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INTRODUCTION TO PUBLIC ADMINISTRATION

**Summary of lectures
for students of speciality
8.15010008 "Public Administration"
of all forms of study**

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A brief content of 10 themes is presented according to the syllabus of the academic discipline. The theoretical and methodological foundations of public administration have been given consideration. The functions and principles of public administration have been studied; the models of public administration have been described; the scientific bases of public administration have been formulated; the social aspects, morality and ethics have been highlighted; the essence of conflict and culture has been defined; the content of efficiency and effectiveness in public administration has been thoroughly investigated and defined.

For students of speciality 8.15010008 "Public Administration".

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Introduction

During Ukraine's independence, under the Constitution of Ukraine, the structure and functioning of public authorities have been constantly changing at all levels. The development of all types of property and civil society requires transformation of the bureaucracy into an efficient system of government, which contributes to meeting the rights and legitimate interests. This, in turn, leads to an objective need for further development and strengthening of public sector in the new environment.

The decisive criterion for these changes is the introduction of the European standards of public service and professional service of political leadership in Ukraine's officials activities. The implementation of such measures provided according to the concept of adaptation of civil services to EU standards was approved by the Decree of the President of Ukraine of March 5, 2004; and the concept of civil service legislation in Ukraine was approved by the Decree of the President of Ukraine of February 20, 2006.

A thorough understanding of the problems that arise in the process of formation of a modern doctrine of public service, the very concept of public service, as well as the corresponding institution contribute to a more rational approach to the formation of the human resources policy to meet the new challenges and functions of the state and society from overcoming the alienation of public power to increasing professionalism and competence of public servants. The academic discipline "Introduction to Public Administration" is a compulsory discipline which is taught according to the curriculum of the qualification level "Master", speciality 8.15010008 "Public Administration" of all forms of study.

Public administration is a sphere of activity that deserves a careful study because of its importance for general education of students. Studying the academic discipline "Introduction to Public Administration" will contribute to the overall education of students forming their scientific skills in the analysis of problems in public services and public interest while implementing efficient and effective functioning of the government.

Section 1

The theoretical and historical foundations of public administration

1. The theoretical aspects of public administration

1.1. The essence and content of public administration.

1.2. The functions and methods of governance.

1.3. The principles of governance, the mechanisms of public administration, implementation and use.

The key concepts and terms: public administration, governance, management, the public administration mechanism, the principle of subsidiarity, the principle of concentration of public administration functions, governance methods.

1.1. The essence and content of public administration

The term "public administration" (PA) was introduced into scientific circulation only in 1950 in the USA, despite the fact that the theoretical principles in this area have been formed in antiquity, from the beginning of appearance of democratic ideals. The appearance of scientific definition and the beginning of a conceptual approach to the formation of a new management paradigm "public administration" was given by Paul H. Appleby who introduced his vision of the phenomenon and described it as "the process of leadership in public affairs by leaders responsible for the executive branch of power" [166].

However, long before the term "public administration" appeared, the theoretical development of this concept had been done by Woodrow Wilson. He believed that the science of public administration (management) would look for ways to improve the totality of central government. He proposed to separate the political and professional components of the system of government thus introducing the principles of bureaucratic administration, leaving only a political colour to determine national policy. That is why Woodrow Wilson defined the administration tasks as a prompt and competent implementation of political decisions of the government of the country. He developed a model of "administrative efficiency", suggesting the use of the administrative methods of governance and management of business processes. However, he emphasized

that unlike all business procedures and mechanisms, public policies should be public that is open to the public, because money which is spent is accumulated in state taxes [144].

American scientists D. Schuman and Dick W. Olufs argued that public administration, its concepts and role change over time, and they determined its characteristics – covering all three spheres of government: executive, legislative and judicial branches and their relationship. PA plays an important role in shaping public policy and thus is a part of political process. It significantly differs from private administration, interacts with many private groups and individuals in the provision of services to the community [172].

