole.

Recently, due to irrational economic activity, predatory exploitation of natural resources, huge regional load of the territory of Ukraine with powerful industrial and energy facilities, the risks of emergencies (EM) are increasing, the losses of which can be compared with the national budget of some countries. Analysis of open data on emergencies in Ukraine for the period from 1997 to 2018 [1, 2] shows that during this time there were 6745 emergencies, in which 8342 people died, 35294 people were injured, and material damage due to emergencies amounted to more than 15166,7 million UAH.

The presence in Ukraine of large areas with adverse natural influences and prone to manifestations of dangerous natural phenomena exacerbates the problem of national security for sustainable development of the country. Ensuring national security is an integral function of every state as a social entity, which should guarantee favorable conditions for life and productive activities of its citizens. Emergency prevention and elimination is one of the components of national security, which cannot be ensured without a detailed analysis of the current state of man-made and natural security, the development of measures to reduce the risk of emergencies [3-5].

Among the main factors that characterize the state of danger for the territory and population of the region of the state should be noted the following [6-8]: area, territory; possible natural phenomena; population; number and properties of potentially dangerous objects (PDO), state of technogenic safety of life support objects of the population (gas pipelines, power systems, etc.); the level of threats of man-made, natural and social nature.

Man-caused factors are manifested through the operation of PDO and the risk of man-made emergencies: fires, explosions, accidents with the release of hazardous chemicals, radioactive substances, hydrodynamic accidents, accidents on life support systems and others. The level of natural danger is determined by factors of natural origin that occur in Ukraine.

20 November 2020

The diversity of these factors and their ratio indicates the diversity of regions of Ukraine by types of natural hazards and the degree of their impact on the lives of the population of Ukraine [9].

Comparative assessments of dangerous factors in different regions of Ukraine differ significantly, due to the development of their industrial complex, natural resource potential, environmental and social situation.

Each region of Ukraine has its own territory with a corresponding population, its own levels of man-made and natural hazards, which must be taken into account to prevent emergencies and adequately respond to them. Peculiarities of the geographical position of Kharkov region and the variety of weather processes that determine its weather conditions, the presence of a powerful industrial complex, a large number of PDO and fire and explosion facilities significantly affect the state of man-made, natural and social security of the region. Therefore, the relevance of research aimed at analyzing the risks of sources of emergencies, assessing the state of man-made, natural and social hazards in the Kharkov region on the basis of statistical data, there is no doubt that can be successfully used for the country as a whole.

The usefulness and expediency of the research is due to the fact that such an analysis is the basis for substantiation of organizational and technical measures to prevent and adequately respond to emergencies in the region, taking into account the potential dangers in this area.

The analysis of the scientific literature shows that there are separate approaches to quantitative assessment of risks of man-made natural hazards. In works [10, 11] indicators of an estimation of a condition of danger of territories of regions of the state are developed and attempt of their distribution on several levels of dangers separately for emergencies of technogenic and emergencies of natural character is made.

The analysis of methods for assessing the level of danger to life in the event of an emergency presented in [12, 13] does not take into account the causes of danger factors and the peculiarities of the manifestation of nonlinear relationships between them.

The risk-oriented approach used in [14], along with the assessment of the level of threats, requires the determination of losses from the consequences of emergencies, but does not take into account human losses.

To form a comprehensive indicator for assessing the level of threats to the territory and population of the region in [15] proceeded from the fact that the level of danger of each region is determined by the average intensity of emergencies and their possible consequences. However, this approach is limited and does not take into account the fact that the consequences of emergencies for the territory and population of the region depend not only on the number of emergencies, but also the area and population living in this area.

Thus, the existing methods of assessing the level of danger to the territory and population of the region of the state do not fully take into account the causes of danger factors and the relationship between them (egg area, population), material damage and human losses due to emergencies. In addition, the features of the regions of Ukraine that affect the state of man-made, natural and social hazards are insufficiently studied, and therefore require further analysis.

The aim of the work is to analyze the risk factors, the risks of emergencies in the Kharkov region and to determine the level of danger for the territory and the population of the region.

To achieve this goal it is necessary to solve the following tasks:

- to analyze the risk factors for the territory of Kharkov region;

20 November 2020

- to analyze the risks of emergencies in the Kharkov region;
- to determine the level of danger for the territory and population of the region.

## Discussion of results

### 1. Analysis of danger factors for the territory of Kharkov region

Kharkov region is located in the north-eastern part of Ukraine, in the steppe and forest-steppe zones. The area is 31418 km<sup>2</sup>, which is 5,21% of the total territory of Ukraine (it ranks fourth in area in Ukraine after Odessa, Chernihiv and Dnipropetrovsk regions). The population of the region is 2 696 427 people (6% of the population of Ukraine, 4th place in Ukraine), including urban – 2 181 130 people (80,89%), rural – 515 297 people (19,11%), population density – 86 people / km<sup>2</sup>. The territory of the region is divided approximately equally into two climatic sub-zones of the temperate zone: forest-steppe (northern half) and steppe (southern half). The region has a high level of economic development and concentration of industry. This is due to both the favorable economic and geographical position, and a fairly rich set of own raw materials. These resources allow the development of fuel and energy, chemical industry, etc. The leading complex of energy, electrical, transport and agricultural engineering in Ukraine was formed here.

Kharkov region is one of the industrially developed territories of Ukraine, which significantly affects the state of danger in the region.

The main factors influencing the state of danger for the territory and population of Kharkov region [1, 2] are presented in table 1.

**Table 1.** Danger factors for the territory of Kharkov region.

Region	Natural threats	Man-made threats
Kharkov region	flooding processes, landslides and karst processes, subsidence of loess soils, complex hydrometeorological phenomena	radiation, chemical, fire, explosion

The analysis of the factors listed in Table 1 shows that among the natural threats the greatest danger is the processes of flooding, landslides and karst processes, subsidence of loess soils, complex hydrometeorological phenomena.

The development of the economic complex of the region takes place in the conditions of increasing man-caused destabilization of the geological environment, which results in a further increase in the number of crisis phenomena in ecological systems, including the intensification of dangerous exogenous geological processes (EGP). Among the most dangerous EGP in terms of damage caused annually to economic facilities in the region include landslides, flooding, karst, subsidence of forest soils.

Active economic activity, lack of proper engineering and environmental measures for the development of territories causes the active spread of landslides in settlements, which poses a threat to the safety of life, infrastructure and territory as a whole. In the Kharkov region, 1615 landslides were recorded, the area of landslides was 40,3 km<sup>2</sup>, the number of active landslides was 16, the area of active landslides was 0,009 km<sup>2</sup>, the number of landslides in the built-up area was 68, and the number of economic objects in the landslide zone was 6.

Karst is a particularly dangerous process, and its sudden activation can lead to instantaneous failures or subsidence of the earth's surface. The spread of underground and surface karst manifestations is observed in the areas of water intake structures of the Kharkov region.

Flooding is one of the most common modern geological processes that develop both under natural conditions and under the influence of man-made factors. According to

20 November 2020

long-term observations in the Kharkov region, where the predominant factors in the development of flooding are natural (climatic) conditions, in high-water years the process intensifies, and in low-water – attenuates. In recent years, significant areas of flooding have been recorded, where the process develops not only within floodplains, floodplain terraces of river valleys and bottoms of large beams, but also on watersheds.

Peculiarities of the geographical position of the region and the variety of synoptic processes that determine its weather conditions contribute to the frequent occurrence of natural phenomena and the extreme complexity of their distribution in time and space. The most common natural meteorological phenomenon is very heavy rain, which causes floods, causes significant damage to agricultural land, and kills people. In second place in terms of the number of natural meteorological phenomena is the strengthening of the wind and the related phenomenon such as a gust. In quantitative terms, there is an increase in cases of strong winds on average one case per year, as well as some increase in the frequency of gusts. Recently, there is a predominance of a combination of several phenomena simultaneously, which can lead to negative consequences, both in the short term (when their destructive power is immediately manifested) and in the long run (for several years).

The fire situation in forests has been dangerous in recent years, mainly under the influence of human factors and natural and climatic conditions. At the beginning of the fire-hazardous period, the main cause of forest fires is the burning of dry vegetation and its remnants on farmland and roadside lanes near forests. Very hot and long summers with windy, no precipitation weather exacerbates the fire hazard.

The main causes and factors that cause the emergence of medical and biological emergencies in the region are the following: the constant growth of anthropogenic impact on the environment and abnormal manifestations of atmospheric processes; environmental pollution by infectious diseases; lack of domestic drugs for the diagnosis of a number of infections (especially exotic ones that can be imported); unsatisfactory compliance with safety requirements and low technological discipline in production, ignoring the requirements of norms and standards in industry, construction, utilities, transport and other industries; non-compliance of drinking water quality with regulatory requirements, pollution of sources of both centralized and decentralized water supply (especially sewage) due to the deterioration of water and sewage networks; low level of improvement of settlements; insufficient level of well-being and sanitary-educational culture of the population; consumption by the population of substandard food products purchased, as a rule, in places of spontaneous trade; insufficient or untimely implementation of measures aimed at preventing the occurrence of emergencies and reducing their consequences.

Among man-made threats, the greatest danger to the territory and population of the region are radiation, chemical and fire – explosion hazards. The radiation danger is caused by the functioning of the Kharkov State Interregional Special Plant of the Ukrainian State Association «Radon».

Chemical hazards in the area are associated with the presence of facilities that use hazardous chemicals (HCH), environmental pollution and waste generation, and a significant number of banned and unusable pesticides. There are 81 chemically dangerous facilities in the Kharkov region. Degree of chemical danger – III. To date, the region has accumulated HCH – 19,98 thousand tons, and the population in areas of possible chemical contamination – 346,72 thousand people.

According to the SES, the danger during transportation is posed by main oil, ammonia and gas pipelines, which are dangerous due to their working substance, which is under high pressure. The territory of the region is a unique object of transport infrastructure of the chemical complex – the ammonia pipeline. It is part of the main ammonia pipeline from Togliatti (Russia) to Yuzhnoe (Odessa region) and is on the verge of safe operation. In

20 November 2020

addition, the ammonia pipeline is close to the combat zone, so there is a risk of damage or sabotage. According to the State Emergency Service of Ukraine, between 200 and 15000 people may be in the zone of possible damage due to an ammonia pipeline accident.

The border region of Kharkov borders on the Belgorod region of the Russian Federation, where the Shebekino Chemical Plant, the Belgorod and Starooskol Cement Plants, the main gas pipelines Shebelinka-Belgorod (gas volume 4700 m<sup>3</sup>) and Shebelinka-Ostrogzhsk (gas volume 18700 m<sup>3</sup>) are located. Togliatti – Odessa (480 tons of ammonia, the depth of the affected area up to 20,9 km).

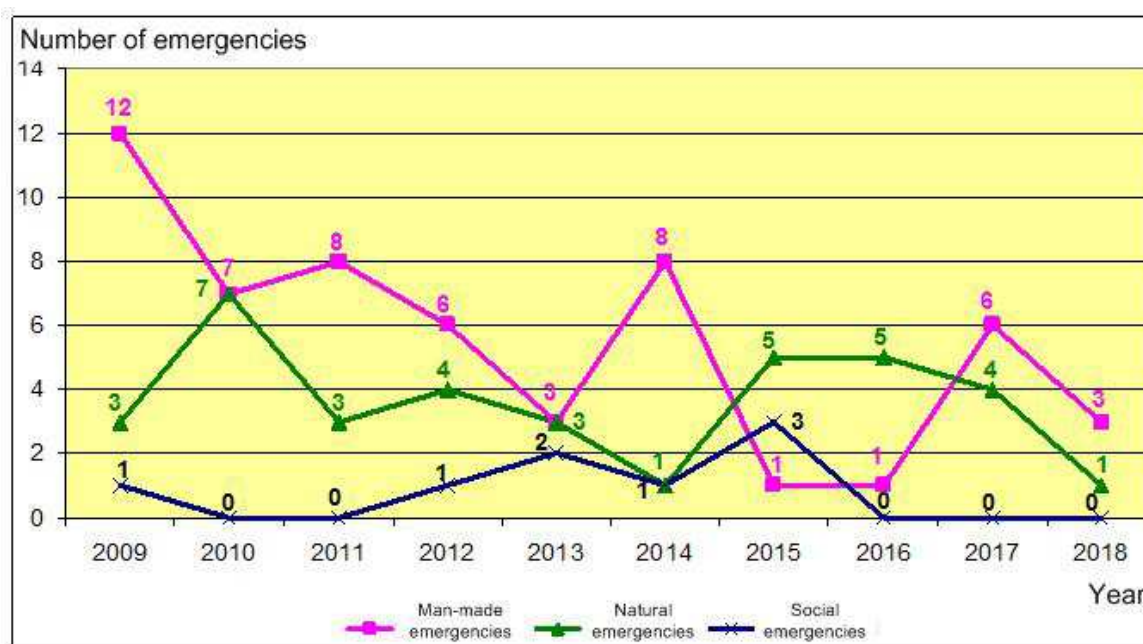
Enterprises and objects of oil and gas, petrochemical and oil refining complex have a high level of fire and explosion danger, which includes a significant number of fire and explosion objects, namely: 8 objects of UMG KharkovTransGaz, more than 14 thousand km of distribution pipelines, 3 gas filling stations, gas station network, 12 gas filling stations, as well as a tank farm for gas storage of more than 2 thousand tons.

Thus, the state of the natural environment and the technogenic situation in the Kharkov region due to many interrelated factors are characterized by an increase in the potential for the risk of emergencies and their consequences.

## 2. Analysis of risks of emergencies in the Kharkov region

The risks of emergencies in the Kharkov region are due to natural factors and hydrometeorological phenomena, as well as the state of fixed assets of enterprises, the presence in the regions of PDO, other economic and social indicators of development.

The dynamics of emergencies in the region for 2009-2018 is presented in Fig. 1.



**Fig. 1.** Dynamics of the number of emergencies that occurred during 2009-2018.

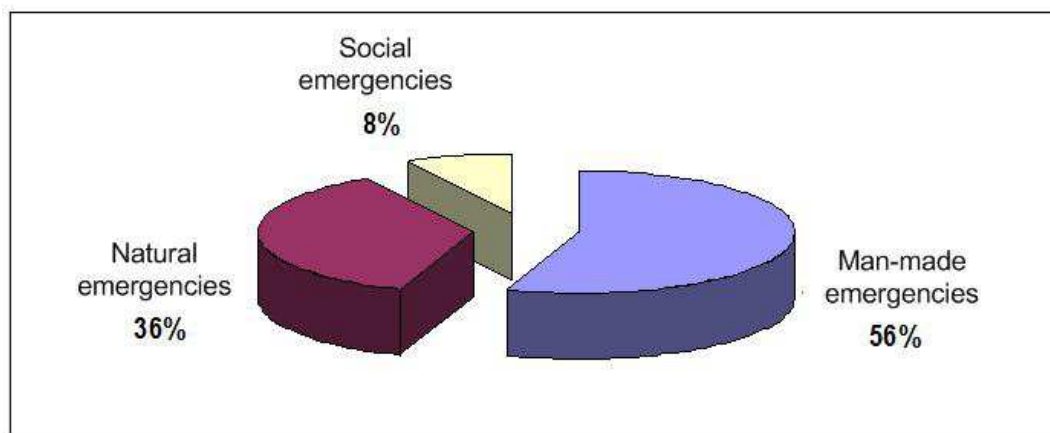
The decrease in the indicators of the total number of emergencies and their components indicates a tendency to reduce the level of man-made and natural hazards in the region. However, given the preservation of the level of consequences of emergencies, which are determined not only by the number of emergencies of man-made and natural nature, but their levels, it should be noted that the risk of damage remains virtually unchanged and quite high for the region [1, 2].

The average annual number of emergencies in Kharkov region is about 11 (including man-made about 6, natural about 4, social about 1), and the average annual damage due to



20 November 2020

emergencies is about 26 million UAH. The percentage of emergencies observed in the Kharkov region during 2009-2018 is presented in Fig. 2.



**Fig. 2.** Percentage of emergencies according to statistics for 2009-2018.

The analysis of statistical data (Fig. 2) shows that man-made emergencies are 56%, natural disasters – 36%, social emergencies – 8%. Thus, emergencies of man-made and natural nature are almost 92%.

Natural and biological emergencies are dominated by medical-biological, meteorological and emergencies related to fires in ecosystems; among man-caused – emergencies due to fires and explosions and emergencies due to accidents or catastrophes in transport.

Analysis of statistical data [1, 2] shows that for the period from 2009 to 2018 in Ukraine there were 842 natural disasters (of which in the Kharkov region – 36), 880 man-made emergencies (of which in the Kharkov region – 55), 107 Emergencies of a social nature (8 of them in the Kharkov region). Based on this, based on statistical data, the probability of man-made emergencies in the region is 0,06; natural – 0,04, social – 0,07 in case of emergencies of the appropriate nature in Ukraine.

### 3. Determining the level of danger for the territory and population of the region

The danger for the territory and population of the state (region) is characterized not only by the intensity (average annual number) of emergencies, but also by the severity of the consequences of emergencies. The consequences of an emergency depend on both the number of emergencies and the area of the territory and the population living in the area [16].

Based on these positions, a comprehensive indicator that characterizes the state of threats to the territory and population of the region of the state, taking into account the population and area of its territory is determined as follows:

$$Z_i = P_{Popul.}^{Reg} \cdot \overline{n}_{i Reg}, \quad (1)$$

where  $P_{Popul.}^{Reg} = \frac{N_{Popul.}^{Reg}}{S_{Territ.}^{Reg}}$  – the share of the population of the i-th region of the state per unit

area of its territory;  $N_{Popul.}^{ATU}$  – the total population of the i-th administrative-territorial unit of

the state;  $S_{Territ.}^{Reg}$  – the total area of the territory of the i-th region of the state;  $\overline{n}_{i Reg}$  – the average annual number of emergencies in the i-th region of the state.

20 November 2020

The generalized complex indicator characterizing a condition of threats of the territory and the population on one administrative-territorial unit of the state has the form:

$$Z_{State} = P_{Popul.}^{State} \cdot \bar{n}_{State}, \quad (2)$$

where  $P_{Popul.}^{State} = \frac{N_{Popul.}^{State}}{S_{Territ.}^{State}}$  – the share of the population of the state per unit area of its territory;

$N_{Popul.}^{State}$  – the total population of the state;  $S_{Territ.}^{State}$  – total area of the state;  $\bar{n}_{Держ.}$  – the average annual number of emergencies per region of the state.

Rationing  $Z_i$  relatively  $Z_{State}$  allows you to enter the coefficient of annual intensity of emergencies in the regions of the state:

$$k_{z_i} = \frac{Z_i}{Z_{State}}. \quad (3)$$

Comparative assessment of threats to the territory and population of regions of the state is carried out by comparing  $Z_i$  and  $Z_{State}$ : the level of threats to the territory and population of the region of the state is considered relatively optimal if the relevant values are more than a third lower than  $Z_{State}$  in the country; the level of threats to the territory and population of the region of the state is considered relatively acceptable if the relevant values  $Z_i$  differ from the value  $Z_{State}$  by no more than a third; the level of threats to the territory and population of the region of the state is considered relatively unacceptable if the relevant values  $Z_i$  exceed the values  $Z_{State}$  in the country by more than a third.

Based on statistical data for 1997-2018 [1, 2] it is established that the relative level of danger for the territory and population of Kharkov region is 1,28. With this in mind, the region can be classified as a region with a relatively acceptable level of danger to the territory and population.

The analysis of the state of man-caused, natural and social danger in Kharkov region on the basis of monitoring data showed that due to many interrelated factors it is characterized by an increase in the risk of emergencies and their consequences, which is typical for the country as a whole. Natural threats include flooding, landslides and karst processes, subsidence of forest soils and complex hydrometeorological phenomena, man-made threats include radiation, chemical, fire and explosion hazards.

The average annual number of emergencies in Kharkov region is about 11 (including man-made about 6, natural about 4, social about 1), and the average annual damage due to emergencies is about 26 million UAH. In percentage terms, man-made emergencies predominate, accounting for about 56% of all emergencies.

20 November 2020

Based on statistical data, it is established that the relative level of danger to the territory and population of Kharkov region is 1,28, and therefore the region can be attributed to a region with a relatively acceptable level of danger to the territory and population.