G. Clapp suggested a generalized view of the term "public administration" defining it as "association of public figures". He noted that the openness of senior government officials is an objective necessity in the context of building a new type of civil society and, thus, any activity in the administration of public affairs is public [169].

Since that time the criterion of public activities has been constantly accompanied by public administration, although initially this publicity belonged directly to the heads of higher administrative level.

Today, public administration is used in the practice of management of public affairs in the Anglo-Saxon countries, demonstrating the effectiveness of the chosen approach and formed instruments, which began its implementation in the state management paradigm of other countries, especially those which are at the stage of breaking social consciousness and transition from ideology of totalitarianism or authoritarianism to democracy.

In this context it is better to present the view of Patricia M. Shields, who defines public administration as a process of implementation of democratic values, principles and tools in the management of a state [172].

It is advisable to note that the basic principles of democracy that were formed in the late 18th – 19th centuries, slightly transformed during this time. Traditionally, these include: recognition of people's source of power and the bearer of sovereignty; formation of government through free elections, the equal right of all citizens to participate in state governance and so on. Derivatives are accountability, responsibility and transparency. Thus, democracy is a basic, inherent principle of public administration of each state, whose aims should be legal. As for decentralization (vertical or horizontal), it does not only improve the quality of management, but also saves resources, though in certain circumstances it may be replaced by the principle of centralization or be absent.

The former structure of public administration has undergone significant changes under the influence, first of all, of technological components and the loss of its value hierarchically associated with the concentration of power at the top of the bureaucratic pyramid. In particular, a radical transformation of the system of government that took place in many foreign countries (Australia, the UK, New Zealand, the Netherlands, Germany, the USA, Sweden, Switzerland etc.) at the end of the nineteenth century, caused changes in the activity of public authorities: the new categories inherent in the market (profit, cost, competition, calculation, etc.) which performed a number of functions previously carried out by the state, were involved in community organizations. A new concept called "public administration" (public management) was introduced. Researchers interpret it in different ways, depending on which approach is practiced, on which principle of competition or construction of a new "policy" to implement the functions of state is based [252; 143].

Therefore, the democratization of sociopolitical and socioeconomic processes is crucial for the shift in public management from the person of a statesman to the processes in which he is involved. The process of governance is becoming more open; and synthesis of ideas in the field of public administration with the principles of the system approach stimulates the formation of a new field of knowledge.

It is necessary to emphasize that the emergence of the definition of public administration, as well as the evolution of understanding of its nature is explained by several factors:

- firstly, the increased activity of civil society. In society there is a desire to be involved in the processes of governance. The postwar period was characterized by the flourishing of civil society, as a standard of civilized people, nations, society of a separate state. Therefore, the public begins to require more openness from the statesmen, and above all, transparency in decision-making;

- secondly, changing of political elites' guiding activities. By its very nature, it is a response to the political willingness of society to be engaged in the processes of governance. The openness and greater publicity of political leaders make it possible to obtain more support of potential voters, so the scope of public management becomes an arena of permanent political election of confrontation. The American political strategists are beginning to interpret the activities of each political figure from this point of view;

- thirdly, the democratization of social processes. The victory of liberal democracy over totalitarian regimes (first fascist and then communist) led to the need to strengthen democratic ideals.

Publicity of statesmen and availability of the entire system of government to ordinary citizens is an essential need for further social development.

Thus, the formation of a new management paradigm within public administration is a new step in the development of state and administrative relations aiming to achieve a maximum balance of interests of private and public sectors. It should be noted that American scientists who are specialists in public management do not focus on administrative services, considering them a priori and inalienable of government.

In fact generalization of foreign experience and practice of the public administration concept can be found in the glossary of the UNDP, which states that the term "public administration" has two closely related definitions [198]:

- a coherent state apparatus (policies, rules, procedures, systems, organizational structure, personnel, etc.), which is funded by the state budget and is responsible for the management and coordination of the executive branch and its interaction with other stakeholders in the state, society and the environment;
- management and implementation of various governmental measures related to the implementation of laws, regulations and government decisions and management, due to the provision of public services.