1. Report on the main results of the Civil Service of Ukraine for Emergencies in 2017. URL: [http://www.dsns.gov.ua/files/2018/1/26/Zvit%202017\(KMY\).pdf](http://www.dsns.gov.ua/files/2018/1/26/Zvit%202017(KMY).pdf).
2. Report on the main results of the Civil Service of Ukraine for Emergencies in 2018. URL: [http://www.dsns.gov.ua/files/2018/1/26/Zvit%202018\(KMY\).pdf](http://www.dsns.gov.ua/files/2018/1/26/Zvit%202018(KMY).pdf).
3. Tiutiunyk, V. V., Ivanetz, H. V., Tolkunov, I. A., & Stetsyuk, E. I. (2018). System approach for readiness assessment units of civil defense to actions at emergency situations. Doi: <https://doi.org/10.29202/nvngu/2018-1/7>. *Scientific Bulletin of National Mining University*, Vol. 1, 99-105.
4. Golovan, Yu. V., & Kozyr, T. V. (2015) Protection of the population in emergency situations. Organizational and methodological complex. Prospect Publishing House, Far Eastern State Technical University, 219 p.
5. Nivolianitou, Z., & Synodinou, B. (2011). A Towards emergency management of natural disasters and critical accidents: The Greek experience. Doi: <https://doi.org/10.1016/j.jenvman.2011.06.003>. *Journal of Environmental Management*. Vol. 92, Issue. 10, 2657-2665.
6. Ivanets, H., Horielyshev, S., Ivanets, M., Baulin, D., Tolkunov, I., Gleizer, N., & Nakonechnyi A. (2018). Development of combined method for predicting the process of the occurrence of emergencies of natural character. Doi: <https://doi.org/10.15587/1729-4061.2018.143045>. *Eastern-European Journal of Enterprise Technologies*. Vol. 5, Issue 10(95), 48-55.
7. Kelman, Ilan. (2017). Linking disaster risk reduction, climate change, and the sustainable development goals. URL: <http://www.emeraldinsight.com/toc/dpm/26/3>. *Disaster Prevention and Management: An International Journal*, Vol. 3, 254-258.
8. David, O. (2017). Urban critical infrastructure interdependencies in emergency management: Findings from Abeokuta, Nigeria. URL: <http://www.emeraldinsight.com/toc/dpm/26/2>. *Disaster Prevention and Management: An International Journal*, Vol. 2, 162-182.
9. Ivanets, G. V., Gorelyshev, S. A., & Ivanets, M. V. (2017). Risks of emergencies of technogenic and natural character in the territory of Ukraine. *Scientific journal «Power and Society»* (History, Theory, Practice). Tbilisi, Georgia, Open Diplomacy Association, Vol. 2(42), 180-193.
10. Tyutyunik, V. V., Shevchenko, R. I., & Tyutyunik, O. V. (2009). Assessment of individual danger of the population of the regions of Ukraine in emergency situations. *Problems of emergencies Coll. Science. wash.* Kharkov, University of Civil Defense of Ukraine, Vol. 9, 146-157.
11. Chub, I. A., & Popov, V. M. (2012). Modeling of the monitoring system of technogenic safety of the region. *Open information and computer integrated technologies*, Vol. 56, 157-161.
12. Kotovenko, O. A., Sobolevskaya, L. I., & Miroshnichenko, O. Y. (2014). Stochastic modeling in the study of processes under the influence of nature management in the region. *Eastern European Journal of Advanced Technology*, Vol. 2/14, 37-41.
13. Prikhodko, M. M. (2013). Ecological safety of natural and anthropogenic modified geosystems. Ivano-Frankivsk National Technical University of Oil and Gas. *Center for Environmental Education and Information*, 201 p.
14. Belyaev, N. N., Gunko, E. Yu., & Mashikhina, P. B. (2013). Mathematical modeling in the problems of environmental safety and emergency monitoring. Dnieper, Accent PP, 158 p.
15. Tyutyunik, V. V. (2015). Estimation of relative intensity between natural and man-made emergencies in the regions of Ukraine. *Problems of emergencies*. Kharkov, National University of Civil Defense of Ukraine, Vol. 21, 112-120.
16. Ivanets, H. V., Gorelyshev, S. A., & Ivanets, M. G. (2019). Statistical method of assessing threats to the territories and population of administrative-territorial units of the state. *Collection of scientific works of the National Academy of the National Guard of Ukraine*. Kharkov, Vol. 2(34), 51-67.

# National security and human rights: dialectics of interconnection

*Oleksandr Dzoban (1), Oleksandr Panfilov (2), Petro Kvitkin (2), Iryna Diatlova (2)*

1. Yaroslav Mudryi National Law University
2. Kharkiv National University of the Air Force named after Ivan Kozhedub

**Abstract.** The article reveals the relationship between the problems of national security and the problem of human rights, world experience and the peculiarities of the national approach to solving the problem in Ukrainian society. It is shown that national security and human rights are organically interconnected, but the real interdependence of the phenomena of national security and human rights is often contradictory due to the division between the interests, values and goals of individuals and their associations, on the one hand, and the interests of large human communities of which they are a part, on the other. It is substantiated that the problem of interdependence of national security and human rights is a problem of compromise between ensuring national security and respect for human rights, between the realization of human rights and the protection of national security.

Ensuring the security of the individual, society and the state is today the most important goal of reforming the country. At the same time, the level of real protection of socio-economic, civil and political rights and freedoms of the individual is increasingly an indicator of the political stability of society and the state. Recognition and consolidation at the constitutional level of fundamental human and civil rights, constant expansion of their scope and clarity of formulation of their content, guarantees of their implementation are also, along with security, one of the most pressing and priority issues of modern civilization. That is why human rights are the normative and institutional context in which the conceptualization and practical provision of national security is carried out.

Moreover, the problems of security and human rights are correlated both in theory and in terms of manifestations in socio-political life. Human rights and freedoms are today one of the most important guidelines for the development of the concept of national security. In the course of scientific discussions on security issues, a modern broad and comprehensive understanding of national security has been adopted, consisting of three elements - the security of the individual, society and the state.

Ensuring security, ie creating a set of socio-economic, political, legal and other living conditions in which the individual would feel fully socially protected, is one of the most important conditions for the existence and development of the individual. The state of security of the individual is the most important criterion of democracy and civilization of modern society. It is a society acceptable to the individual, where well-functioning mechanisms of social protection of its interests, rights and freedoms are created. The

20 November 2020

problem of creating a sustainable society is directly related to the security of the individual, with the real possibilities of exercising his rights and freedoms.

The results of the analysis of scientific publications on this problem showed that researchers adhere to various worldviews and scientific positions, and science has not yet developed a common understanding. Some authors understand human rights as social opportunities to use basic goods (food, clothing, housing, normal recreation, education, personal integrity, etc.), which exist regardless of their state recognition. Other experts believe that human rights are social opportunities recognized by law, for the violation of which sanctions are applied by the state. In the first case, human rights are considered as a social category, and in the second - as a legal one. At the same time, despite the obvious connection between the phenomena of national security and human rights, there are very few scientific works devoted to their consideration.

The purpose of the article is to try to provide a philosophical justification for the correlation of the problem of national security with the problem of human rights.

Presenting main material. In the modern system of relations "individual - state" there are significant contradictions. On the one hand, the social transformation and political modernization of Ukrainian society, which began in the early 90's, put on the agenda a qualitatively new attitude of the state to the individual, its interests, rights and freedoms, creating an effective socio-political mechanism for personal security. . On the other hand, the individual is increasingly becoming hostage to the negative consequences of economic, socio-political, scientific, technical and other technologies of social development, ways of transforming social life, in which it is either a secondary object of attention and influence, or the subject of regular social experiments. and manipulations. The security of the individual must be ensured by political, economic and legal means and means. Unfortunately, the process of legal support of the individual's relationship with the state in Ukraine is far from complete, and in the context of armed conflict, reform and political modernization, this threatens the individual with many problems.

The process of formation and consolidation of human rights originates from the emergence of man as an individual and the formation of its holistic guidelines, which in itself determines the emergence of legal relations between the subjects, ie participants in such relations. Human history is a constant struggle for one's rights, from the natural ones that man is endowed with from birth to the right to free access to the Internet and the content distributed in its vastness. It is the struggle of man for his rights that often led to epoch-making changes in the socio-political life of different countries, which resulted in a rethinking of the place and role of man in relations with the state. It is in the context of globalization, new achievements that man seeks, endless search for new discoveries, the classification of human rights will only expand, which will lead to the need to create new mechanisms for their implementation and legal consolidation [1, p. 45].

In our opinion, human rights and freedoms should be understood as a set of socio-political, economic, ethical and other norms that determine the fundamentals of democratic and humanitarian status of the individual, his relationship with other people, society and the state [2].

Human rights are most closely linked to human security. According to the current UN classification [3], human rights in any country should be carried out in the following areas of its security: economic security, food security; health safety; environmental safety; personal security; public safety; political security.

20 November 2020

Human rights are regulated by law, ie fundamental human rights must be respected in any situation. They may be limited only by law and exclusively for the purposes specified in the Constitution of the country and in the most important international legal acts. It should be noted that in accordance with the Constitution of Ukraine, in the interests of national security, the following constitutional rights and freedoms of a person and a citizen may be restricted: the right to personal and family life (Article 32); the right to freedom of thought and speech, to the free expression of one's views and beliefs, the right to freely collect, store, use and disseminate information orally, in writing or otherwise - at one's own discretion (Article 34); the right to freedom of association in political parties and public organizations (Article 36); the right to assemble peacefully, without weapons and to hold meetings, rallies, marches and demonstrations (Article 36); the right to strike (Art. 44). As ensuring national security also includes combating crimes against its foundations, the following rights established in the Constitution of Ukraine may be limited in order to prevent them: the right to liberty and security of person (Article 29); the right to inviolability of the home (Article 30); the right to secrecy of correspondence, telephone conversations, telegraph and other correspondence (Article 31) [4]. The list of rights and freedoms to be restricted is commensurate with the international obligations of the state set out in the Universal Declaration of Human Rights of 1948, the International Covenant on Civil and Political Rights of 1966, and the International Covenant on Economic, Social and Cultural Rights of 1966. ., The Convention for the Protection of Human Rights and Fundamental Freedoms of 1950. A prerequisite for the restriction of constitutional rights and freedoms of man and citizen is that it can occur only on the basis and in cases specified by law, and usually by decision court. The procedural procedure for implementing such a restriction is enshrined in national law. Depending on the actual circumstances, state authorities, local self-government bodies, their officials and officials are authorized to choose ways to ensure national security on their own or through an appeal to a court. At the same time, as rightly noted by Yu. Irkha, the lack of proper control over their activities and imperfect procedure of bringing perpetrators to justice can lead to excessive restrictions on constitutional rights and freedoms of man and citizen and the associated serious consequences [5, p. 83].

Today, the recognition and effective observance of human rights is the most important criterion of national security, democracy and humanism in any country in the world. At the same time, the protection of human rights on an international scale (legitimate, approved by the world community) is not considered interference in the internal affairs of the country.

The category of "human rights" is largely defined by such concepts as "individual freedom", "human development", "individual security". The concept of individual freedom has become a widespread concept, especially in recent years. Although this term is actively used in public speeches by politicians of different orientations, there is no established definition of this concept in science yet.

Noting the different meaning given to the concept of "freedom", Sh.-L. Montesquieu wrote in his work "On the Spirit of Laws": "There is no word that has so many different meanings and would make such a different impression on the minds as the word "freedom". Some call freedom an easy opportunity to overthrow one who has been endowed with tyrannical power; others - the right to choose who they must obey; third - the right to bear arms and commit violence; fourth - see it in the privilege of being under the control of a person of their nationality or obey their own laws "[6, p. 288].

20 November 2020

Reflecting on the definition of freedom, Carl Jaspers noted: "Freedom is not an object. It does not have a real existence in the world that we, observing, could explore. Freedom as a subject of scientific knowledge does not exist. Therefore, freedom cannot be defined by a firmly established concept "[7, p. 170].

As you know, man is a social being, social, it depends on society and is formed by its social environment. On the other hand, it is no less obvious that man is a natural being. As a "human natural being", the individual is endowed with consciousness and will, which determine its ability to resist nature and influence it. Hence the most important characteristic of man - his relative autonomy as an individual in relation to nature and society.

In this regard, we can and should talk about two aspects of understanding human freedom: natural, which is the uncontrolled implementation of innate instincts and behavioral programs, and social or civil freedom, within some conscious limitations in the implementation of these programs, if they contradict the accepted norms of behavior in the existing society. Directions for improving these freedoms are opposite: the perfection of natural freedom lies in its infinity, the perfection of civil liberty - in its conscious limitation, based on the interests of society.

As long as man did not realize himself as a free being, he was outside politics, perceiving the power existing over him as something natural and necessary, having the force of divine or natural law. Politics comes into people's lives only with a sense of personal freedom, in its acquisition.

The modern understanding of human rights by the world community is articulated in the Universal Declaration of Human Rights, adopted by the United Nations in December 1948, as well as in a number of other UN instruments incorporated in the International Bill of Human Rights. The bill includes such documents as the Universal Declaration of Human Rights (1948), the International Covenant on Economic, Social and Cultural Rights (1966), the International Covenant on Civil and Political Rights (1966), and others. The European Convention on Human Rights (1950) is also of paramount importance.

In 1990, the United Nations Development Program (UNDP) introduced the concept of "human development" [8]. According to the UNDP concept, human development is a process of expanding freedom of choice. It is emphasized that the number of choices can be infinite. However, at all levels of development, the three most important options are to be able to choose a long and healthy life, gain knowledge and have access to the resources needed to maintain a decent standard of living [3]. The Concept itself is based on four basic principles:

- Productivity - the ability to achieve the desired effect of their activities and increase it, to fully participate in the process of income generation and work for a monetary reward. Therefore, economic growth is one of the components of human development models;

- Equality as a priori equal opportunities for people. All barriers to economic and political life must be removed;

- resilience - access to opportunities not only for current but also for future generations;

- capacity building, which implies that development is carried out by people's efforts, not just in the interests of the people. They must constantly expand their participation in the decision-making process, as well as in other processes that determine their lives.

The concept of human development defines human security as the ability to freely exercise the right to choose in conditions of freedom and in the absence of danger, as well as full confidence that these opportunities will continue in the future.

20 November 2020

Considering the problem of human rights and freedoms, it is necessary to briefly dwell on its understanding in Ukraine. The Soviet period of Ukrainian history left a significant imprint on both the understanding of security in general and the understanding of rights and freedoms in particular. The Stalinist and Brezhnev constitutions showed a clear priority of socio-economic (that is, national) rights over those that are considered natural and inalienable (that is, the rights of a particular person). Formally enshrining a number of political rights (freedom of speech, press, assembly and rallies, street marches and demonstrations), the 1936 Constitution stipulated the possibility of their use "in accordance with the interests of workers." Some of the human rights in this Constitution were completely absent, even formally (for example, freedom of movement, not to mention the right to private property). The main emphasis was not on the space of human freedom, but on the "guardianship of the state." Liberal values (freedom, independence, individualism and universalism, market economy, freedom within the law), hostile to the Soviet state, were not mentioned even at the level of the declaration.

The Constitution of 1936 provided for the right of citizens to work, ie "the right to receive guaranteed work with payment for their work in accordance with its quantity and quality", the right to rest, the right to material security in old age and in case of illness and disability, the right to education. The USSR Constitution of 1977 supplemented the list of proclaimed social rights of citizens, adding to them such as the right to health care, the right to housing, the right to use cultural achievements, as well as guaranteeing freedom of scientific, technical and artistic creativity.

The 1996 Constitution of Ukraine established the system of power relations that had actually developed at that time: a semi-presidential unitary republic with a parliament de facto devoid of control, a relatively weak judiciary, and a government without significant political functions and therefore constantly dependent on direct presidential support. In general, the irresponsibility of the state to society in the new Constitution of Ukraine remained almost at the level of Soviet times. The constitutional system of human rights protection does not actually work.

The second section of the Constitution of Ukraine "Rights, Freedoms and Duties of Man and Citizen", which accounts for almost a third of the total number of constitutional norms, contains a large number of direct borrowings from two well-known UN international human rights pacts of 1966, but in purely legally does not distinguish between the provisions of the International Covenant on Civil and Political Rights, which the state must comply with under any circumstances, and the provisions of the International Covenant on Economic, Social and Cultural Rights, the possibility of which is associated with the real economic situation. or another country. The point is that socio-economic rights are usually considered norms of direct action only in the presence of special official comments, which determine the specific parameters of judicial protection of the so-called "positive", ie existing due to state activity, rights and freedoms [8, 9, 12, 19].

It should also be noted that the 1950 European Convention [10] deals with "human rights and fundamental freedoms", and the 1996 Constitution of Ukraine deals only with "human rights and freedoms". This means that the constitutional protection of such subjects of rights as legal entities is not provided.

In the context of globalization, a number of changes are taking place in ensuring human security and restricting human rights [11-12]. This is a sharp increase in the dependence of people's living standards on the interests of multinational companies; reducing the importance of the factor of territorial conditionality, which means that changes in human



20 November 2020

life more and more often depend on the processes occurring far from its location; reducing the role of national borders, which lose their significance not only for trade, capital and information, but also for ideas, moral norms, national culture and values; increasing rates of change in markets and technologies, which contributes to accelerating the pace of life and increasing the level of instability in society.

Thus, human rights in a concentrated form express the basic vital interests of the individual in the modern form. One of the basic human rights and freedoms is the right to inviolability of his personal (private) life. In this area, there are certain contradictions between the individual and society (state). On the one hand, from the standpoint of national security, society and the state want to have a certain (and, as much as possible) amount of information about a person. On the other hand, a person as an individual and a thinking being has the right to a certain amount of personal information that is available only to him. In other words, in order to ensure its security, the state wants to know as much as possible about each of its citizens, while a person tries to give the state only the most necessary (defined in regulations) minimum information about himself, and only with his consent. As for violations of human rights to privacy, they can be represented as follows:

- violent violation of the privacy of an individual or interference in his personal affairs (eavesdropping and interception of telephone conversations, Internet messages, perustration of correspondence, etc.);

- Publication of personal information about a person, which, from the point of view of this person, adversely affects his social image or causes him pain and mental suffering (even in cases where the information disseminated is true);

- exposing a person in a false light in the eyes of others without his consent;
- the use of a person's name or image in the interests of the person using it.

The category "private life" in principle has no legal meaning; legal regulation only establishes the limits of its inviolability ("privacy") and, accordingly, the limits of permissible interference. It is no coincidence that the right to privacy is defined in some legal systems as "the right to be granted to oneself."

Today, the right to privacy is attracting increasing public attention. It is included in the catalog of human rights and enshrined in many constitutions of democratic countries. The idea of legislative protection of privacy acquires a new, deeper meaning.

The problem of regulating the process of collecting personal data, storing information and other related issues related to the work with personal data in our country (and, consequently, to ensuring privacy) is now relatively resolved and known to a wide range of lawyers. Obviously, the legislation is not perfect and needs to be improved, but the main provisions are regulated by the Law of Ukraine "On Personal Data Protection" [13]. Thus, in accordance with Art. 12 of this Law, the collection of personal data is part of the process of their processing, which involves actions to select or organize information about an individual. The personal data subject shall be informed about the owner of personal data, the composition and content of the collected personal data, his rights defined by this Law, the purpose of personal data collection and the persons to whom his personal data are transferred:

- at the time of personal data collection, if personal data are collected from the personal data subject;
- in other cases within thirty working days from the date of personal data collection.

20 November 2020

In addition to the above Law, legal entities and individuals have the opportunity to address issues related to their own information security, using the provisions of the Civil Code of Ukraine, the Law of Ukraine "On Information" and other legislation of Ukraine.

However, the real situation is very different from the regulatory model. Unauthorized wiretapping and other violations of the privacy of individuals are often reported in the media. Moreover, proposals to create a national population register - a centralized database, which would accumulate almost comprehensive information about the individual - have been repeatedly made public. Despite the fact that this was justified by the fact that it would be more convenient for both the state and the individual, this idea did not receive support among the general population of Ukraine.

Every country needs laws - clear and detailed, which contain guarantees against unauthorized interference in private life by public and private organizations, and in cases where such interference is objectively necessary and sanctioned by law - mandatory procedures that would eliminate arbitrariness in the exercise of their powers.

The right to privacy cannot but be subject to certain restrictions, and such restrictions are objectively necessary to ensure the interests of the vast majority of the country's population, who, by definition, express "public interest" in relation to a small part of the population engaged in illegal activities. . This primarily applies to antisocial individuals - thieves, economic criminals, members of organized crime and mafia groups, as well as terrorist organizations.

In general, intrusion into the private life of an individual can be carried out in different ways: by the state and its structures; by individual social, national, etc. groups; and, ultimately, by individuals. The inviolability of the personality of almost any person is the most vulnerable in the information sphere. The Doctrine of Information Security of Ukraine states that the vital interests of a person in the information sphere are [14]:

- ensuring constitutional human rights and freedoms to collect, store, use and disseminate information;
- ensuring the constitutional human rights to the protection of privacy;
- Protection from destructive information and psychological influences.

In addition, the Laws of Ukraine "On Information" [15] and "On State Secrets" [16] are the means of ensuring privacy. However, the question of what information should be considered open and what should be closed, and what should be the responsibility for the disclosure of official or commercial information, is still not finally resolved, as there is no relevant legal framework.

It can be argued that information influences that threaten to destabilize, destructive, and harm the interests of the individual, society and the state should be considered dangerous for the observance of human rights and freedoms. Since the complete absence of threats (including in the information sphere) is an unattainable ideal for our dangerous world, human security is determined by the ability to prevent, repel, neutralize dangerous information influences.

The problem of security and the problem of respect for human rights and freedoms are often in contradiction with each other. For example, D. Smiley points out that "some liberals, progressives and democrats recognize, at least intuitively, that" national security "is a code word for tribalism, while" human rights "is a code word for the rule of law." [17]. The origins of this contradiction lie in the conflict between the inclinations, rights and interests of individuals and their associations, on the one hand, and the interests of the great human communities of which they are a part, on the other. In a broader sense, it is a

20 November 2020

contradiction between the interests of the minority and the majority. And since security is usually primarily concerned with the interests of the majority of society, restricting the rights and freedoms of a minority whose interests and activities (or those of many members) sometimes pose a real or potential danger to society is justified [18-20]. .

Security threats in one way or another arise as a result of criminal or other activities threatening the national interests, carried out by various organizations, social groups, corporate associations and other groups organized to meet certain interests, directed (in whole or in part) against the interests of the individual, society and society. states. Therefore, people who belong to such associations are under suspicion, although their guilt is not always obvious, and in many cases they do not participate and are not responsible for the anti-government and anti-social activities of the communities to which they belong. In this regard, in all democracies, the solution of problems of prevention and leveling of threats to national security in various spheres, as well as security in general, is carried out taking into account the extent to which measures are adequate to existing threats and combined with constitutional requirements for human rights and freedoms. and citizen. The constant raising and discussion of this issue in many countries, including Ukraine, is especially actively initiated by human rights organizations. This is due to the fact that security (and it is often not about the security of the individual, but about the security of society) can not be provided in many cases without some restriction of the rights and freedoms of individuals and even socio-ethnic groups (including their right to free movement and choice of residence).

It should be noted here that the generalized principles of human rights restrictions are established by international norms. In particular, Art. 29 of the Universal Declaration of Human Rights declares that in the exercise of his rights and freedoms everyone is subject only to such restrictions as are prescribed by law solely to ensure the dignified recognition and respect for the rights and freedoms of others and to meet the just morals of public order. democratic society [21]. According to Art. 10 of the European Convention on Human Rights, which establishes restrictions on the right to express one's opinion, such restrictions must be [10]: 1) established by law; 2) be necessary in a democratic society; in the interests of national security, territorial integrity or public security, to prevent riots or crimes, to protect health or morals, to protect the reputation or rights of others, to prevent the disclosure of confidential information or to uphold the authority and impartiality of the court. Similar restrictions are imposed on certain rights and freedoms. At the same time, for example, under the "necessity of a democratic society" the European Court of Human Rights (ECtHR judgment of 24.03.1988, paragraph 67) explains that any interference (restriction) in the implementation of the law must meet the "urgent public need". [22]. It should be noted that the above international legal requirements with minor differences are embodied in Part 3 of Art. 34 of the Constitution of Ukraine, which establishes the right of everyone to freedom of thought and speech, to free expression of their views and beliefs and the right to information. These constitutional provisions due to the lack of a generalizing norm can be formally extrapolated to determine the legitimate purpose of restricting other constitutional rights and freedoms [23, p. 129].

With regard to the individual, ensuring his or her personal and collective security in society (of course, together with this very society, of which he or she is an integral part) must in itself be regarded as one of the most important human rights. Although this is not explicitly enshrined in international human rights instruments, the analysis of these instruments, in particular such fundamental ones as the Universal Declaration of Human

20 November 2020

Rights [21], the International Covenant on Economic, Social and Cultural Rights [24] and the International Covenant on Civil and Political Rights, political rights [25] - indicates that this is so. These acts include, inter alia, human rights and freedoms, such as the right to life, liberty and security of person; the right to the free development of her personal rights in the economic, social and cultural spheres; the right to fair and favorable working conditions; the right to an adequate standard of living for herself and her family, including adequate food, clothing and shelter, and a steady improvement in living conditions; the right to the highest attainable standard of physical and mental health, etc.

A comparison of these and many other rights enshrined in these and other international human rights instruments with the areas of national security in various fields of activity shows that the main purpose and areas of security are precisely the creation of the minimum necessary (ie, primarily safe ) conditions for the exercise of these rights.

The existence of this contradiction between the need to ensure security as a predominantly collective law and individual human rights and freedoms, the contradiction between the need to ensure the rights of majorities and minorities, individuals and the rest of society is essentially recognized in these international instruments. In order to be able to at least partially resolve this contradiction, the Universal Declaration of Human Rights includes the provision that "in exercising their rights and freedoms, everyone should be subject only to such restrictions as are prescribed by law solely to ensure the proper recognition and respect of the rights and freedoms of others. observance of just requirements of morality, public order and general well-being in a democratic society "(Article 29) [21]. In order to develop this provision, the International Covenant on Civil and Political Rights has established as grounds for the application of these restrictions "the protection of national security, public order, health, morals or the rights and freedoms of others" (Article 12) [25]. Many of these rules are reflected with various variations in the constitutions of most democracies, including the Constitution of Ukraine.

Politicians and political scientists, who interpret democracy as subordination to a minority of the majority, believe that security is primarily concerned with the interests of the majority of society. Therefore, as noted above, the restriction of the rights and freedoms of a minority whose interests, values and goals may pose a real or potential danger to society is justified. Proponents of the latest conceptions of democracy, who see it as a defining criterion for protecting the rights of minorities and individuals, believe that such considerations are intended to justify undemocratic policies of governments that commit blatant violations of human rights and freedoms under the pretext of national security.

In this regard, international human rights organizations have been sharply criticized by those democracies that initially cared about human rights, but after September 11, 2001, abruptly changed their orientation and took emergency measures to combat terrorism.

Conclusions. Human rights and national security are closely interlinked and complementary. In democracies, national security means, above all, a means of ensuring civil peace and the personal rights of citizens. Both are necessary for the long-term stability and prosperity of the country. Free and democratic states that respect the rights of their citizens help to lay the foundations for international peace. On the contrary, states that grossly and systematically violate human rights often begin to pose a threat to neighboring countries and the international community.

In Ukraine, as in most countries of the world, the category of "national security" covers a wide range of issues in various spheres of public life. We fully agree with the point of view of Yu. Irkha that this allows us to interpret its content too broadly and, as a result, to

20 November 2020

operate it arbitrarily in restricting human and civil rights and freedoms and in punishing those who threaten it with their statements or actions. In addition, the field of national security is extremely difficult to reform and control, because for objective reasons, information about the real situation in the state and society has a very limited number of people [5, p. 81].

The real interdependence of the phenomena of national security and human rights is often contradictory. Often the origins of this contradiction lie in the division between the interests, values and goals of individuals and their associations, on the one hand, and the interests of the great human communities of which they are a part, on the other.

Today, the rights and freedoms of the individual are one of the most important objects of national security policy. By fixing real protection and guaranteeing the rights and freedoms of the individual in a particular community, human rights can act as a humanistic guideline for the development not only of the state as a whole, but also of the national security system that has developed in the country. At the same time, the problem of the interdependence of national security and human rights is not a problem of choice on the principle of "either / or". This is a problem of compromise between ensuring national security and respect for human rights, between the realization of human rights and the protection of national security.

## References

1. Marchenko M. A. Formuvannia ta rozvytok idei prav liudyny v istoryko-pravovii dumtsi. Biuleten Ministerstva yustyttsii Ukrainy. 2019. # 2. S. 42-46.
2. Dzoban O. P., Zhdanenko S. B. Prava liudyny i natsionalna bezpeka: filosofsko-pravovi aspekty vzaiemozviazku. Informatsiia i pravo. 2020. # 2 (33). S. 9-22.
3. Doklad o chelovecheskom razvytyi – 2019. URL: [http://hdr.undp.org/sites/default/files/hdr\\_2019\\_overview\\_-\\_russian.pdf](http://hdr.undp.org/sites/default/files/hdr_2019_overview_-_russian.pdf) (data zvernennia: 25.08.2020).
4. Konstytutsiia Ukrainy. URL: <https://zakon.rada.gov.ua/laws/show/254%D0%BA/96-%D0%B2%D1%80/> (data zvernennia: 25.08.2020).
5. Irkha Yu. Obmezheniia konstytutsiinykh prav i svobod liudyny i hromadianyna v interesakh natsionalnoi bezpeky Ukrainy v suchasnykh umovakh. Visnyk Konstytutsiinoho sudu Ukrainy. 2015. # 5. S. 78-87.
6. Monteske Sh. L. de. Yzbrannyye proyzvedeniya / obshch. red. y vstup. statia prof. M. P. Baskyna; pryemch. R. S. Myndlynoi. Moskva: Hospolytyzdat, 1955. 800 s.
7. Yaspers K. Smysl y naznachenye ystoryi / per. s nem.; vstup. st. P. P. Haidenko. Moskva: Polytyzdat, 1991. 527 s.
8. Prohramma razvytyia Orhanyzatsyy Ob'edynennykh Natsyi. URL: <https://www.un.org/ru/sections/general/documents/> (data zvernennia: 25.08.2020).
9. Zakharov Ye. Konstytutsiia i prava liudyny. URL: <http://khpg.org/index.php?id=1561894103> (data zvernennia: 25.08.2020).
10. Yevropeiska konventsiiia z prav liudyny. URL: [https://www.echr.coe.int/Documents/Convention\\_UKR.pdf](https://www.echr.coe.int/Documents/Convention_UKR.pdf) (data zvernennia: 25.08.2020).
11. Bilas I. H. Suchasni vyklyky i zahrozy pravam liudyny v umovakh hlobalizatsii. Aktualni problemy mizhnarodnykh vidnosyn. 2013. Vyp. 117 (1). S. 17-25.
12. Bilozorov Ye. V. Prava liudyny v umovakh hlobalizatsii: doktrynalnyi pidkhid. Naukovyi chasopys NPU imeni M. P. Drahomanova. Seriia 18: Ekonomika i pravo. 2012. Vyp. 18. S. 79-84.

20 November 2020

13. Pro zakhyst personalnykh danykh: Zakon Ukrainy vid 01.06.2010 r. # 2297-VI. URL: <https://zakon.rada.gov.ua/laws/show/2297-17> (data zvernennia: 25.08.2020).
14. Doktryna informatsiinoi bezpeky Ukrainy. URL: <https://zakon.rada.gov.ua/laws/show/47/2017> (data zvernennia: 25.08.2020).
15. Pro informatsiiu: Zakon Ukrainy vid 02.10.1992 r. # 2658-KhII. URL: <https://zakon.rada.gov.ua/laws/show/2657-12> (data zvernennia: 25.08.2020).
16. Pro derzhavnu taiemnytsiu: Zakon Ukrainy vid 21.01.1994 r. # 3856-KhII. URL: <https://zakon.rada.gov.ua/laws/show/3855-12> (data zvernennia: 25.08.2020).
17. Smiley J. Why human rights are more important than national security. URL: [http://www.huffingtonpost.com/jane-smiley/why-human-rights-are-more\\_b\\_73286.html](http://www.huffingtonpost.com/jane-smiley/why-human-rights-are-more_b_73286.html) (data zvernennia: 28.08.2020).
18. Brazhnyk V. O., Sydorenko D. A. Do pytannia obmezhenia prav i svobod liudyny v umovakh dii spetsialnoho pravovoho rezhymu. Mizhnarodnyi naukovyi zhurnal «Internauka». 2018. # 9 (3). S. 10-14.
19. Dakhova I. I. Obmezhenia realizatsii prav i svobod liudyny: konstitutsiine rehuliuвання ta praktyka Yevropeiskoho Sudu z prav liudyny. Forum prava. 2018. # 4. S. 17-25.
20. Andriiivska O. V. Formalni pidstavy obmezhenia prav i svobod liudyny i hromadianyna v Ukraini. Pravo i suspilstvo. 2016. # 1. S. 3-8.
21. Vseobshchaia deklaratsiia prav cheloveka. URL: [http://www.consultant.ru/document/cons\\_doc\\_LAW\\_120805/](http://www.consultant.ru/document/cons_doc_LAW_120805/) (data zvernennia: 25.08.2020).
22. Olsson (Olsson) protyv Shvetsyy. Sudebnoe reshenye ot 24 marta 1988 h. URL: <http://www.echr.ru/documents/doc/2461423/2461423.htm> (data zvernennia: 23.08.2020).
23. Kostetska T. A., Andriiivska O. V. Shchodo poniattia konstitutsiino-pravovykh obmezhen prav i svobod liudyny i hromadianyna: teoretychni aspekty. Pravova derzhava. 2018. Vyp. 29. S. 122-131.
24. Mezhdunarodnyi pakt ob ekonomicheskikh, sotsyalnykh y kulturnykh pravakh. URL: [https://www.un.org/ru/documents/decl\\_conv/conventions/pactecon.shtml](https://www.un.org/ru/documents/decl_conv/conventions/pactecon.shtml) (data zvernennia: 25.08.2020).
25. Mezhdunarodnyi pakt o hrazhdanskykh y politycheskykh pravakh. URL: [https://www.un.org/ru/documents/decl\\_conv/conventions/pactpol.shtml](https://www.un.org/ru/documents/decl_conv/conventions/pactpol.shtml) (data zvernennia: 25.08.2020).
26. Zashchyta prav cheloveka v usloviakh hlobalnoi voyny s terrorizmom. URL: <http://www.mhg.ru/editions/chronic/> (data zvernennia: 10.01.2020).

# The influence of political advertising on social and economic security in Ukraine

*Olena Akhmedova (1), Yuliia Kharlamova (2), Kyrylo Husarov (2), Viktoriia Shvedun (2)*

1. Simon Kuznetz Kharkiv National University of Economics
2. National University of Civil Defence of Ukraine

**Abstract.** The influence of political advertising on social and economic security in Ukraine is investigated in the article. In particular, the research of general characteristics of political advertising as a key factor of social and economic security is carried out. The analysis of advertising expenses of political parties concerning the impact of political advertising expenses on the state budget is carried out and the grouping of political parties on advertising expenses is made. It is shown that political advertising has a negative influence on social and economic security as a result of massive psychological impact on citizens and overload of spending of budgetary funds. The following measures are proposed for increasing of the level of social and economic security of political advertising: adaptation of political advertising technologies to contemporary social attitudes in society; reducing of budgetary expenses on political advertising and attraction more financial resources from commercial entities; using less aggressive methods of psychological influence in political advertising.

## Introduction

Political advertising has a significant impact on social and economic security because it determines the characteristics of people's behavior during the election campaign and, accordingly, the trajectory of society's development in the future.

The main purpose of political advertising is changing of political behavior of society or its part within political choices. Political advertising by its principles and functions is a set of specific forms and methods of non-personal representation and promotion of political forces, ideas and practices that contribute both to change of society as a whole and to achievement of individual political goals.

Political advertising is not directed on profit receiving; therefore, it is non-commercial one, along with social and confessional advertising. At the same time, political advertising uses the same means, as commercial one does. They are distinguished only by the purposes. The change in consciousness and behavior of public groups concerning advertising object is the strategic purpose of any political advertising. Political advertising has a considerable potential of impact on mass consciousness thanks to its variety, laconicism and emotionality as well as the commercial one.

## Theoretical framework

Political advertising is not regulated specially by the law in a broader sense and submits to the general rules defining associations' and information freedom and an order of use of these freedoms, which are set by laws (Little, 1996). Numerous laws, containing a separate regulation of questions of dissemination of information connected with political activity, operate with a set of terms: political advertising, popularization, promotion. The lack of legislative definition of a concept of political advertising results in ambiguity of its understanding that, in turn, generates conflict situations in legal advertising relationship. There is also no uniform definition of a concept of political advertising in modern scientific

20 November 2020

literature (Nelson, 1974). As a result, inadequate scientific justification generates the low level of legislative fixing of its definition. It, perhaps, is explained by extreme variety of this form of communication and complexity of its regulation at the present stage of development of society and advertising legislation of many countries (Bird & Stevens, 2003).

Political advertizing is directed on change of political behavior of society or its part in political choice conditions. It represents, by its principles and functions, a complex of specific forms and methods of impersonal representation and promotion of the political forces, ideas and practices which specify society change in general and achievement of separate political goals.

### **Research method**

The consolidation as a form of a statistical research is scientific processing of observation data for the further description of statistical set by the generalizing indicators. The essence of statistical consolidation consists in association of units of a set in groups, classes, types.

The grouping as a basic element of statistical consolidation is a distribution of set of the mass phenomena and processes of public life between types and groups by the most characteristic signs. If the indicators are quantitative ones, such type of work is directly called statistical grouping.

The groups, focused on identification of communication between separate characteristics of the studied phenomenon, are called analytical ones.

It is possible to allocate simple and combinational grouping. The grouping, which is carried out by one characteristic, is called simple one. The grouping is called combinational one in case of combination of two and more characteristics.

It is necessary to define the number of groups and intervals of group when making groups.

The simple statistical grouping is a key research method in work. In particular, the grouping of the political parties on advertising expenses is carried out (Granger, 1990).

The size of an interval is defined as a difference between the top and lower borders of an interval. Intervals of group, depending on their size, can be equal and unequal.

In particular, the size of an equal interval is calculated as follows:

$$h = \frac{x_{\max} - x_{\min}}{n},$$

Where  $x_{\max}$ ,  $x_{\min}$  – the maximum and minimum value of indicator in a set;

$n$  – number of groups.

The grouping intervals can be closed and opened (Wilson & Keating, 1994).

The intervals, which have top and lower borders, are called closed ones. In particular, open intervals have only one border: top intervals – the first ones, lower intervals – the last ones.

The object of political advertizing can be presented in the form of a tangible political product (political organization or association, political figure, political project, political action), and also in the form of intangible one (political programs, initiatives, ideas, relations, practices) intended for implementation of certain public changes. Political advertizing is subdivided between the following main groups according to types of advertizing subjects.

1. Political organization advertizing.
2. Political figure advertizing.



20 November 2020

### 3. Political project advertizing.

This type of advertizing represents the interests and requirements of political forces and is, as a rule, focused not on narrow target group of consumers, but on the audiences united mainly on the social status or on all the society or its considerable part. The political advertizing audiences consist of the political process participants making any choice, supporting any project, initiative or the idea, defining for themselves their political orientation (they make the specific target advertizing group in each case).

The accurate, extremely clear definiteness of political advertising purpose and subject, and also an active, often aggressive nature of its communication influence are the specific features of political advertizing. That is why political advertising is often a threat to the social and economic security. This threat is primarily related to manipulation methods used in political advertising. This influence is based, in the political choice conditions, on the aspiration to convince people to choose only one political product from several possible ones that, as a rule, assumes a various combination of rational and irrational arguments of persuasion which need to have the bigger inspiring force, than arguments of political competitors or opponents. Various methods of influence and substantial filling of advertizing communication serve to this purpose. The use of such influence methods is defined by a concrete situation, intentions and strategy of political force for the benefit of which advertizing activity is carried out. However, quite often the methods and techniques used to achieve the goals of political advertising are unsafe to society because they have a significant impact on public behavior.

The achievement of the separate political advertizing purposes most often consists in motivation of people to carry out the certain actions having political consequences, to participate in these or those political processes, including delegation of various powers by elections. In this sense political advertizing is considered as the special form of communication directed on achievement of the power or public transformations according to the purposes, interests and requirements of these or those political forces. An impact of political advertizing is shown in change of people behavior. However the change of behavior under political advertizing influence is only the resultant act, which is caused by changes of world outlook positions, interests and sympathies in consciousness of people — what defines their behavior and decision-making in the choice conditions. Therefore political advertizing received broad practical application as one of the key components of political technologies of influence on public opinion. The system of the factors forming the political choice is a difficult, multilevel, but rather flexible environment. The political advertizing represents some kind of vector setting the necessary direction of this choice by operating with these factors separately, in a complex or using its different combinations.

The main functions of political advertizing are the following.

1. The communication function. Political advertizing represents one of the specific forms of mass communication or impersonal information exchange. It represents the corresponding communication function, establishing direct and feedback between carriers of the political power or political ideas, applicants for the political power — on the one hand, and society or its part — with another hand. The communication function of political advertizing is the prevailing one regardless of its tasks and political conditions, in which it is carried out, and of existence or lack of the real political choice.

2. The information function. Political advertizing distributes information on political forces, their offers, purposes, intentions and actions. This function promotes the conscious political choice in the conditions of the political competition as helps to compare features of political offers, giving an opportunity to advertizing consumer to make the decision on the choice being informed already. At the same time political advertizing can not only inform the public, but also at the same time can transform information to a certain image which

20 November 2020

becomes some kind of conductor of these or those rational or emotional policies in public consciousness. The features of this image are the following.

1. Simplified nature in comparison with a prototype and extreme availability to mass perception.

2. Demonstration of specificity and uniqueness.

3. Accurate definiteness and concreteness.

4. Mobility and transformation; partial, idealized compliance to a prototype.

3. The ideological function. Political advertizing promotes the distribution of any frame of points of view on reality, at which the public relations are realized and estimated from the point of view of a certain social group. Thereby it influences the consciousness and behavior of audience for the purpose of maintenance or transformation of the social relations according to interests and requirements of carriers of this ideology. The ideological function of political advertizing has mainly focusing and convincing character in the conditions of democracy and political choice. However it can perform the function of ideological promotion with elements of rigid belief at certain stages of development of any state. This function is especially strongly shown at a certain social, political and economic conditions, which characterize the concrete historical period endured by any country in need of society mobilization for the solution of strategic tasks of the state construction, national sovereignty protection, during participation of the state in the external or internal military conflicts, the solution of other global tasks meaning population ideological consolidation.

Nowadays the main customers of political advertizing are the following.

1. Candidate — the person nominated in the order established by the law as an applicant for the position replaced by means of direct elections or for membership in public authority or local government or registered by the relevant election commission as the candidate.

2. Political party — the public association created for participation of citizens in political life of society by means of formation and expression of their political will, participation in public and political actions, in elections and referenda and also for representation of interests of citizens in public authorities and local governments.

3. Public association — the voluntary, self-governed, non-commercial formation created at the initiative of the citizens who united on the basis of community of interests for realization of the common goals specified in the charter of public association.

3. Electoral association — the political party having according to the law the right to participate in elections and also the regional office or other structural division of political party having the right to participate in elections of appropriate level according to the law. Other public association, which charter provides participation in elections and which is created in the form of public organization or social movement and is registered according to the law at the level corresponding to the level of elections or at higher level, is also an electoral association at elections to local governments (Kovalchuk, Khaustova, Demchenko & Volkova, 2018).

4. The Initiative group on holding a referendum — the group of participants of a referendum formed in an order and for term, which are established by the law for realization of an initiative of holding a referendum.

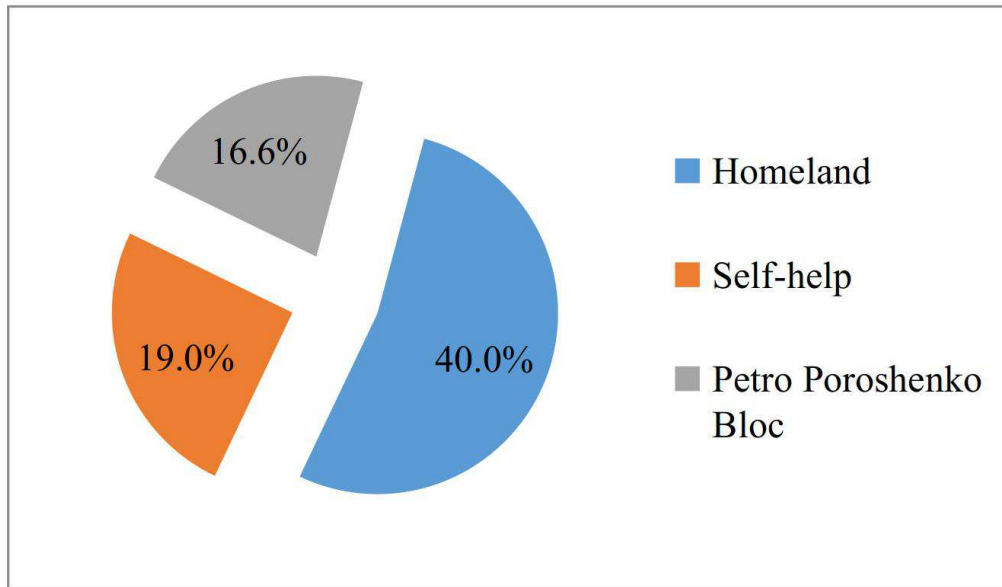
It is worth noting that the higher is the cost of political advertising, the stronger effect it has on society, and the higher is its level of social and economic insecurity. That is why it is necessary to carry out the analysis of expenses on political advertizing. As an example the advertizing expenses of political parties of Ukraine during 2019 are analyzed.

It is necessary to note that political parties can give advertizing under the guise of charity foundation or public organization.

20 November 2020

For example, \$7.49 million were spent on promotion in the third quarter of 2018 by the known political parties (fig. 1).

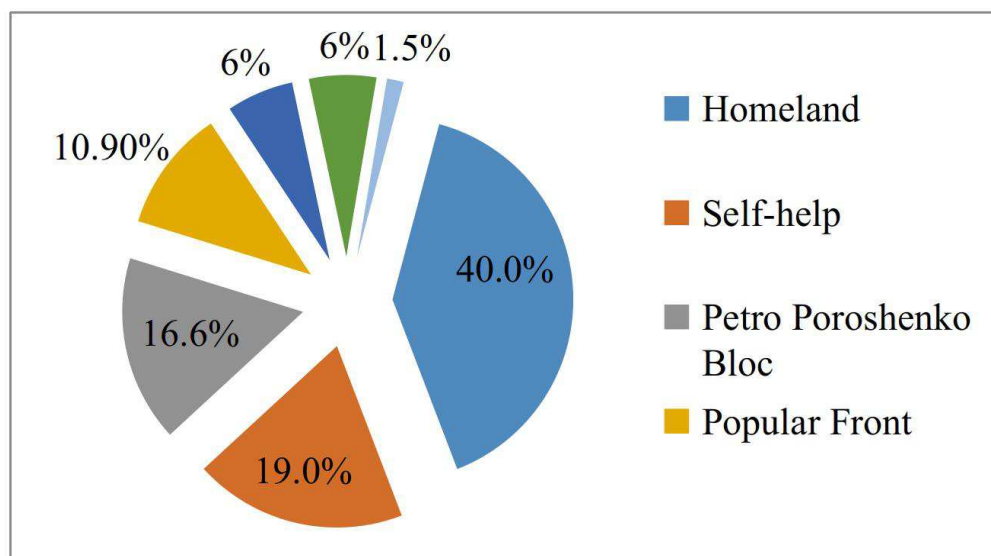
Most of all the given money was spent by the party “Homeland” – near \$3 million. A considerable part of the given sum, namely \$2.73 million, was spent on political advertizing (fig.2).



**Fig.1. The distribution of expenses on political advertizing in Ukraine between political parties in the third quarter of 2018**

*Source:* Volume of the advertizing and communication market of Ukraine 2016 and forecast of volume of the market of 2017, 2018)

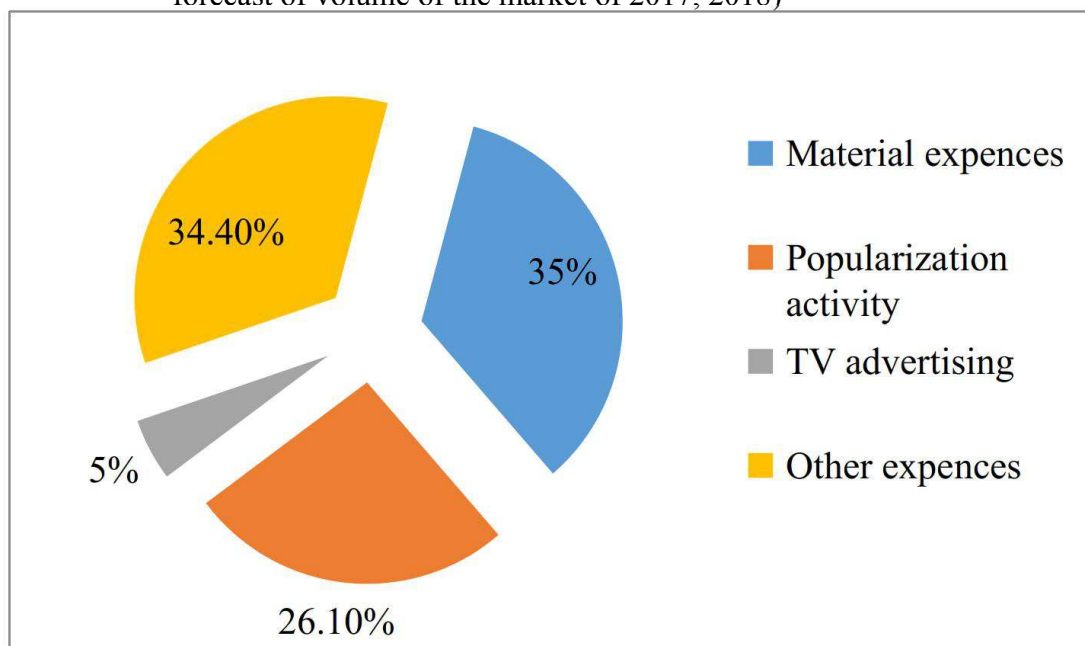
The political party “Self-help” is on the second place concerning expenses on promotion. The given party spent \$1.42 million on promotion in the third quarter of 2018. In particular, \$ 0.49 million were the material expenses; \$0.37 million – the popularization activity; \$0.07 million – TV advertizing (fig. 3).



**Fig. 2. The distribution of promotion expenses of the political party “Homeland” in the third quarter of 2018**

20 November 2020

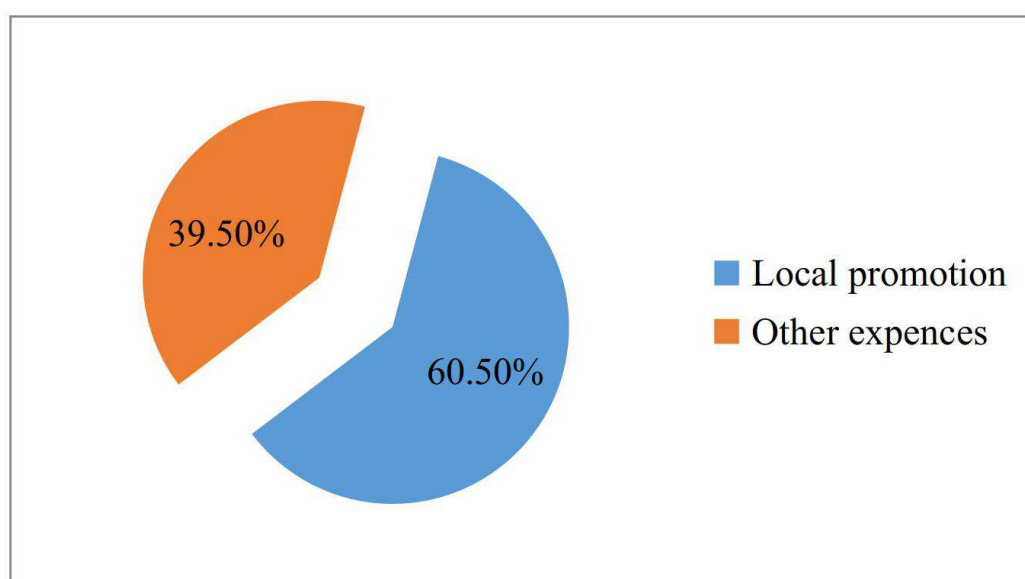
*Source:* Volume of the advertizing and communication market of Ukraine 2016 and forecast of volume of the market of 2017, 2018)



**Fig. 3. The distribution of promotion expenses of the political party “Self-help” in the third quarter of 2018**

*Source:* Volume of the advertizing and communication market of Ukraine 2016 and forecast of volume of the market of 2017, 2018)

The political party “Petro Poroshenko Bloc” transferred the most part of money to promotion on local authorities’ level – \$0.75 million (fig. 4). Generally the given party spent \$1.24 million. Despite the visual activity, at the same time the funds on outdoor advertizing placement are not reflected in the report. The political party “Public Front” spent \$0.82 million on salary, rent and taxes.

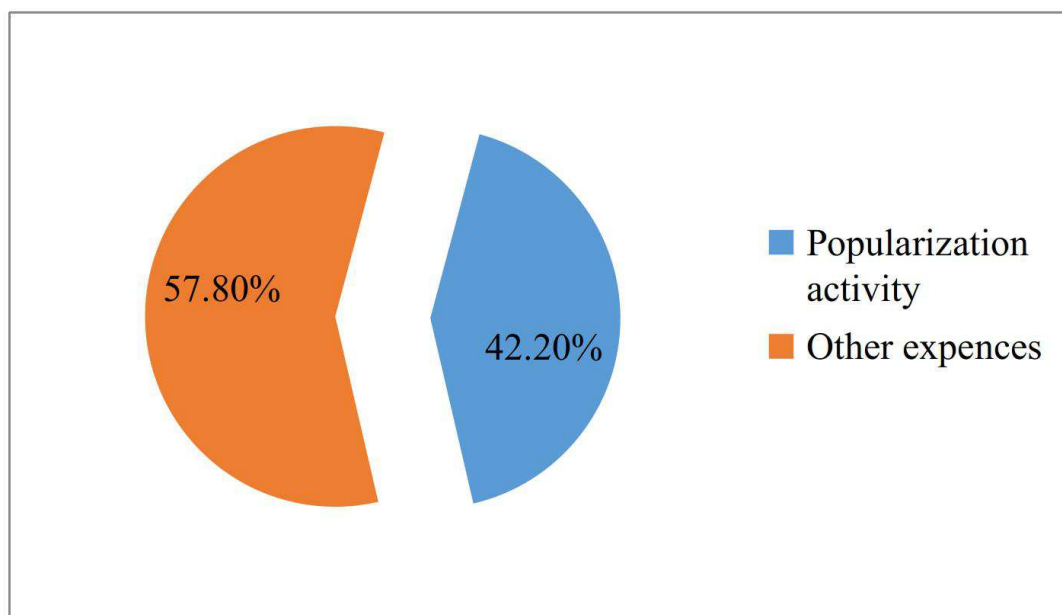


**Fig. 4. The distribution of promotion expenses of the political party “Petro Poroshenko Bloc” in the third quarter of 2018**

20 November 2020

*Source:* Volume of the advertizing and communication market of Ukraine 2016 and forecast of volume of the market of 2017, 2018)

The Radical Party of Oleh Lyashko and the party “Opposition Bloc” spent on its promotion only \$0.45. At the same time the majority of the given sum – about \$0.19 million were spent by the Radical Party within popularization activity (fig. 5).



**Fig. 5. The distribution of promotion expenses the Radical Party of Oleh Lyashko in the third quarter of 2018**

*Source:* Volume of the advertizing and communication market of Ukraine 2016 and forecast of volume of the market of 2017, 2018)

As for the party “Opposition Bloc” – it transferred \$0.34 million to regional representative offices of party.

The overall rating of expenses on promotion of political parties of Ukraine in the third quarter 2018 is presented in tab. 1.

**Table 1: The overall rating of expenses on promotion of political parties of Ukraine in the third quarter 2018**

The political party	Promotion expenses, \$ million
Homeland	2.73
Self-help	1.42
Petro Poroshenko Bloc	1.24
Popular Front	0.82
The Radical Party of Oleh Lyashko	0.45
Opposition Bloc	0.45
Other parties	0.38
In total	7.49

It is necessary to note that the primary part of expenses on promotion of the above specified political parties consists of funds of the state budget. This is another key factor that determines the impact of political advertising on social and economic security. Thus, in addition to psychological impact on people's behavior, advertising is reflected in the general standard of the population living because it is mainly subsidized by the state budget.

### The grouping of political parties on advertizing expenses

Further it is expedient to carry out grouping of political parties of Ukraine according to the volume of their promotion expenses, in particular, advertizing ones.

The definition of number of groups is carried out mathematically:

$$n = 1 + \frac{3,322 \times \lg N}{h}$$

Where n is a quantity of intervals;

N – Number of units of a set.

According to the data, given in tab. 1, the size of the grouping interval is calculated as follows:

$$h = \frac{2.73 - 0.45}{3} = 0.76.$$

The received grouping looks as follows (tab. 2).

**Table 2: The grouping of the political parties by their promotion expenses**

Promotion expenses, \$ million	Quantity of political parties	Promotion expenses, \$ million	
		In total	By 1 party
2.73–1.96	3	5.57	1.86
1.96–1.20	-	-	-
1.20–0.44	3	1.72	0.57
In total	6	7.29	-
In average	-	-	1.22

It is possible to see in tab. 2 that expenses of political parties of Ukraine on advertizing are either overestimated, or underestimated.

It is worth noting, based on the distribution received, that political advertising has a negative impact on social and economic security in Ukraine. This is due to the fact that mainly political parties' spending on political advertising is very high - \$5.57 million of the total \$7.29 million is situated in the category with high political advertising costs.

This shows that political advertising has a negative influence on social and economic security as a result of massive psychological impact on citizens and overload of spending of budgetary funds.

### Conclusions and proposals for further study

It is highly recommended to upgrade the political advertising to make it more socially and economically secure.

In particular, it is necessary to:

- Adapt political advertising technologies to contemporary social attitudes in society;

- Reduce budgetary expenses on political advertising and attract more financial resources from commercial entities;
- Use less aggressive methods of psychological influence in political advertising.

The proposed complex of actions will significantly increase the level of social and economic security of political advertising in Ukrainian society.

## References

1. James B. Bexley and Karen Sherrill (2017). Where to put your money to get their money: a bank advertising awareness study. *Banks and Bank Systems*, 12(1-1), 152-159.
2. Bovee, Courtland L. & Arens, William F. (1989). *Contemporary advertising*. 662 p. Homewood: Irwin.
3. Bovee, Courtland L. & Thill, John V. (1992). *Marketing*. 811 p. New York: McGraw – Hill.
4. Bird, Allan & Stevens, Michael (2003). Toward an emerging global culture and the effects of globalisation on obsolescing national cultures, *Journal of International Management*, 6, pp. 395–407.
5. Brown, R. G. (1963). *Smoothing, Forecasting and Prediction*. 468 p. Cliff, New Jersey: Prentice-Hall.
6. Burns, Alvin C. & Bush, Ronald F. (2003). *Marketing Research*. 642 p. New Jersey: Prentice Hall.
7. Cateora, Philip R. & Graham, John L. (2011). *International Marketing*. 622 p. Irwin: McGraw-Hill.
8. Clark, T. & Mathur, L.L. (2003). Global Myopia: Globalisation Theory in International Business, *Journal of International Management*, 9, pp. 361–372.
9. Czinkota, M., Ronkainen, I. & Zvobgo, G. (2011). *International marketing*. 752 p. Hampshire: Cengage Learning EMEA.
10. Ghauri, P. & Kirpalani Manek, V.H. (2015). *International Entrepreneurship Strategy: Improving SME Performance Globally*. 432 p. London: Edward Elgar Publishing.
11. Ghauri, P.N. & Cateora, P.R. (2010). *International marketing*. 332 p. Irwin: McGraw-Hill Higher Education.
12. Ghemawat, Pankaj, (2003). Semiglobalisation and International Business Strategy, *Journal of International business Studies*, 34(1), pp. 139–152.
13. Granger C. W. J. (1990). *Modeling Economic Series*. 419 p. Oxford : Oxford University Press.
14. Harris, G. (1994). International Advertising Standardization: What do the Multinationals Actually Standardize, *Journal of International Marketing*. 2, pp. 13–30.
15. Tareq Hashem (2017). Impact of using humor advertisement on airline customers' mental image. *Innovative Marketing*, 13(3), 25-32. doi:10.21511/im.13(3).2017.03
16. Hollensen, S. (1998). *Global Marketing - Market-Respective Approach*. Hertfordshire, New Jersey: Prentice Hall.
17. Kanso, A.M. & Nelson, R.A. (2007). Multinational Corporations and the Challenge of Global Advertising: what do US Headquarters Consider Important in Making Media-selection Decisions, *International Marketing Review*. 24, pp. 563–590.
18. Ko, E. (2007). Cross-national Market Segmentation in the Fashion Industry: a Study of European, Korean, and US Consumers, *International Marketing Review*, 24, pp. 629–651.

20 November 2020

- 19.Kovalchuk, V.G., Khaustova, V. Ye., Demchenko, N. V. & Volkova, M. V. (2018). Global financial system: risks and forecasts, Financial and credit activity: problems of theory and practice, Vol. 1, #24, pp. 368–373.
- 20.Little John D.C. (1996). A Model of Adaptive Control of Promotional Spending. Operations Research, 163, pp. 175–197.
- 21.Nelson, P. (1974). Advertising as Information, Journal of Political Economy, 82, pp. 729–54.
- 22.Ricks, David A. (2006). Blunders in International Business, 192 p. London: Wiley-Blackwell.
- 23.Romin, A.V., Dombrovska, S.M. & Shvedun, V.O. (2018). Aspects of development and implementation of financial strategy of higher educational institution, Financial and credit activity: problems of theory and practice, Volume 1, Issue 24, pp. 461–468.
- 24.Root, R.F. (1994). Entry Strategies for International Markets. 324 p. San Francisco, California: Jossey-Bass, Inc. Publishers.
- 25.The Internet advertizing share in global expenses will reach 40% in 2018 (2017). <http://mmr.ua/tags/ZenithOptimedia#1556036473.1518525932/> Accessed 13 February 2018.
- 26.The world advertizing market was stabilized (2013). <http://www.advertology.ru/article117805.htm/> Accessed 13 February 2018.
- 27.Streltsov, Volodymyr & Moskalenko, Oleksandr (2015). The European Parliament in the EU-Ukraine relations – from independence to Orange revolution, Eastern Journal of European Studies, Volume 6, Issue 2, pp. 111–129.
- 28.Volume of the advertizing and communication market of Ukraine 2016 and forecast of volume of the market of 2017 (2017). <http://sostav.ua/publication/obem-reklamno-kommunikatsionnogo-rynka-ukrainy-2016-i-prognoz-obemov-rynka-2017-73391.html/> Accessed 13 February 2018.
- 29.Wilson, J. H., Keating B. (1994). Business Forecasting. 476 p. Irwin: McGraw-Hill Companies.



# Theoretical and methodological bases public management and administration

*Serhii Maistro, Vitalii Kropyvnytskyi, Nelli Leonenko*

National University of Civil Defence of Ukraine

**Abstract.** The differences between the scientific definitions of “governance”, “public management” and “public administration” are defined. The author's definition of the concept of “public management and administration” is given. A methodological approach to assessing the effectiveness of public management and administration is proposed.

Implementation of the long-term sustainable development strategy of Ukraine requires a corresponding transformation of the public administration system, which, among other things, is conditioned by the emergence and active use in the educational and scientific sphere of such concepts as “public management” and “public administration”.

Thus, on September 1, 2015, the Resolution of the Cabinet of Ministers of Ukraine “On Approving the List of Fields of Knowledge and Specialties Under which Higher Education Applicants Are Trained” entered into force in Ukraine, pursuant to which a new branch of knowledge 28 “Public management and Administration” was introduced, and new specialty 281 “Public management and administration” [1].

Therefore, the formation and implementation of an effective system of public management and administration in modern conditions requires a clear theoretical and methodological definition of the main conceptual categories and its differences from the concept of “governance”.

In a narrow sense, public administration is seen as a professional activity of civil servants, which includes all activities aimed at implementing government decisions, as an interdisciplinary academic field based on the theory and concepts of economics, political science, sociology, administrative law, management. In a broad sense, public administration is understood as the whole system of administrative institutions with a hierarchy of power, through which the responsibility for the implementation of state decisions goes from top to bottom [2].

According to the encyclopedia of public government, public administration is a kind of management of public authorities, through which the state and civil society ensure the self-management of the entire social system and its development in a certain, specific direction [3].

Ponkin I. considers that, in general, the concept of "public administration" reflects an integrated systemic mechanism, subsystems and elements of which are political program guidelines and priorities, regulations, procedures funded by the state or local governments, centralized, and decentralized organizational and management structures and their staff, responsible for the administration of activities in a particular area of public relations at the supranational, subnational and local levels [4].

According to a global study “Governance Matters”, governance is understood as the totality of traditions and institutional formations by which public authorities govern a country [5].

20 November 2020

In general, the concept of "public governance" reflects an integrated systemic mechanism, subsystems and elements of which are political policy orientations and priorities, normative regulation, procedures financed by the state or local self-government bodies, centralized and decentralized organizational and management structures, and their respective entities for the administration of activities in a particular field of public relations at the national, subnational and local levels [6].

Filipova N. notes that public governance studies the interaction between the political system, the public sector, the relationship of municipal, state and national interests in involving society in the mechanism of control of all authorities [7].

The term "public governance" was first used by English public servant D. Keeling, who believes that public administration is the search for the best way to use resources to achieve priority public policy goals [8].

Consider the definition of "public administration", because very often this concept is identified with government and does not differentiate its essence.

Administration is in itself a management activity, since the Latin word *administratio* means "service", "help", "management". Administration is the prerogative of executive authorities or officials (civil servants) [9].

Kiliyevich O. clarifies the essence of the concept of public administration in the "English-Ukrainian Glossary of Terms and Concepts in the Analysis of State Policy and Economy", revealing its structure:

first, the public sector covers institutions both national and regional, and also the Institute of Local Self-Government;

secondly, the concept of public policy as a compromise between state and public is better translated as public policy, that is, policy pursued in society and for society;

third, "public administration" should be understood as public governance or the implementation of public policy by a predominantly executive branch [10].

The term "public administration" in the glossary of the United Nations Development Program has two closely related meanings:

1) holistic state apparatus (policies, rules, procedures, systems, organizational structures, personnel, etc.) financed by the state budget and responsible for managing and coordinating the work of the executive branch of power and its interaction with other stakeholders in the state, society and the external environment;

2) management and implementation of various governmental measures related to the implementation of laws, regulations and decisions of the government and management related to the provision of public services [11].

According to Pfifner J. and Presthus R., "public administration is the management of the organization and direction of human and material resources to achieve the desired goals" [12].

Martynenko V. believes that public administration is a form of public administration implemented by representative bodies of democratic governance through their executive structures [13].

According to Lazor O., public management and administration are management activities that have both common and distinct characteristics. The main difference is that public administration is implemented by public figures, making political decisions, administration – the activities of professional managers (officials, public servants) – aimed at preparing and implementing these decisions, as well as overseeing their implementation [14].

In the narrow sense, public administration is seen as a professional activity of civil servants, which includes all activities aimed at implementing government decisions, as an interdisciplinary academic field, based on the theory and concepts of economics, political science, sociology, administrative law, management. In a broad sense, public administration

20 November 2020

is understood to mean the whole system of administrative institutions with a hierarchy of power, through which responsibility for the implementation of state decisions goes down from above [15].

According to the encyclopedia of public administration, public administration is a kind of management activity of public authorities, whereby the state and civil society ensure the self-management of the entire social system and its development in a certain, defined direction [16].

Also under-explored is the question of the relation between the concepts of "governance", "public management" and "public administration".

Minenko M. notes that in the public sector, the "bureaucratic model" has become a "market model" - the emphasis has shifted from performing work in accordance with instructions and clear rules to work aimed at providing quality public services and achieving effective results, which, in its turn, led to the transformation of "governance" into "public management" and eventually into "public administration" [17].

According to Filipova N., governance is a component of public management, and the essence of public administration combines the other two and contributes to the accomplishment of the tasks set by the authorities [18].

Therefore, the concepts of "governance", "public management", "public administration" are not identical and synonymous.

In our view, public governance and administration are purposeful, systematic, consistent and public activities of public authorities and local self-government bodies in the public interest through the activities of administrative institutions through appropriate mechanisms of influence to create conditions for competitive sustainable development of the country and increase the level of well-being society.

Determining Ukraine's place in the world economy, it should be understood that it largely depends on the effectiveness of public management and administration. Therefore, it is important to choose the right criteria for assessing the effectiveness of public management and administration in the context of globalization, which will depend on the further sustainable development of the country.

In our view, current approaches to determining the effectiveness of public management and administration should include a set of indicators that characterize the nature and effectiveness of public policy in all its spheres. Therefore, we attach the utmost importance to the principle of systematicity, and we believe that the effectiveness of public administration and administration should be based on a system of indicators.

Governance Matters (Quality of public administration) is a global study and its accompanying ranking of countries around the world in terms of quality and effectiveness of public governance. The research methodology uses six indexes (Worldwide Governance Indicators), reflecting various parameters of public administration [19]:

1. Voice and Accountability;
2. Political Stability and Absence of Violence;
3. Government Effectiveness;
4. Regulatory Quality;
5. Rule of Law;
6. Control of Corruption.

Therefore, modern public management and administration should contribute to the long-term sustainable development of the country, taking into account the economic, social and environmental components. To this end, it is necessary to make full use of the possibilities of increasing the efficiency and effectiveness of the system of public management and administration by: taking into account the opinion of the population and accountability of public authorities; the achievement of political stability and the absence of violence; increase of efficiency of work of state authorities and local self-government;

improving the quality of legislation; ensuring the rule of law; curbing corruption in all its manifestations.

So, public management and administration - at the same time the management of the government, which is tied to the structure, the adoption and implementation of administrative decisions in the intergovernmental bodies and enterprises, the establishment of the context of the government. Ukraine's transition to European standards of public relations, the development of a democratic state governed by the rule of law require an effective, flexible, adapted to the new challenges of the system of public management and administration. After all, improving the efficiency and quality of the national system of public management and administration is one of the main conditions for ensuring sustainable socio-economic development of the country as a whole, as well as a major factor in improving the welfare of citizens.

## References

1. On approving the list of branches of knowledge and specialties for which higher education applicants are trained [Pro zatverdzhennya pereliku haluzey znan' i spetsial'nostey, za yakymy zdiysnyuyet'sya pidhotovka zdobuvachiv vyshchoyi osvity]: Resolution of the Cabinet of Ministers of Ukraine of April 29, 2015. – No. 266. Web. 24 Mar. 2020, <<http://zakon.rada.gov.ua/laws/show/266-2015-%D0%BF>>.
2. Kupryashin, G. State management: opportunities and limitations [Gosudarstvennyy menedzhment: vozmozhnosti i ogranicheniya]. Public administration. Electronic newsletter. – 2003. – № 1. Web. 20 Mar. 2020, <<http://www.spa.msu.ru>>.
3. Bahrah, D., Rossinsky, B., Starilov, Y. Administrative law [Administrativnoye pravo]. – M.: Norma, 2008. – 816 p. Print.
4. Ponkin, I. General theory of public administration: Selected lectures. [Obshchaya teoriya publichnogo upravleniya: Izbrannyye lektsii]. International Institute of Public Administration and Management of the Academy of National Economy and Public Administration. – M., 2013. – 196 p. Print.
5. The quality of government [Kachestvo gosudarstvennogo upravleniya]. Web. 20 Mar. 2020, <<https://gtmarket.ru/ratings/governance-matters/governance-matters-info>>.
6. Surmin, Y. Public Administration. [Publichne administruvannya]. Encyclopedic Dictionary of Public Administration. – K.: NADU, 2010. – 605 p. Print.
7. Filipova, N. Changing the relation between the concepts of "governance", "public governance", "public administration" in the system of socio-political transformation. Public Administration: Improvement and Development. – 2015. – № 6. Web. 21 Mar. 2020, <[http://nbuv.gov.ua/UJRN/Duur\\_2015\\_6\\_5](http://nbuv.gov.ua/UJRN/Duur_2015_6_5)>.
8. Keeling, D. Management in Government / D. Keeling (1972), London: Allen&Unwin. Print.
9. Obolensky, O. The basic synopsis of lectures in the discipline. [Opornyy konspekt lektsiy z navchal'noyi dystsypliny]. Public Administration: Scientific Development. – K.: NADU, 2011. – 56 p. Print.
10. Kilievich, O. The Anglo-Ukrainian Glossary of Terms and Concepts in the Analysis of State Policy and Economy [Anhlo-ukrayins'kyy hlosariy terminiv i ponyat' z analizu derzhavnoyi polityky ta ekonomiky]. – K.: Fundamentals, 2003. – 510 p. Print.
11. Chernov, S. Public Administration and Administration in the Information Society: Domestic and Foreign Experience [Publichne upravlinnya ta administruvannya v umovakh

20 November 2020

informatsiynoho suspil'stva: vitchyznyanyy i zarubizhnyy dosvid]: monograph. – Zaporizhia: ZDIA, 2016. – 606 p. Print.

12. Pfifner, J., Presthus, R. Public Administration. – New York: The Ronald Press Co., 1960. – P. 3. Print.

13. Martynenko, V. Democratic governance: problems of theory and practice [Demokratychnе vryaduvannya: problemy teorii ta praktyky]. Public Administration: Theory and Practice. – Kh., 2010. – № 1. – P. 16-22. Print.

14. Lazor, O. Public administration and administration: a retrospective of some theoretical aspects [Publichne upravlinnya ta administruvannya: retrospektyva deyakykh teoretychnykh aspektiv]. University Scientific Notes, 2015, No. 56, pp. 111-121. Print.

15. Public Administration Review. – Vol. 56. – N 3 (May – Jun., 1996). – P. 247-255. Print.

16. Encyclopedia of Public Administration [Entsyklopediya derzhavnoho upravlinnya]. At 8 vols. – Vol. 8: Public Governance. – Lviv: LRIDU NADU, 2011. – 712 p. Print.

17. Minenko, M. Transformation of the system of public administration into modern models of regulation of society [Transformatsiya systemy derzhavnoho upravlinnya v suchasni modeli rehulyuvannya suspil'stva.]. Public Administration: Improvement and Development. Web. 22 Mar. 2020, <<http://www.dy.nayka.com.ua/?op=1&z=581>>.

18. Filipova, N. Changing the relation between the concepts of "governance", "public governance", "public administration" in the system of socio-political transformation. Public Administration: Improvement and Development. – 2015. – № 6. Web. 21 Mar. 2020, <[http://nbuv.gov.ua/UJRN/Duur\\_2015\\_6\\_5](http://nbuv.gov.ua/UJRN/Duur_2015_6_5)>.

19. The quality of government [Kachestvo gosudarstvennogo upravleniya]. Web. 20 Mar. 2019, <<https://gtmarket.ru/ratings/governance-matters/governance-matters-info>>.

## Ensuring safety of the commercial air transport industry under tight budget constraints

*Olha Ivanytska (1), Maryna Vysotska (2), Svitlana Dombrovska (3), Oleksandr Yevsyukov (4)*

1. Igor Sikorsky Kyiv Polytechnic Institute
2. National Aviation University
3. National University of Civil Defence of Ukraine
4. Institute of Public Administration in the field of civil protection

**Abstract.** The article identifies the problems associated with ensuring the safe operation of air transport in the countries that have tight budget opportunities from the state's industry support. A number of factors that have a significant impact on the creation of an air safety system are outlined. Financial and non-financial measures for overcoming the obstacles to access the financial resources by national carriers and for directing the funds raised to improve the transport safety have been proposed.

In today's environment of increasing competition in high-tech industries, the problems related to the safety of air traffic and transportation come to the fore. This task is especially acute for the governments of the countries experiencing tight budget constraints on the development of the aviation industry. If highly developed countries with a large budget can choose several investment and support areas for the aviation industry and invest in improving their security, the countries with tight budget constraints have a shortage of funds to take such actions. Such states are characterized by an extremely low level of capital investments, the predominance of obsolete airplanes in the fleet, low return on invested capital, restrictions on the involvement of high-precision diagnostic devices, the absence of a targeted segment of accumulation of long-term financial resources in the financial market.

The high-tech industries, which largely determine the degree of development of countries and their technological structure, generally include air transport and commercial air transport in particular. The importance of the aviation industry in the system of industrial and economic relations of the country and the need for state stimulation of its development have been repeatedly emphasized by scientists Arefyeva O.V., Kulaev Y.F., Ovsak O.P., Yun G.M., including the authors of the publication Ivanytska O.M., Vysotska M.P. [1,2]. The issue of ensuring the safety of air transport and the role of the state in these processes are disclosed in the works of Kozlyuk I.O., Shtangret A.M. [3]. At the same time, solving the problem remains a challenge that requires new approaches and technologies.

Ukraine belongs to the countries with tight budget constraints. The country's import orientation, its focus on exports of low-capitalized product groups, the general production decline, the breakdown of economic ties with a number of customers of Ukrainian high-tech goods and political problems gave rise to severe restrictions in a number of industries, including aviation, which led to the decrease in the safety of its operation (fig.1, fig.2).

20 November 2020

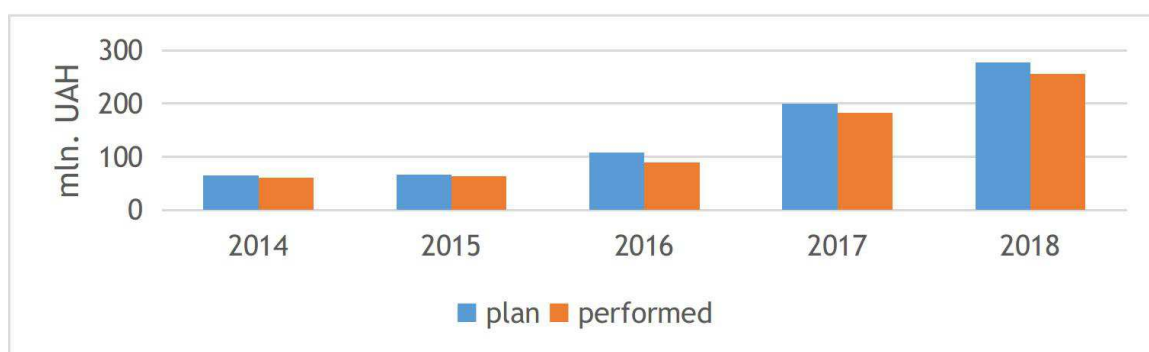


Fig. 1 Expenditures of the state budget of Ukraine on air transport in 2015-2018 according to the functional classification of expenditures and crediting of the budget, mln UAH

Note: Made in accordance with the [Report of the State Treasury Service of Ukraine for 2015-2018. URL: <https://www.treasury.gov.ua/en>]

The data presented in Fig. 1 testify the following facts. First of all, the amount of money allocated for the budget support for the air fleet is extremely small. Starting from 60.4 mln UAH in 2014, it was actually spent on average 76.7 million UAH over the period of 2015-2016 and about 220 million UAH on average over the period of 2017-2018. Secondly, there is a systematic underperformance of the allocation plan by 3 and more percent.

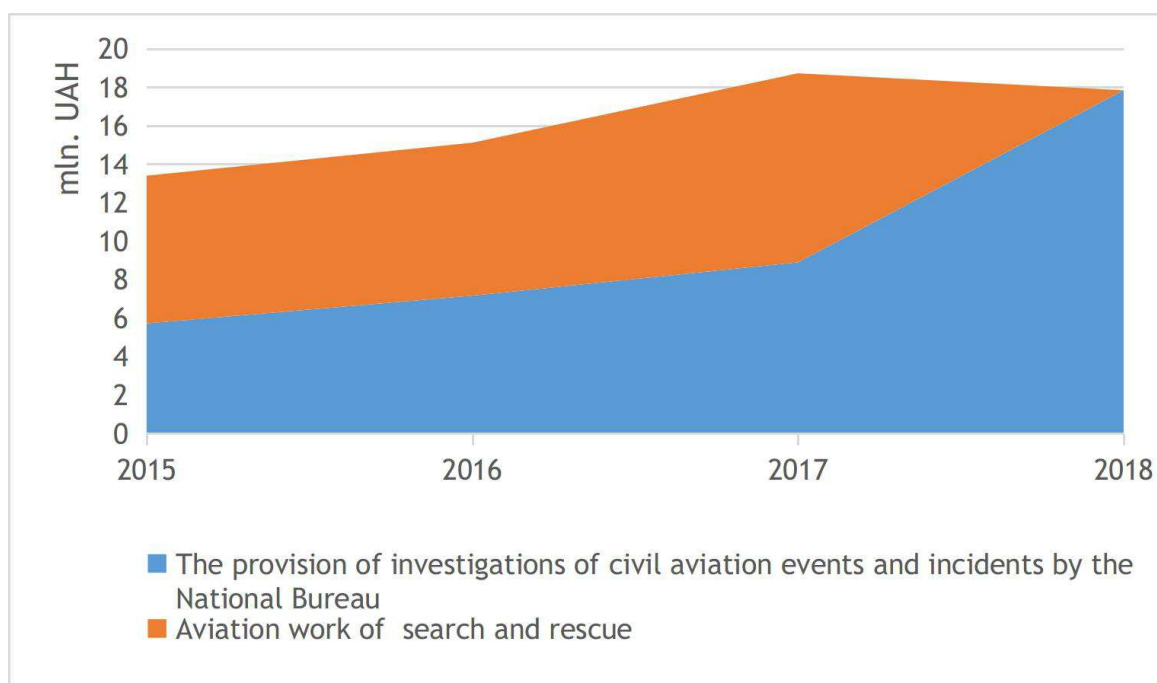


Fig 2. Costs for overcoming the consequences of aviation incidents for 2015-2018, mln UAH.

Note: Made in accordance with the [Report of the State Treasury Service of Ukraine for 2015-2018. URL: <https://www.treasury.gov.ua/en>]

As it can be seen from the data in Fig. 2 the costs for overcoming the consequences of aviation incidents in average were from 6 million to 18 million UAH annually (\$ 230,000- \$ 700,000).

20 November 2020

In 2018 1,171,991,894 UAH was earmarked for the creation of a unified aviation security and civil defense system.

The situation is complicated by the fact that the aviation industry is the follower (not the innovator) of technology [4, p.6]. The aviation industry in any country “absorbs” the results of the scientific research of many areas of science and technology, in particular metallurgy, resistance of metals, aerodynamics etc. Consequently, the safety of transport depends on the total funding of scientific developments that are being implemented in the country. Despite the fact that Ukraine is able to implement the complete cycle of aircraft production, starting from design development and ending up with a serial production of the aircraft, the defining limiting factor of sustainable development of the country's fleet and its safety is a small amount of scientific research funding at all.

Another factor is the low ability of airlines to raise funds in the national financial market, which, as a rule, lacks both reliable instruments and a sufficient number of investors. At the same time, flight safety creates strict requirements for initial and supportive investments for the creation of market infrastructure: formation of a sufficient national support network of aerodromes, ensuring the quality of landing, carrying out scientific and technical explorations for improving the level of flight reliability and so on. The possibility of attracting and developing such investments is created under the conditions of prioritization of the industry in the vector of socio-economic development of the country. One of the tasks of attracting foreign investments in the aviation industry is to develop a program of its state guarantee as a priority.

Therefore, governments with limited budget resources are tasked with finding the best balance between budget financing for aviation security and creating the conditions for airlines to search for sources of funding, particularly in the capital market. The top priorities of the governments of the countries include stimulating the implementation and institutionalization of relations on the use of new instruments in the capital market focused specifically on financing the industry; facilitating the search of the reliable sources of financing by the companies and the formation of a system of providing state guarantees; the use of non-financial mechanisms to stimulate the development of the aviation industry by the state.

We have grouped the factors influencing the development of the national aviation industry and identified among them those which in our view require their primary consideration and the development of management decisions by state authorities.

The first group of factors includes those which are related to the regulation of air traffic security processes by the supranational authorities. First of all, it is about the ICAO (International Civil Aviation Organization) requirements for the development of a flight safety program by the government agencies. In addition to specialized requirements, the EU rules and standards also apply for the organization of flights. One of the areas that is being actively promoted by the EU countries is the creation of Common Aviation Area (CAA). At the same time, in order to join the CAA, national governments must adopt the rules of the game, navigation standards and amend national acts accordingly [5]. In particular, for Ukraine the signing of the SAP Agreement requires the incorporation of 64 EU regulations and directives, which takes not only time, political will, change of government mechanisms, but also financial regulation of tariffs, air and ground service prices, abolition of restrictions on competition in the provision of services inside the airports, etc. [6].

Adaptation of the aviation industry infrastructure to these requirements remains difficult for Ukraine and other countries with severe budget constraints. In particular, it is



20 November 2020

about the division of airports into categories, as required by the Council of Europe Directive [96.67.EU](#) and the bringing the level of regional airports to the proper standards of service and safety.

The group of factors affecting the distribution of spheres of influence in the commercial aviation market raises the question of the country's occupation of a particular market niche in the international air transport market. In fact, the airspace is already divided between powerful players, represented not only by regions (with North American as a dominating region) and countries but also by companies. In 2018 four companies - Airbus, Boeing, Lockheed Martin and Textron collected about 60% of the revenue generated by the industry in the international market [7]. The boom in the aviation market in recent years has shown that the revenue-generating industry is attractive to new entrants. Despite the fact that new players are actively entering aviation (especially from Latin American countries), the “old” players are not going to leave it: the commercial aviation market remains highly concentrated, both territorially and by certain companies. The same applies to the aviation leasing market.

There is the question of finding an optimal market niche that would take full advantage of the national aviation industry and its potential for the countries that intend to join the powerful air fleet community but have low levels of government financial support for the industry. We believe that international operating leasing will be able to meet the strategic objectives of building a national air transportation system, which has been repeatedly stated in scientific publications [8]. At the same time, it will be advisable to combine traditional leasing with innovative tools, which are used poorly or not used in Ukraine at all.

The well-known and widely used instrument of air transport leasing in foreign countries is tax-oriented lease or true lease. “Real” leasing is a form of long-term operating leasing, which involves the transfer of assets to the lessee on the basis of monthly payments made by the latter and the maximum preservation of the property in the condition in which it received it. The lessor retains the ability to obtain tax benefits, accelerate depreciation and the lessee declares the lease payments as capital expenditures. At the end of the term it is possible to redeem the leased asset. In the aviation industry this form of leasing relationship is beneficial for all parties involved. If the industry has tax benefits, the leasing aviation company retains the ability to receive them, and the lessee has more preferential terms for paying the lease payments. We believe that the terms of the contract may stipulate a condition for improvement by the lessee of the leased asset to ensure greater safety of flights, which will reduce the amount of payments.

Another promising form of rental (leasing) relationship is Graduated Lease under which the lessee and the lessor agree to a periodic adjustment of lease payments. This form will be especially useful when used in domestic, national leasing. Leasing payments can be linked to terms of airplanes use, currency fluctuations, inflation, changes in market conditions and etc.

Therefore, airlines need to establish close cooperative relationships with banking entities. We consider it is important for the group of countries with the budget constraints to set up a specialized bank to finance the industry, using the international experience of creating such financial institutions. It should be noted that the most developed approaches are in the USA, where there are powerful financial institutions which serve the aviation industry. Moreover, the conditions provided are quite attractive: the interest rate is about 4% and the loan term is from 15 to 20 years. Among the largest financial institutions are

20 November 2020

Aircraft Banking Centers (Orlando), Bank of Stockton (Stockton), Banterra Bank Aircraft Finance (Herrin) and others [9]. To estimate the scope of possible financial inflows, we provide the data from Aviation Finance Group (AFG). It was formed in 1998 as a private aircraft lender. AFG created the original asset-based corporate aircraft financing program. In 2004, PNC acquired AFG and formally changed the name to PNC Aviation Finance. In December 2008, PNC Financial Services Group, Inc. acquired National City Bank, which included National City Corporate Air. The PNC Aviation Finance company specializes exclusively on corporate aircraft financing with over \$ 3 billion in loans to the aviation industry over the past 5 years [10].

Therefore, in the context of limited budgetary resources the governments of the countries with high levels of scientific and technical potential, Ukraine in particular, must determine the financial and non-financial measures to promote capital raising in the aviation sector and to ensure the safety of transportation. This involves identifying the factors that mostly influence the status and sources of funding for the industry as well as developing policies to counteract their negative impact.

The following areas of state decision making include: the need to incorporate the rules, regulations, standards regarding the security of the provision of aviation and related services into the national legislation; prioritizing the development of aviation ground infrastructure for attracting investors, including foreign ones; substantiation of measures for search of more or less “free” market niches in the international aviation business and concentration of efforts on their occupation; institutionalizing the use of the latest financial instruments to attract financial revenues, in particular through national and international leasing; facilitating the establishment of banking institutions focused solely or predominantly on the service of the aviation industry; creating a state fund that would facilitate the participation of medium-sized and small aviation companies in stock market operations and hedge financial risks; defining state guarantee mechanisms for national airlines loans.

## References

1. Ivanytska O. M., Hadiiak A. H. Suchasnyi stan aviatsiinoi haluzi ta problemy derzhavnoho rehuliuвання avializynhu v Ukraini [Elektronnyi resurs]. Rezhym dostupu : [http://el-zbirn-du.at.ua/Ivan\\_s.pdf](http://el-zbirn-du.at.ua/Ivan_s.pdf)
2. Vysotska M.P. Tendentsii ta perspektyvy rozvytku svitovoho rynku tsyvilnykh povitrianykh suden. Problemy systemnoho pidkhodu v ekonomitsi. 2019. Vyp. №5(73). Ch. I. S.14-22.
3. Shtanhret A. M. Upravlinnia ekonomichnoiu bezpekoiu pidpriemstv aviatsiinoi haluzi : monohr. Lviv, Ukrainska akademiia drukarstva. 2011. 270 s.
4. The Aviation Industry Leaders Report 2019: Tackling Headwinds (2019) / Tozer-Pennington, Victoria (ed.)// KPMG. Aviation News Ltd (publisher)
5. Council of Europe Directive 96/67 / EC of 15 October 1996 on access to the groundhandling service market at Community airports. <https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX%3A31996L0067>
6. Kulchytska K. Perspektyvy pryiednannia Ukrainy do spilnoho aviatsiinoho prostoru YeS. Policy Brief. K., 2016. 20 s.
7. Aviation Market – Growth, Trends and Forecast (2020-2025).<http://mordorintelligence.com>

20 November 2020

8. Scheinberg R. The Commercial Aircraft Financial Handbook. 2017.[https://www.routledgehandbooks.com/doi/10.4324/9780203713303-3#sec3\\_26](https://www.routledgehandbooks.com/doi/10.4324/9780203713303-3#sec3_26)
9. Aircraft Financing: Aviation Banking<https://www.globalair.com/directories/Aviation-Banking-177.html>
10. PNC Aviation Finance: A Leading Provider of Corporate Aircraft Financing <https://www.pnc.com/en/corporate-and-institutional/financing/lending-options/pnc-equipment-finance/aviation.html>

DOI: 10.5281/zenodo.4287687

## **Problems and prospects in the development of public administration of scientific research activities in higher education institutions**

*Viktor Paliukh, Oleg Semkiv, Viktoriia Shvedun, Viktor Pokalyuk*

National University of Civil Defence of Ukraine

**Abstract.** This article discusses the problems of managing the research activities of university students showed that the study of its theoretical and practical aspects. In my opinion, this development can occur by constructing and using the structural-functional model of managing the research activities of university students.

The history and theory of pedagogy indicate that purposefully organized process of human education was built and built on different grounds, has different goals and ways of their realization. It is expressed both in different forms of specific pedagogical actions and attitudes, and in many pedagogical systems, concepts, theories, technologies and techniques. Attempts to systematically comprehend them are inextricably linked to the development of conceptual models of education of varying degrees of community, which act as special ideal objects.

Management of student research activities is seen as a complex system consisting of certain interrelated elements: the target; management principles, functions and methods; structural components of students' research activities; meaningful; technological and productive.

The goal is to achieve the intended result. The purpose of the model of management of research activity of students of the university is formation of competence of students in research activity.

In our study, the concept of competence is defined as the ability and willingness to apply knowledge and skills in solving professional problems in various fields of science. Competence involves the presence of cognitive abilities (understanding and use of ideas and thoughts), methodological abilities (organizing time, decision making or problem solving), the desire for self-development and self-improvement. The concept of "competence" appears in this case as a result of purposeful, systematic activity in the management of research activities of university students.

The stated goal defines the content and pedagogical conditions that allow to predict the expected result, as well as sets the guidelines for the activity of the university teachers.

Management of research activities of university students is a complex step-by-step process, which depends on the organization of the appropriate conditions under which we mean the ways, means, forms and methods of organizing research activities.

As organizational and pedagogical conditions, we propose:

- Organization of the school of a young researcher;
- Student self-government and joint management, the activities of teachers and students in managing the activities of the scientific community.

Efficiency of functioning depends on the degree of implementation of the principles by which it operates. As you know, the principle is the basic idea of any activity, the basic rule of behavior of the subject. In the implementation of the model, the principles reflect the requirements of objective laws and are the most general rules in which the basic needs of its functioning and development are expressed in awareness.

The problem of management principles is widely covered in philosophical, sociological, psychological and pedagogical literature. However, the question of which principles should be highlighted and how to classify them is still debatable.

Thus, S. I. Arkhangelsky distinguishes the following principles: weak link, change of equilibrium, insufficient information and strong basis. Essential for management, as the author points out, is the hierarchical principle, conducting control, analysis, synthesis of information, making adjustments at different levels of management [4].

According to Yu. A. Konarzhevsky, the principles of management of higher education institutions are based on such principles as democratic centralism, unity, subordination to the management of a political task, planning, which expresses the initiative of the leader, objectivity and science, concreteness, the principle of the leading link, flexibility and latitude of maneuver, stimulation, combination of interests of personality and collective, correct selection and rational placement of personnel [3].

These principles have both scientific and applied value, and play a significant role in the organization of the educational process. At the same time, the political, economic and cultural factors influencing the education system make it possible to identify other principles that must be taken into account.

The model of managing research activities of students of higher educational institutions is based on the principles of dialogism, gradualness, coordination, integration,

20 November 2020

unity of management and self-government. The principles are the starting points that guide the entire process of implementing the proposed theory.

The basis of students' research activities is the pedagogical interaction between the teacher and the student. In the implementation, which is a dialectic chain of diverse and diverse pedagogical phenomena arises in all areas of students' activities. The formation of the personality of a future specialist occurs under the influence of the surrounding social environment and the relationships that are established in it with teachers and students. In this regard, the principle of dialogism plays an important role in the organization of students' research activities. Three types of relationships are distinguished: 1) the relationship between objects, 2) the relationship between the subject and the object, 3) the relationship between the subjects - personal, personal relationships: dialogic relationships, ethical relationships. The principle of dialogism is based on the fact that only in the conditions of subjective relations, equal cooperation and interaction is it possible to form the personality of a future specialist.

The principle of dialogism is aimed, first of all, at subjective relations, to personalize the interaction of the teacher and student. This principle rejects the ranking position of the student, turns him into a partner who independently acquires knowledge.

Considering the management of students' research activities in the structure of higher education, it should be noted that the relationship between its stages is so "multifaceted" that knowledge of the features of only one of the stages does not give a complete picture of it. To create a scientifically based theory of managing research activities of students, it is necessary to identify the continuity of the stages of higher education.

By continuity is understood the connection between phenomena in the development process, when the new, replacing the old, retains some of its elements. Continuity is considered as the principle of functioning of all managed social systems. Without which the progressive development of society is impossible. The fundamental significance of continuity is that it provides a link between the past, present and future. Continuity is of an objective and general nature, manifests itself in all spheres of public life and provides for the transfer of cultural values and norms of social behavior from one generation to another. The assimilation of values and norms by one generation creates the prerequisite for the subsequent creation of new values and norms for new generations.

20 November 2020

The principle of continuity involves the enrichment of means, forms and methods of training, accumulates positive results at all stages of students' research activities. Continuity determines the nature of the relationship between the elements of students' research activities, helps to establish patterns, allows us to assume the logic of further development.

In the process of student's succession, the formation of individual elements and concepts into a logical system of knowledge takes place. Continuity consists not only in the preservation and transformation of knowledge, skills from one stage to another, but also in their classification, the emergence of new knowledge and the development of forms and methods of training are provided. In the research activities of students, the principle of heredity is manifested in the transition of a student from one general educational level to another, higher, which makes it possible for the further development of the student's personality.

The principle of coordination reflects the methods of action of management entities aimed at coordinated work. He aims to study and consciously use the features of the mechanism of interaction of management subjects in the achievement of the priority goals of students' research activities.

The role of coordination is to find the optimal ratio between the actions of the subject and the control object. Coordination creates the conditions for sequential actions of the subject and the control object, involves the correlation of goals, resources, forms and methods of activity and leads to a common result.

The principle of the unity of management and self-government in the research activities of students is that as democratic processes develop, changes occur not only in their content and forms, but also in the relationship between them. The essence of self-government cannot be investigated in isolation from management mechanisms. Management and self-government should be considered in moments of unity and difference. Management and self-government act as a union of opposites that imply each other. Hence, the effective management in the institution of higher education, the faster and more fully develops self-government. The effectiveness of management, in turn, grows with the development of self-government and, thus, enrichment of one form of activity of another takes place.

The principle of integration allows us to ensure the connection of acquired knowledge, skills of research activities in the educational process by strengthening the links between the content, means and forms of training. Integration leads to the strengthening of

the universality of the elements of the educational process and the harmonization of the relationships between them, contributes to their integration.

Planning is one of the components of the management of students' research activities, is based on analysis, consists in the development and practical implementation of plans, methods, means of achieving goals.

Organization is the process of establishing a certain order necessary for the effective functioning of students' research activities, combining the activities of all structures of higher education institutions in accordance with the goals. Organization of students' research activities is the balancing of all types of resources (intellectual, technical, financial), their integration into the complex process of creating a functional pedagogical system.

Thus, we found that the management of students' research activities in modern sociocultural conditions should be considered as a focused interaction of management subjects, ensuring the formation of students' competence in research activities and its transfer to a higher, high-quality state. Under its management, the political, economic and cultural factors of social development are updated, which act as incentives for the improvement of personality. Such a model of managing the research activities of university students as the main elements provides: the purpose, principles, functions and management methods; structural components of research activities; content; implementation technology and its result. The functioning of the model is based on the principles of dialogism, heredity, coordination, integration and unity of management and self-government.s.

## References

- 1.Dombrovska S.M. Public administration of higher education in the context of transformational changes: [monograph] / - Kharkiv : Oberig, 2010. - 176 p.
- 2.Dzvinchuk D. State Administration of Education in Ukraine: Trends and Legislation - K.: Nichlova, 2003. - 240 p.
- 3.Konarzhovsky, Yu. A. Management and intra-school administration [Text] - M.: Center "Pedagogical Search", 2000. - 224 p.
- 4.Arkhangel'sky, S.I. Lectures on the Scientific Organization of the Educational Process in the Higher School - M.: Science, 1976 - P. 16-17.



20 November 2020

DOI: 10.5281/zenodo.4278076

# The economic policy of Ukraine: realities and prospects

*Yuriy Batyr, Oleg Nazarov*

National University of Civil Defence of Ukraine

**Abstract:** The article examines the state of economic development of Ukraine over the years of independence. After independence, Ukraine experienced a large decline in production. For the first ten years in a row, there was a drop in GDP and a decrease in investment in fixed assets. For all 30 years of independence in terms of GDP, Ukraine belongs to the poorest countries in Europe, the standard of living is lower than in Georgia, Turkmenistan, Belarus. The highest GDP per capita was achieved in 2008. However, the crises of 2009 and 2014, the economy was rolled back, therefore, even with an increase of 3.5-4%, the level of 2008 will be reached only until 2032. According to the results of 2019, the figures are good - GDP is growing by 3.3%, inflation is declining, and the hryvnia has broken all record highs (appreciation against the dollar by 15.5%), but production fell by 15%. Exports of agricultural raw materials and products continue to increase in exports, sales of metal, paper products and industrial wood exported under the guise of firewood are increasing, and the volume of high-tech products is steadily decreasing. Supply prices are specifically lowered to reduce taxes and bring money into offshore areas. Foreign trade is a negative balance of \$ 10 billion. In Ukraine there is an extremely unsatisfactory state of industry and infrastructure, and the availability of energy for every consumer is reduced. The growth of the composite index of production of goods and services by main types of economic activity (ECO) decelerated significantly - up to 1.6% as a whole for 2019, and in the last months of the year it even observed its decline. With the advent of the new government in 2019, priorities and measures are put forward measures and bills to overcome corruption in Ukraine, transparency of transactions and public procurement, transparent customs clearance of goods with full clearance of customs authorities from the old staff, property guarantees.

**Formulation of the problem.** The transition of the Ukrainian economy to market relations is accompanied by scientific, technological and technological backwardness from industrialized countries. The reason for this is the lack of a stable country development strategy, which has led to instability of economic processes. Despite the fact that in recent years, there has been a slowdown in economic development, the country still has a strong production, raw materials and intellectual potential that can lead the country to the world's leading positions.

The purpose of the article is to study the methods and mechanisms of state regulation of the Ukrainian economy in the period of independence and to identify the main shortcomings and prospects for its development.

**Research results.** The development of reforms, on the recommendation of the IMF, led Ukraine to a profound process of transformation of the crisis, which the country failed to do

20 November 2020

in the beginning of the 21st century. By the depth and duration of the crisis, the recession of the Ukrainian economy far exceeded the level of the Great Depression of the United States in 1929-1933. [9]

The assessment of a country's well-being is determined by different indicators. In the system of macroeconomic indicators of any country, one of the main ones is the size and growth rate of GDP, which largely determine the overall parameters of economic development of the country. It is calculated in national and foreign currency, as well as per capita (Table 1).

Table 1

**Nominal GDP of Ukraine for the years of independence [1]**

Year	GDP		GDP on one person, dollars
	billion UAH	billion dollars	
1990	-	293,2	5616
2000	175,8	32,3	670,1
2004	357,5	67,2	1367
2005	457,3	89,2	1829
2008	990,8	188,2	3892
2010	1079,3	136,0	2974
2013	1465,2	179,5	3824
2015	1988,5	90,9	2115
2018	3558,7	130,8	3095
2019	3974,5*	155,2*	3687*

\* Preliminary data

After independence, Ukraine experienced a major decline in production. High-tech industries are gradually disappearing, with agriculture, metallurgy and the chemical industry remaining. For ten years, GDP has fallen and fixed capital investments have been made. Thus, in 2000, nominal GDP declined 9.1 times and per capita 8.4 times. Only since 2000 has real GDP growth been achieved, but it has not yet reached half the 1990 level [9].

Despite the revival of the Ukrainian economy during 2000, most of the social development goals identified in the Government's Welfare Reform Program have been slow. For some important parameters, first of all, the real income growth, given the inflationary processes in the country, did not change for the better. Ukraine lost its chance to quickly reform effectively in the first half of the 1990s, with properly chosen economic orientations and political will [10].

As a result of the Orange Revolution in early 2005, President Yushchenko became President, and Prime Minister Yulia Tymoshenko. They were able to use the positive dynamics of the Ukrainian economy, founded by the previous government, to continue the course of qualitative economic reform, to provide their citizens with the proper social standards set out in the 10 Steps Toward People program. And such a peak of the economy, as in 2008, has not been reached under any other government. The GDP of the country, including per capita, has tripled in 2008 compared to 2004, ie for three years of government. GDP per capita reached a record \$ 3892. However, this is still lower compared to Georgia (4660), Turkmenistan (7500), Russia (10680), Kazakhstan (8840), Belarus (5500) [6].

The Doing Business ranking of the World Bank of Ukraine has improved its common position by 15 points (from 152 places in 2001 to 137 places in 2013), which is the best indicator for Ukraine in all years of its existence. [10].

According to the results of the last 2018, real GDP growth according to the IMF amounted to 2-2.5%, which is not enough for the economic recovery of the country. If the

20 November 2020

increase continues with such small steps, Ukraine will reach the level of 2008 by the year 2008. The analysis of nominal GDP in the period from 2016 to 2018 shows higher rates of increase in all indicators: in hryvnias, dollars and per capita, but these data do not give an objective assessment of reality. There is no development in the country today, only the legacy of the Soviet era is used [2].

In June 2018, Ukraine ranked 2nd among IMF debtors, with its debt equal to \$ 76.3 billion. Its growth was outpaced by an increase in foreign exchange reserves. The main problem with payments arose in 2014, when the hryvnia fell sharply. External debt payment in 2019 is the largest budget item and equals UAH 417 billion (USD 15 billion) or 68.8% of GDP, in 2020 USD 10 billion. (64.4% of GDP) [8].

There are no options for privatization of property in the country, with less than 10% remaining. Large companies in 2018 were offered for sale at a price 10 times less than their real value, and still there were no buyers. Agricultural land cannot be sold yet because there are no laws and regulations for these measures.

Exports of agricultural raw materials and products continue to increase in exports, sales of metal, paper products and industrial wood exported under the guise of firewood are increasing, and the volume of high-tech products is steadily decreasing. Supply prices are specifically lowered to reduce taxes and bring money into offshore areas. Foreign trade is a negative balance of \$ 10 billion [2].

In Ukraine there is an extremely unsatisfactory state of industry and infrastructure, and the availability of energy for every consumer is reduced. The inflation rate in 2018 was 10%, prices for products increased by 30%, and for services - by 10-12%. The average salary was 8885 UAH. or \$ 330, a heavily developed shadow economy. The cost of utilities in comparison with the European, and continues to grow. The high rate of migration is observed, which creates a disadvantage in demographics. The rise in prices at the IMF's urgent demand has led to impoverishment of the population. The social issue in the country is in the last place, as indicated by the election policy of 2019 - the contender Vladimir Zelensky was elected quite far from politics [5].

Gross Domestic Product (GDP) growth in Ukraine in 2019 slowed from 3.4% in 2018 to 3.3%, while the drivers of this growth have changed. The growth of the composite index of production of goods and services by main types of economic activity (ECO) decelerated significantly - up to 1.6% as a whole for 2019, and in the last months of the year it even observed its decline. But high domestic demand has generated strong performance in the construction, trade and a number of industries in the service sector. According to the Ministry of Economy, the slowdown of IVF from 3.6% in 2018 was primarily due to the difficult situation in the industry, where output fell by 1.8% after a three-year increase (in 2018, by 1.6%) [8].

According to a recent estimate by the State Statistics Service, real GDP growth accelerated to 4.6% year on year in the second quarter of 2019. Although the Ukrainian result was broadly compared to dynamic Poland, which our country was able to "outgrow" in the second quarter (4.1%), neighboring Hungary showed a steady growth rate just above 5% year-on-year during the same period. In any case, against the backdrop of our western neighbors, and especially in comparison with Russia (1.8%) and the global tendency to slow down the growth, the Ukrainian result looks quite impressive. And against the background of Poland, with its average growth rate of 4.7%, Ukraine is no longer looking good. And to compare oneself with "old" Europe or crisis Turkey is not quite decent [4].

According to the results of 2019, in numbers everything is good - GDP is rising, inflation is falling, and the hryvnia has broken all records for strengthening. And such economic paradoxes - at every turn. Team Ze came to power under the slogans of libertarianism, which means - the state in the life of business should be as small as possible.

20 November 2020

But instead of the tax cuts that entrepreneurs were expecting, the authorities began to tighten the nuts of the FOPam and prepare for the onset of big business. And the free market, which "will put everything in its place," ended in the fact that the state began to manually regulate prices.

Since the beginning of this year, our national currency is the absolute world leader (15.5% appreciation against the dollar). Only in November, the hryvnia went up by another 3%. The exchange rates hit all the psychological lows in the exchangers, dropping below UAH 23.5 per dollar.

But experts say long ago that the hryvnia is strengthening "wrong". The growing exchange rate of the national currency practically does not depend on the state of the domestic economy, and even resonates with it. Although the industry has been down for a few months now, the hryvnia is still growing.

The effect of the strong hryvnia was provided mainly by speculators - buyers of Ukrainian domestic government bonds (OVDP) bonds. The Finance Ministry has broken all records for placement of securities. Only in December there were two large auctions: December 3, the budget attracted 4.65 billion, and December 10 - 4.4 billion UAH. In total, more than 300 billion have been raised since the beginning of the year, with around 230 billion planned for this year [4].

At the same time, in addition to the planned ones, there were additional so-called "privatization" T-bills - to compensate for the failure of the sums received but not planned in the budget from privatization. This year, T-bills were released by UAH 16.4 billion.

However, despite the fact that the Ministry of Finance has reduced the profitability of Ukrainian securities by the end of the year, there is no shortage of those willing to buy them. Which, in fact, is not surprising. After all, in the world list of objects for investing, our T-bills appeared in the first place. Deposits and T-bills in the Ukrainian hryvnia, which brought investors more than 31% of their income, became the most favorable currency placement option in 2019. The US stock market would bring no more than 20.5%, and investment in gold - 14% "[3].

But the strong hryvnia did not improve the lives of Ukrainians - the prices in the shops of dollar subsidence practically did not affect. But a huge hole in the budget has been punched - by the end of the year it will amount to about 80 billion hryvnias, and half will be "provided" by the customs shortfall in customs duties and taxes, tied to the dollar and the euro.

Also losing are our exporters, whose products are becoming uncompetitive in the world markets, and domestic manufacturers, which are increasingly being pushed out by importers on the shelves. But the main thing - no one knows how long the era of strong hryvnia will last. After all, it may end as suddenly as it began.

If speculators start to record profits and the dollar leaves Ukraine, the exchange rate will fall. But when it will be is unknown. Maybe in three months, and maybe a year and a half. Any event, such as the onset of the global economic crisis or even a deterioration in the situation for our exported goods, can be the impetus, that is, what will cause speculators to panic [7].

According to the State Statistics Service, the volume of production has fallen by 15% this year, and many enterprises are working with incomplete loading. In October, industrial production in Ukraine fell by 5%, and in 10 months of this year - by 0.6%. In November, the decline accelerated to 7.5%. And for 11 months, the industry's minus is already 1.2%. The most difficult situation is processing. In October, it fell by 6%, and in some segments even more, for example, in the food industry the production of canned food dropped by almost 9%, and the confectionery industry - by quite 11.4%. Since the beginning of the year, processing has been minus 1.7%, which is higher than the industry average [7].

20 November 2020

Production of coke and its products fell by 12.4%, household chemicals - by 13%, etc. But the most painful for the domestic economy is the risk of a decline in metallurgy, which in October amounted to about 12%. Metallurgists are one of the main suppliers of the dollar in Ukraine, so their problem may soon be answered throughout the country. The reasons that propel domestic industrial production into a new crisis are different. This is the loss of markets (exports to Russia have declined and the EU has not reached the required volumes) and the situation on world markets, in particular, the collapse of metal prices).

But one thing is clear - without additional incentives (investment), the industry will not get out of the current crisis in the near future. So, the Ukrainian economy will increasingly slip into the commodity model. We will export grain and maize instead of high value added products that are less prone to price spikes on world exchanges [7].

It is significant that the authorities have not noticed problems in the industry for a long time. And only at the end of the year, the Ministry of Economic Development announced the establishment of a headquarters to combat the recession. Contrary to expectations, in November the situation in the extractive industry, mechanical engineering, electricity, gas and steam supply - the types of industries with the highest negative indicators - worsened. To start saving the industry traditionally - from a memorandum with industrialists. It will outline "the first steps, strategy and action plan". But when it comes to real action and whether it will be time to save - the question is open [3].

According to the Ministry of Economy, reforms in all spheres of economy will continue in 2020, modernization of the industrial complex, active renovation of infrastructural objects, but the factors that influenced the development of the economy in 2019, against the background of structural imbalances and accumulated problems already formed in previous periods hold back the growth of the economy as a whole [5].

**Conclusions.** The most important priority of the state policy on economic development is measures and bills on combating corruption in Ukraine, transparency of transactions and public procurement, customs clearance of goods with full clearance of the customs from the old personnel, guarantees of ownership and exclusion of raider seizures. It is envisaged to deepen the decentralization of reducing the role of the state in the life of Ukrainians to a minimum, while at the same time clearing and strengthening the judicial system [4].

Based on this principle, the structure and functions of public authorities should be constructed based on the needs to achieve the following goals: 1) Ukraine's transition to a social market economy with a powerful middle class; 2) ensuring accelerated high-tech economic growth while maintaining the stability of the national currency (ie, domestic prices and exchange rates); 3) transition of Ukraine to the league of highly innovative industrial states; 4) ensuring high quality of life of the population and social guarantees.

## Reference

1. "Gross Domestic Product: Ministry of Finance of Ukraine". URL: <https://index.minfin.com.ua/economy/gdp/2019/>
2. "Ukraine's GDP: table by years, dynamics". URL: <https://yandex.com/turbo?text=https%3A%2F%2Fbbqcash.com%2F%2Feconomics%2Fgdp-of-ukraine>
3. "Strong hryvnia, Privatbank, land. What did the Ukrainian economy live in 2019 and what will happen to it in 2020?" URL: <https://strana.ua/news/241738-chem-zhila-ukrainskaja-ekonomika-v-2019-hodu-i-chto-s-nej-budet-dalshe.html>
4. "Little miracle: in terms of GDP growth, Ukraine has overtaken Poland. Why early to rejoice". URL: <https://finance.liga.net/ekonomika/article/malenkoe-chudo-tempy-rosta-vvp-ukrainy-obognali-polshu-pochemu-rano-radovatsya>

20 November 2020

5. "The Ministry of Economy estimated the GDP growth of Ukraine last year to 3.3%". URL: [https://yandex.ua/news/story/Mnekonomki\\_ocnilo\\_zrostannya\\_VVP\\_Ukrani\\_minulogo\\_roku\\_do\\_33--11da71ffe7c89c34400dcd6c0aef79bc?from=newswizard&lang=uk&persistent\\_id=87293442&rubric=business&stid=cnxssz0SvookYBeMOcLT&wizard=story](https://yandex.ua/news/story/Mnekonomki_ocnilo_zrostannya_VVP_Ukrani_minulogo_roku_do_33--11da71ffe7c89c34400dcd6c0aef79bc?from=newswizard&lang=uk&persistent_id=87293442&rubric=business&stid=cnxssz0SvookYBeMOcLT&wizard=story)
6. "GDP per capita in the world". URL: <http://investorschool.ru/rating-stran-po-vvp-na-dushu-naseleniya-2018>
7. "Industry of Ukraine. General characteristics of the industry of Ukraine". URL: <https://fb.ru/article/177825/promyishlennost-ukrainyi-obshchaya-harakteristika-promyishlennosti-ukrainyi>
8. "Economy of Ukraine 2014-2019 according to foreign data and statistics". URL: <https://deepcool-ma.com/ekonomika-ukrainy-2014-2018-po-zarubezhnym-dannym-i-statistiki/.html>
9. "Ukraine's economy in the conditions of independence". URL: <https://banauka.ru/4043.html>.
10. "Economic development of Ukraine in the early XXI century". URL: [https://studbooks.net/79860/politekonomiya/ekonomicheskoe\\_razvitie\\_ukrainy\\_na\\_chale](https://studbooks.net/79860/politekonomiya/ekonomicheskoe_razvitie_ukrainy_na_chale)

20 November 2020

## **1. Regulation of integration processes of agricultural education, science and industry**

*Viktor Sychenko, Andrey Pugach, Nataliia Shportiuk, Maiya Khytko*

It has been outlined the need for the priority development of integrating education, science and industry . The main shortcomings of a new system's implementation of innovative development in the agrarian sector of the economy, built upon the integrative principles of education, science, and industry, were outlined here. Practical recommendations for improving system's state regulation mechanisms have been developed. The need for a transition from bilateral integration is identified, where priority is given to selecting a partner for integration (education, science or production) to a tripartite integration, involving interaction among its participants (representatives of education, science or industry initiate the creation of trilateral treaties, laboratories, joint centers or work together in the research and educational complex). The main problems towards the creation of university complexes are analyzed and solutions for overcoming these challenges are offered.

<http://doi.org/10.5281/zenodo.4274049>

## **2. Public administration of ensuring environmental safety as a component of the national security of the country**

*Oksana Kyrychenko; Oleksandr Diadiushenko; Vitalii Nuianzin; Artem Maiboroda*

Environmental threats have an impact on the political, socio-economic, demographic situation at the global and regional levels and become a political factor, affect the national interests of states and determine the emergence of new national priorities. Revealing the patterns and specifics of national interests, including in the environmental field, substantiating the main directions in the implementation of national priorities are among the most important and urgent problems. It is noted that the strategic goals of ensuring environmental safety and rational use of natural resources are: preservation and restoration of natural systems, ensuring the quality of the environment necessary for human life and sustainable economic development; elimination of environmental damage from economic activities in the context of increasing economic activity and global climate change. The achievement of the strategic goals of environmental safety and rational use of natural resources is carried out through the formation and implementation of a long-term state policy.

<http://doi.org/10.5281/zenodo.4274063>

## **3. Formation of a matrix of financial and credit benefits in the system of state support of strategic priorities of innovative development of the country**

*Valeriy Vorotin; Nataliia Vorotina; Olena Antyptseva; Kyrylo Husarov*

The article is devoted to the solution of the problem of creation of uniform methodical base of definition of structure and rationing of size of financial - credit privileges in system of economic stimulation of realization of strategic priorities of innovative development of the country. For the approved state strategic directions of innovative

20 November 2020

development taking into account the degree of their relative importance in the general system of priorities within the chosen time horizon and the provided scales of their indirect government support the procedure of selection of the corresponding list of financial and credit privileges is formed taking into account budgetary restrictions. The proposed algorithm for the formation of the matrix of benefits prevents the dispersion of benefits between many priority areas in small amounts and is focused on creating an effective system of state incentives for innovation and technological activity. An organic combination of heuristic and formal methods of decision-making during the implementation of the developed procedure in practice will counteract departmental interests and subjectivity in choosing the composition and rationing of financial and credit benefits and will redistribute resources in favor of those areas that can provide positive technological change. national economy.

<http://doi.org/10.5281/zenodo.4274092>

#### **4. Public administration issues in the field of fire safety**

*Volodymyr Lypovyi; Nataliia Korovnikova; Volodymyr Oliinik; Serhii Harbuz*

Ensuring fire safety within the framework of public administration, like any other activity, has its own scientific basis. It includes various theories that study and investigate individual aspects of this activity, are in specific relationships, relationships and dependencies. Among them are the issues of organizing the fire department and managing its forces. The main content of organizational activity is the practical leadership of people - the coordination of joint actions and their regulation at all stages of the management process. From the standpoint of the process approach, organizational activity is viewed not as a one-time action, but as a series of continuous interrelated actions, that is, a process. And from the point of view of the above approaches, management is, first of all, the art of a leader to understand the situation, reveal its features and choose the optimal solution from a variety of possible ones, and then follow scientific recommendations in the field of management, which are general and universal in nature. Therefore, the fire safety system will be considered from a managerial position - as the organization of its activities to ensure fire safety and from organizational and structural - as a structure designed to implement organizational decisions in the field of fire safety.

<http://doi.org/10.5281/zenodo.4274263>

#### **5. State policy regarding the psychological adaptation of internally displaced persons from the eastern regions of Ukraine**

*Oleksandr Timchenko; Ihor Prykhodko; Vitalii Khrystenko; Eduard Mykhlyuk*

The article examines aspects of the state policy of Ukraine in the psychological adaptation of temporarily displaced persons who fled in 2014 from the areas of hostilities in the Donetsk and Lugansk regions of Ukraine. The analysis of the legal framework of Ukraine regarding the psychological adaptation of temporarily displaced persons after their arrival at a new place of residence is carried out. Revealed the attitude of temporarily displaced persons to government bodies. The



20 November 2020

main directions of improvement of state mechanisms of psychological adaptation of temporarily displaced persons in Ukraine are proposed.

<http://doi.org/10.5281/zenodo.4274591>

## **6. Ways of development of institutional system of public administration of social security of Ukrainian regions**

*Nina Didenko; Alina Pomaza-Ponomarenko; Stanislav Poroka; Oleksiy Verbitski*

The paper offers a solution to the scientific problem in the field of science of public management and administration – the substantiation of directions of the development of institutional system of the public social security administration of Ukrainian regions. The present-day institutional system of the public social security administration of Ukrainian regions in the context of its main organizational and functional components were analyzed. With the help of content analysis of the legal base of implementation of these mechanisms of public administration, the scientific approaches to assessment of their effectiveness (typical, methodical, technological) were presented. Using these approaches, it was possible to reveal the range of disadvantages of fundamental laws and regulations in this field. In this regard, the functionality and approaches to the assessment of institutional system of the public social security administration of Ukrainian regions were improved.

<http://doi.org/10.5281/zenodo.4274598>

## **7. Efficiency of functioning of the system of public administration**

*Iryna Gryshchenko; Oleksandra Vasylieva; Sergii Prylipko*

The functioning of the system of public administration in the unity of the main components is considered: the development of the system of the state executive bodies and the system of local self-government which form the goals of state development and ensure their achievement; self-development of public authorities through interaction with civil society and other agents influencing decision-making in public administration. The dependence of the efficiency of functioning of the public administration system on the capacity of the system of state executive bodies and the system of local self-government and their ability to analyze and summarize the needs of society, formulate realistic goals, achieve a definite result within the set deadlines with observance of evaluation criteria.

<http://doi.org/10.5281/zenodo.4274658>

## **8. Information Security of Ukraine at the Present Stage of State Development**

*Nataliia Hrabar; Andriy Titarenko; Volodymyr Sadkovi; Nadiya Karpeko*

The article explores problems related to the directions of public policy in the field development of information security. Based on analysis of scientific literature in the work stated that information security is state of protection of the individual, society, against harmful or unlawful information from information that has a negative impact on the consciousness of the individual, impedes sustainable development of the

20 November 2020

individual, society and state. Information security is a state of security of information infrastructure, including computers and information and telecommunications infrastructure and the information they have, which also ensures the sustainable development of the individual, society and the state. Legal the database does not cover all the basic elements needed to effectively counteract the information threats to some extent obsolete because the latest political trends are shaping political realities that bring information security issues to the fore.

<http://doi.org/10.5281/zenodo.4274689>

## **9. Political Parties as Subject of Public-Administrative Relations in Political Governance System**

*Oleksii Kriukov*

The paper considers political parties as political governance subject. The mechanisms of political parties' functioning under the parliamentary democracy conditions are analyzed. The role of electoral systems within the system of public administration is emphasized. Keywords: political parties, parliamentary democracy, political governance, electoral systems.

<http://doi.org/10.5281/zenodo.4274697>

## **10. The problem of ensuring the rights to represent the common interests of the territorial communities in Ukraine in the context of changes in the electoral system**

*Boyko Olena; Vasylyeva Nataliya; Deydey Daryna*

The article explores the problems of ensuring the rights to represent the common interests of the territorial communities in Ukraine in the context of changing the electoral system in the local elections. The practical results of the 2015 local elections in Ukraine in terms of representation in the regional and district councils are analyzed. A number of problems were identified, including: lack of representation in separate districts, lack of representation of the individual communities in the district and regional councils, which is inconsistent with Article 140 of the Constitution of Ukraine, where it is determined that the local self-government bodies representing the common interests of the territorial communities of the villages, towns and cities are the district and region councils.

<http://doi.org/10.5281/zenodo.4274704>

## **11. Legal and moral basis of nature management control and nature protection activity**

*Olena Ryabinina; Lyubov Yurchenko; Tamara Prykhodko; Lyudmyla Gontarenko*

The legal basis of nature management and nature protection activities were studied and generalized. The ecological character of the state is manifested in the role of law in regulating the interaction between nature and society. The most essential rules of

20 November 2020

such behavior are enshrined in law by the state and become mandatory for the implementation. Special attention is paid to the formation of the ecological network in Ukraine, which is an important administrative act aimed at ensuring real basic human rights, in particular the right of every citizen to a favorable environment for life. The process of creation and development of the ecological network contributes to the further integration of Ukraine into the European reality. In the context of modern ecological culture, the following basic principles of nature management are outlined: the priority of the ecological paradigm in the general state policy as well as in the state budget; approximation of technological cycles to the requirements of biosphere compatibility (inclusion of waste to natural biogeochemical cycles without violation); change of a person and the understanding of ecological values. The main tools for optimizing the interaction of society with the natural environment, creation of environmental safety and environmental beliefs are considered.

<http://doi.org/10.5281/zenodo.4274712>

## **12. State Environmental Policy in the Context of Environmental Management**

*Lyubov Yurchenko; Andriy Minosyan; Alexander Khoroshev; Sergey Karikov*

The article analyses the shift dynamics of the leading paradigms of the political predicates at different stages of social development. Addressing to the real world and the roots that go back to tradition makes it possible to recognize a new paradigm, which the 21st century is interested in viz. the paradigm of environmental protection. To develop a long-term policy of creating an environmental management system, it is crucial to determine the stages of its implementation in close connection with the socio-economic development. It is believed that at the first stage, in economic turmoil, when there is a recession and a shortage of basic necessities, “do no harm” should be the underlying principle of the environmental policy. It is important at least to stop further destruction of natural complexes.

<http://doi.org/10.5281/zenodo.4274720>

## **13. Privatization of state tasks in the field of public security and order: a doctrinal aspect**

*Oleksii Pronevych; Tetiana Koliada; Olena Kozyrieva; Tetiana Krasiuk*

Article is devoted to the doctrinal understanding of the upward social and legal trend of privatization of state tasks in the field of public security and order. Particular attention is paid to establishing the basic provisions of the theory of public tasks privatization, the characterization of certain definitions of governmental nature, the elucidation of the features of the administrative and legal nature of the subjects of delegated authority, the definition of specifics of the police administrative personality as a key subject of public administration, identification of strategic directions of individual police tasks privatization, as well as the ways of innovating domestic legislation and modernizing mechanisms detecting and eliminating threats to the protected state common good.

<http://doi.org/10.5281/zenodo.4274724>

#### **14. Management of communicative space of students in the higher education system**

*Olga Skorinina-Pogrebnaya; Kateryna Naumik-Gladka; Tatyana Selyukova*

At the present stage of social development, the education system is undergoing a global transformation due to the increasing complexity of requirements for competitive professionals. The essence and peculiarities of communicative space of student youth are revealed in the article. The communicative space includes the communicative roles, the communicative sphere, the communicative situation and the communicative settings.

<http://doi.org/10.5281/zenodo.4274746>

#### **15. Public Law Concept of the "Pharmaceutical Safety" : articulation problems**

*Oleksii Pronevych; Tetiana Koliada; Viktoria Palchenkova; Nataliia Glielova*

The article is devoted to comprehension of the articulation problem of the public law concept of the "pharmaceutical safety". Authors substantiated the need to distinguish pharmaceutical safety as a component of national security and security studies. It is established that the concept of "pharmaceutical safety" is not enshrined in national legislation, although some aspects of this problem are articulated at the level of by-laws. The absence of a consolidated doctrinal vision of the essence of pharmaceutical safety and its correlation with other types of national security has led to the widespread use by scientists of numerous related categories such as "pharmaceutical safety", "economic security of the pharmaceutical industry (enterprises, organizations)", "biological safety for pharmaceutical equipment", "pharmaceutical product safety", etc. It is proposed to define pharmaceutical safety as a state of maximum protection of legitimate interests of the population / patients, society, pharmaceutical and medical organizations guaranteed by the state against real and potential existential threats in the field of health care, which occur at all stages of production and circulation of medication or are determined by its inaccessibility, poor quality and / or infringement.

<http://doi.org/10.5281/zenodo.4274754>

#### **16. Safety culture as a factor of national and governmental relations**

*Yuriy Dreval; Olena Sharovatova; Bohdan Tsymbal; Sergey Artemiev*

It was considered the issue of importance of socio-cultural dynamics in the process of forming and realization of state policy for social and national safety. The basis for the analysis is the thesis about management measures. In the field of safety they are based on the principle of the priority of life and human health as the highest social value as well as the principle of systemic. In accordance with the main direction of safety ensuring are inseparable and harmoniously concerted integrity. In view of the above the thesis that culture is one of the important factors for ensuring safety at all levels of

20 November 2020

society is filled with concrete content. It was formulated and substantiated position that social, state-political, corporate and personal levels of social relations should be the main structural components of maintaining a proper state and development of a safety culture. Depending on these levels state policy should be specified and state-administrative activity should be adjusted in the field of social and national safety.

<http://doi.org/10.5281/zenodo.4274759>

## **17. Current strategy of personnel policy formation in public administration**

*Serhiy Tarasov; Kyrylo Pasynchuk; Iuliia Panimash; Yuriy Horbachenko*

The article deals with the peculiarities of the current strategy of personnel policy formation in public administration, defines the innovation concept, the components of the innovation process in the public administration system. The basic indicators of the current innovative concept of personnel policy formation in the market economy conditions are highlighted, stemming from the following ideas: flexibility and adaptability of human resource development strategy, putting together people and their property and power, which ensures every person's freedom for occupation, active participation in personnel policy decision and its further implementation at the state, region and enterprise levels, flexibility and novel technologies of HR management activities.

<http://doi.org/10.5281/zenodo.4274896>

## **18. Areas of improvement of public administration organizational arrangement of regional personnel policy formation**

*Serhiy Tarasov; Tetiana Kryshchal; Olha Krichker; Vasyl' Rotar*

Topical issues of public administration of personnel policy formation are summarized in the article. Foreign experience of the public administration organizational arrangement of personnel policy formation is analyzed. Taking into account international practices, the main public administration areas of forming active personnel policy have been summed up. Key elements of regional personnel policy have been generalized. Ways of improvement of the public administration organizational arrangement of personnel policy formation have been offered.

<http://doi.org/10.5281/zenodo.4274902>

## **19. Institutional Changes in the Ukrainian Education Industry: Problems and Solutions**

*Mikheylo Ivashov; Nadiia Datsii; Olga Martynenko; Vyacheslav Shynkarenko*

This paper highlights the main directions of reforming the educational sector in Ukraine. Objective and subjective factors of reforming at all levels of educational services are revealed. The authors critically evaluate the current state, results and

20 November 2020

consequences of institutional changes in education. The necessity and advantages of introduction of innovations in educational process are substantiated in the work. The authors identified the main institutional threats from the implementation of "mechanical monkey" of the world-recognized educational standards without a systematic approach and adequate financial and logistical support. The peculiarities of the emergence of institutional pathologies due to inefficient management decisions in the field of education and their influence on the formation of the institutional environment and socio-demographic situation in the country are revealed. It is substantiated that the basis for the implementation of reasonable, understandable and achievable institutional changes is the search for effective growth points of the reform of the educational sector. The authors identify key areas for institutional change to ensure the success of education reform in Ukraine.

<http://doi.org/10.5281/zenodo.4274911>

## **20. Problems of adaptation of the legislation of Ukraine in the sphere of ensuring the human right to safe working conditions to international and European standards**

*Oleksander Malko; Oleksiy Ilinskiy; Maryna Sarapina; Kateryna Zakomorna*

The provisions of international and European standards that are not properly reflected in the national regulatory framework for labor protection have been identified. International and European standards of safety and hygiene has been systematized, also their content, state of development and implementation in the field of occupational safety have been clarified. The types of EU occupational safety and health regulation documents adopted on the basis of Directive 89/391 / EEC and the general principles of occupational safety and health have been identified. The list of issues that need to be finalized and implemented in the National NEAP has been compiled and the factors that impede this process have been identified.

<http://doi.org/10.5281/zenodo.4274916>

## **21. Improvement of the Civil Service Legislation in the Conditions of Power Restart in Ukraine: innovations and risks**

*Natalia Goncharuk; Lesia Prudius*

The article is devoted to the study of innovations and risks of the amendments to the legislation on the civil service in the conditions of restarting power in Ukraine. It is established that the innovations relate to the scope of the Law of Ukraine "On Civil Service", legal bases of the civil service, management of the civil service, entry into the civil service, its passage and suspension. In order to evaluate these innovations of the current Law on Civil Service of Ukraine, the method of SWOT analysis was applied.

<http://doi.org/10.5281/zenodo.4274918>

20 November 2020

## **22. Methodological and Technological Aspects of Regional Development Strategy's Design and Implementation: A Case of Dnipropetrovs'k Region Strategy 2027**

*Iryna Chykarenko; Olga Kirieieva*

The article highlights particular results of the research carried out in May-December 2019 in the framework of the Dnipropetrovs'k region strategy – 2027 draft's development. Integrated results from the amalgamated territorial communities' development strategies have been used to identify the main problems for the region development and to build a system of strategic priorities. According to the results of the questioning and expert evaluation, the Dnipropetrovs'k region key problems were identified. The results of sociological research and the analysis of the situation in the region determined the strategic choice of Dnipropetrovs'k region on the basis of an optimistic scenario, which is reflected in its mission and strategic vision.

<http://doi.org/10.5281/zenodo.4274920>

## **23. Digital Transformation as one of the Local Strategic Development Drivers: A Case of Dnipropetrovs'k Region**

*Tetiana Mamatova; Olexiy Chykarenko*

The article highlights particular results of the research carried out in May-June 2019 in the framework of the regional Program of informatization “Electronic Dnipropetrovs'k region” for 2020-2022 development. The integrated digital readiness assessment of 59 amalgamated territorial communities and 11 cities of Dnipropetrovs'k region was obtained by expert method. On the basis of this assessment, as well as the processing of these territorial communities' residents, representatives of business structures and local self-government bodies questionnaire survey results, the results of a comprehensive study of digital technologies implementation and Dnipropetrovs'k region subregions' digital inequality were determined.

<http://doi.org/10.5281/zenodo.4274926>

## **24. Risk of Ukraine's human capital loss and the means of its warning**

*Valentyna Molokanova; Ella Sergienko*

The impact of emigration processes in Ukraine on the decline of human capital potential is indicative as a set of unfavourable domestic conditions that are pushing the population out of their home country. In today's environment, the role of the individual as a special resource for economic development is increasing. Analysis of real processes of economy and society development in modern conditions has led to the establishment of human capital as the main productive and social factor. The preservation and development of human capital is a prerequisite for the effective growth of the national economy. The article examines statistics on labour migration in Ukraine, identifies the positive and negative consequences of labour migration. Special attention is paid to intellectual migrants as a major human capital resource.



20 November 2020

The results present as the spectrum of motivational values changes in different segments of the population. The main result of the study is a deepening of the theoretical framework for managing the risk of human capital loss. Recommendations for the careful regulation of intellectual migration have provided to stimulate the development of the national economy, improve the quality of human capital and increase the income level of the population.

<http://doi.org/10.5281/zenodo.4274933>

## **25. The System of Administrative Services at Level of Territorial Communities: Dynamics of Development (2009-2019 years)**

*Tetiana Serohina*

The article describes the dynamic of the Administrative Service Centres (ASC) network development in Ukraine from 2009 to 2019. The reform of administrative services is one of the most systematic and consistent in Ukraine due to the consistent implementation of a set of state measures and the expansion of the role of international technical assistance projects. Studies of the quality of administrative services confirm the positive changes. Analysis of the growth dynamics of the ASC number showed that this process is heterogeneous, with almost no centers being created until 2012, and in 2013 and 2014 (457 and 111 ASC, respectively) this process was most active. From 2015 to 2019, the growth of ASC was slower, and no centers were established in 1 quarter 2020. Recent trends suggest that, at the current stage of decentralization, the existing network is able to provide citizens with proper administrative services. The main focus of the experts is on solving the problematic issues that arise in the existing centers. Such problems include the existence of "formal" ASC when there is no systematic vision for the appointment of the center, ASC of district state administrations, in the period when the latter is planned to be eliminated in the near future, obstacles to the decentralization of services (services of registration of civil acts, registration of vehicles, etc.), require special attention.

<http://doi.org/10.5281/zenodo.4274937>

## **26. The ways of improvement of the implementation of social mechanism in the field of state administration of social risks in Ukraine**

*Tetyana Kravchenko; Kateryna Naboka*

In the article, the problem of the use of the social mechanism is selected as an effective instrument of public social policy. The scientific and practical approach is offered concerning the improvement of social mechanism, which improves the active implementation of the social dialog of public, local self-government and territorial communities in the field of management social risks on principles of construction of structural connections and relations in society, complexity and combination with the existent forms of realization of social policy. It is well-proven that implementation of social mechanism enables to correct the public policy concerning leveling of social risks leaning on withstand social norms. This mechanism allows raising the level of viability of the social system, modernizing the infrastructure of educational



20 November 2020

establishments and improving staffing and financial support of social services. The scientific ground of implementation of the social mechanism of management social risks is directed on the achievement of strategic priorities of receiving society's social safety. Based on the noted approach the practical ways of development of social mechanisms are proposed.

<http://doi.org/10.5281/zenodo.4274941>

## **27. Higher education quality as a determinant to ensure state security of Ukraine**

*Volodymyr Moroz; Svitlana Moroz*

The article offers the authors' view on the place and role of higher education quality within the system of state safety ensuring. There is generalized the content of main approaches concerning the direct and indirect connection between a state's education system and that of security; also, there are established the directions in their contents correlation within the procedures of control system potential formation. There is established the unity and counter-apposition of interaction between the phenomena of higher education quality and state security.

<http://doi.org/10.5281/zenodo.4274943>

## **28. Problematic issues of the State governance of the organization of Civil-Military Cooperation in some areas of Donetsk and Luhansk regions of Ukraine**

*Serhii Bielai; Oleksandr Mynko; Eduard Poltavskyi*

The history of CIMIC development has been analyzed. It has been established that the term "civilian-military cooperation (CIMIC)" was initiated in the NATO countries. The essence of CIMIC and the process of its beginning in certain regions of Donetsk and Luhansk regions of Ukraine since 2014 have been researched. An expert survey was conducted to study the current status of the organization of CIMIC in Ukraine. According to the results of the poll, the problems of public administration of the organization of CIMIC in certain regions of Donetsk and Luhansk regions of Ukraine were identified. The analysis of the identified problematic issues for their further solution was conducted.

<http://doi.org/10.5281/zenodo.4277829>

## **29. Decentralization reform in Ukraine: main directions and priorities**

*Vasylyeva Nataliya; Vasylieva Oleksandra; Chubina Anastasiia*

In this article the author aims to analyze the essence of the legal bases of decentralization reform in Ukraine on the basis of conceptualization of theoretical principles and determination of priority directions of decentralization of power. The author notes that decentralization is one of the priority principles of the organization and functioning of public power and acts as a strategically determined vector of

20 November 2020

modern state policy; it is one of the components of almost all sectoral reforms. The article emphasizes that decentralization issues attract the attention of researchers from completely different scientific fields.

<http://doi.org/10.5281/zenodo.4277845>

### **30. The current problems of the state policy on the financial support of the Ukraine's security forces**

*Serhii Pavlenko; Oleksandr Bondarenko; Serhii Bielai; Ihor Yevtushenko*

The current problems of the state policy regarding the financial security of the state security forces are highlighted. The factors (codes of the programme classification of expenditures and crediting of the state budget), which influence the formation of opportunities, effectiveness of actions and existence of a certain security force of the state, are identified; the estimation of their importance with an a priori ranking method is offered and the approach to identification of the most important factors (codes of the programme classification of expenditures and crediting of the state budget) is justified. The obtaining of an instrument by which an institution which implements a state policy on the financial security of the security forces can use the scientific approach to estimate and separate the most important factors which influence the formation of capabilities, the effectiveness of actions and the existence of a certain security force.

<http://doi.org/10.5281/zenodo.4277853>

### **31. The economic justification of the public administration decisions in the area of the national security and defence**

*Oleksandr Bondarenko; Valerii Vasilenko; Stanislav Osipenko; Artem Zozulia*

The study develops the toolkit to make economically justified the public administration decisions in the area of the national security and defense, which fundamentally aims to maximize the impact of activities on the public administration of the security and defense sector due to minimizing or optimizing the expenditures of their operation and their relevant tasks. by appointment. The authors suggest applying the approaches, principles and methods of military-economic analysis to the decision-making process of the public administration in the mentioned area. Such toolkit is structured according to the relevant stages of the decision-making process and the estimation of its effectiveness by the certain criterion and indicators at each of the identified stages.

<http://doi.org/10.5281/zenodo.4277864>

### **32. Investment in development of enterprises innovative activities**

*Olena Iastremska; Hanna Strokovych*

The aim of the paper is to determine the internal and external innovativeness of investment projects of enterprises, investment strategies of innovative activity,

20 November 2020

strategic gap. The activity of 19 enterprises of Kharkiv region during the period of 2014-2019 using multivariate analysis has been analysed. As the result, 3 enterprises engaged in innovation were selected. Their innovative projects were examined. 10 experts from each enterprise were interviewed. Participants were asked about innovation implementation, project changes, the need for organizational transformation, the complexity of integrating current knowledge, the level of impact, the scale of impact, and the scale of impact of the innovation project. These activities allowed to determine the internal and external innovativeness of investment projects of enterprises. On the basis of innovativeness of investment projects and investment attractiveness of enterprises certain investment strategies of innovative activity of enterprises have been substantiated.

<http://doi.org/10.5281/zenodo.4277867>

### **33. Formation of an innovative model of human resources management in public service in Ukraine**

*Natalia Goncharuk; Yuliia Pyrohova*

The article is devoted to the research of the modern system of personnel management in state and local self-government bodies and creation of an innovative model of human resources management in the public service in Ukraine. It has been established that the modernization of personnel services into personnel management services started in the public authorities after the approval of the Strategy of the state personnel policy for 2012-2020, the Strategy of reforming the public administration of Ukraine for the period up to 2021 and the adoption of the new Law of Ukraine "On Civil Service" and continues today. Analysis of the existing personnel management system in state bodies and bodies of local self-government, its strengths and weaknesses has identified a number of systemic problems, and also, that today in Ukraine there is no single, legally regulated system of personnel management in the public service in general and of the personnel management system in the sphere of state service and service in bodies of local self-government in particular.

<http://doi.org/10.5281/zenodo.4277879>

### **34. Education reform in Ukraine: unique possibilities and serious risks**

*Lidiya Tikhonova; Olena Turuta; Oksana Zhydkova*

Nowadays the national education system is undergoing the crucial period of its development. The state policy in the education sphere is obtaining of the quality education by every citizen throughout his life with further confirmation of its national character. Furthermore, one of the components of the higher education reform is to ensure the advanced innovation-driven development of education, as well as to integrate it into the global education system, taking into consideration the worldwide trends.

<http://doi.org/10.5281/zenodo.4277888>

20 November 2020

### **35. Professional competence of staff of state authorities: professional destruction and prevention methods**

*Valentyna Shtanko; Tetiana Korobkina; Natalia Dashenkova; Iryna Ushakova*

The article offers a brief analysis of the current state of the problem of studying the concept of professional competence of public administration personnel. The relationship of the concepts of professional competence and the concepts of professional deformation and destruction, their representation in Ukrainian and foreign scientific literature, as well as the availability of scientifically sound and practically justified recommendations and instructions for their prevention and overcoming is investigated.

<http://doi.org/10.5281/zenodo.4277897>

### **36. The phenomenon of professional burn-out of civil servants (the case study of the executive authorities of the Mykolaiv region)**

*Oleksandr Shtyrev; Sergey Tymofeev*

The aim of the paper is to determine the phenomenon of professional burn-out of civil servants. The study involved civil servants of various ranks and positions from the regional justice bodies, the Pension Fund, Mykolaiv Regional State Administration and District State Administrations of the Mykolaiv region (Ukraine). The study was planned and carried out with the theoretical assumption that those people who have been working in the organization for more than three years may experience professional burnout. Therefore, the pilot research included people who have been working in an organization from three to twenty-five years. In total 300 people took part in the research: civil servants of executive authorities of the Mykolaiv region (171 females and 129 males) from 25 to 55 years of age.

<http://doi.org/10.5281/zenodo.4277912>

### **37. Preliminary information as an effective mechanism of customs control and customs security of State**

*Ljudmila Ivashova; Oleksandr Datsii; Tatiana Totska; Olena Kritenko*

This paper highlights the main advantages and algorithm of using preliminary information in customs. The authors argue that preliminary information is an important component of customs security. The main advantages of customs information are the improvement of the quality of customs control through the use of risk management methods. The authors presented an algorithm for implementing the system of preliminary information in the practical activity of the customs authorities of Ukraine in the form of a structural and logical scheme. The authors reveal the experience of prior information in international practice and identify the main directions of its widespread implementation in Ukraine. The paper states that prior information is effective only if information technologies are used and an automated risk analysis and management system is used. The authors propose the use of a Passenger Information System (APIS), first developed and implemented in the United

20 November 2020

States, to address drug trafficking and national security threats. To implement the APIS system, it is proposed to introduce a digital version of the advance declaration for passengers within the concept of customs digitization.

<http://doi.org/10.5281/zenodo.4277916>

### **38. Risk management in the event of emergencies of the state and local levels (on the example of Kharkov region)**

*Hryhorii Ivanets; Ihor Tolkunov; Ivan Popov*

Comparative assessments of hazardous factors in different regions of Ukraine differ significantly, due to the development of their industrial complex, as well as natural resource potential, social and environmental situation. Each region of Ukraine has its own territory with an appropriate population, its own levels of man-made and natural hazards, which must be taken into account to prevent emergencies and adequately respond to them. The study of risk factors for the territory and population on the example of Kharkov region, risk management in case of emergencies, the level of danger for the territory and population of the region. The usefulness and expediency of research is due to the fact that such an analysis is the basis for substantiation of organizational and technical measures to prevent and adequately respond to emergencies in the region, taking into account potential dangers in this area and throughout the country as a whole.

<http://doi.org/10.5281/zenodo.4277924>

### **39. National security and human rights: dialectics of interconnection**

*Oleksandr Dzoban; Oleksandr Panfilov; Petro Kvitkin; Iryna Diatlova*

The article reveals the relationship between the problems of national security and the problem of human rights, world experience and the peculiarities of the national approach to solving the problem in Ukrainian society. It is shown that national security and human rights are organically interconnected, but the real interdependence of the phenomena of national security and human rights is often contradictory due to the division between the interests, values and goals of individuals and their associations, on the one hand, and the interests of large human communities of which they are a part, on the other. It is substantiated that the problem of interdependence of national security and human rights is a problem of compromise between ensuring national security and respect for human rights, between the realization of human rights and the protection of national security.

<http://doi.org/10.5281/zenodo.4277943>

### **40. The influence of political advertising on social and economic security in Ukraine**

*Olena Akhmedova; Yuliia Kharlamova; Kyrylo Husarov; Viktoriia Shvedun*

20 November 2020

The influence of political advertising on social and economic security in Ukraine is investigated in the article. In particular, the research of general characteristics of political advertising as a key factor of social and economic security is carried out. The analysis of advertising expenses of political parties concerning the impact of political advertising expenses on the state budget is carried out and the grouping of political parties on advertising expenses is made. It is shown that political advertising has a negative influence on social and economic security as a result of massive psychological impact on citizens and overload of spending of budgetary funds. The following measures are proposed for increasing of the level of social and economic security of political advertising: adaptation of political advertising technologies to contemporary social attitudes in society; reducing of budgetary expenses on political advertising and attraction more financial resources from commercial entities; using less aggressive methods of psychological influence in political advertising.

<http://doi.org/10.5281/zenodo.4277960>

#### **41. Theoretical and methodological bases public management and administration**

*Serhii Maistro; Vitalii Kropyvnytskyi*

The differences between the scientific definitions of “governance”, “public management” and “public administration” are defined. The author's definition of the concept of “public management and administration” is given. A methodological approach to assessing the effectiveness of public management and administration is proposed.

<http://doi.org/10.5281/zenodo.4278040>

#### **42. Ensuring safety of the commercial air transport industry under tight budget constraints**

*Olha Ivanytska; Maryna Vysotska; Svitlana Dombrovska; Oleksandr Yevsyukov*

The article identifies the problems associated with ensuring the safe operation of air transport in the countries that have tight budget opportunities from the state's industry support. A number of factors that have a significant impact on the creation of an air safety system are outlined. Financial and non-financial measures for overcoming the obstacles to access the financial resources by national carriers and for directing the funds raised to improve the transport safety have been proposed.

<http://doi.org/10.5281/zenodo.4278052>

#### **43. Actual problems of the management of research activities of students of higher educational institutions**

*Viktor Paliukh; Oleg Semkiv; Viktoriia Shvedun; Viktor Pokalyuk*

This article discusses the problems of managing the research activities of university students showed that the study of its theoretical and practical aspects. In my opinion,

20 November 2020

this development can occur by constructing and using the structural-functional model of managing the research activities of university students.

<http://doi.org/10.5281/zenodo.4278070>

#### **44. The economic policy of Ukraine: realities and prospects**

*Yuriy Batyr; Oleg Nazarov*

The article examines the state of economic development of Ukraine over the years of independence. After independence, Ukraine experienced a large decline in production. For the first ten years in a row, there was a drop in GDP and a decrease in investment in fixed assets. For all 30 years of independence in terms of GDP, Ukraine belongs to the poorest countries in Europe, the standard of living is lower than in Georgia, Turkmenistan, Belarus. The highest GDP per capita was achieved in 2008. However, the crises of 2009 and 2014. the economy was rolled back, therefore, even with an increase of 3.5-4%, the level of 2008 will be reached only until 2032. According to the results of 2019, the figures are good - GDP is growing by 3.3%, inflation is declining, and the hryvnia has broken all record highs (appreciation against the dollar by 15.5%), but production fell by 15%. Exports of agricultural raw materials and products continue to increase in exports, sales of metal, paper products and industrial wood exported under the guise of firewood are increasing, and the volume of high-tech products is steadily decreasing.

<http://doi.org/10.5281/zenodo.4278076>