For better understanding of the essence of public administration in the modern science of public administration in Ukraine, the authors believe it expedient to cite a number of definitions that characterize the lack of unity of scientists regarding not only the substantial burden, but the translation of the Ukrainian category "public administration", which significantly complicates the definition of a single approach to the understanding of the public administration mechanism, as a unique sociopolitical and social process (Table 1.1).

Table 1.1

The definitions of the term "public administration"

Author	Public administration is
1	2
T. B. Semenchuk [128]	management which, on the one hand, ensures the provision of public services on legislation, and, on the other hand, is the implementation of the selected type of policies that embody state officials with delegated powers in the will of the people in the elections both within the country and abroad in all areas of manifestations
T. O. Kolomoets [68]	in the broadest sense it is a set of activities of state bodies and local authorities which means virtually all forms of realization of state and self-governing bodies in general. In a narrow sense it is a set of activities of

Table 1.1 (the end)

1	2
	state bodies and local authorities, which are different activities distributed in some way. Thus, the category of public administration in the narrow sense reflects the relatively independent activity of state bodies and local authorities so it has some of the relevant subjects
O. V. Kuzmenko [76]	the activities of public administration to meet the general public interest of society
Encyclopedia of Public Administration [49]	a variety of administrative institutions of public power, through which the government and civil society ensure self-government of the entire social system and its development in a certain defined direction
V. B. Dziundziuk, N. M. Meltiukhova [43]	public administration or implementation of public policy mainly by the executive branch
A. Kuznietsov [77]	activities regulated by state legislation local authorities, aiming to transform the life acts and decisions of local self-administration as for provision of public services
O. I. Hritsenko, S. M. Konyk , I. H. Surai [36]	Activities, concerning the functions of public sphere, providing interaction of society, government and economy to achieve public interest, and "attempts to divide public administration, into state government and local authorities, i.e. state and self-governing components are artificial

Analysis of the definitions makes it possible to draw a number of conclusions:

firstly, public administration is a part of state governance;

secondly, it is performed by a set of bodies with a respective mandate for the implementation of certain administrative functions of the state;

thirdly, public administration is aimed at the introduction of products of democracy that ensure the full development of society by the vector identified by the majority of legitimate public;

fourthly, it is activity of state bodies.

One should pay attention to a rather unusual but interesting opinion of V. M. Martynenko on the concept of public administration. He separates state and public governance, which he understands as public administration. So V. M. Martynenko believes that state governance is a process opposite to public administration – a category that is characteristic of the authoritarian governance system; while the category of social (public) administration is specific to the system of democratic governance. While governance is based

on the system of authoritarian government built top-down and based on the priorities of public interest and the interests of people who represent this state, public management is based on the system of democratic governance, formed bottom-up, and based on the priorities of public interest of citizens at various levels of social structure [86].

Therefore, it is possible to give a detailed definition of public administration as a whole structured process that is a part of public (state) administration (management), which is carried out by a set of state and local governments to ensure sustainable and comprehensive development of the state as a whole and its individual regions on the basis of effective use of modern management methods and tools, based on the principles of democracy, rules and laws of primacy of human rights and effective use and allocation of available resources of the state, which makes it possible to ensure social equality and high level of satisfaction of social needs.

In a more narrow sense public administration can be associated with a number of events related to the executive branch and present:

- professional activities of officials at all levels to achieve the decisions of the government;
- interdisciplinary academic field, based on the theories and concepts of economics, political science, sociology, administrative law, management;
- methods of implementation of state policy.

In the latter case, public administration is coordinated actions of civil servants [116]:

- related to three branches of power (legislative, executive and judicial);
- important for shaping public policy;
- being part of the political process;
- differing significantly from management in the private sector;
- associated with numerous private groups and individuals working in different companies and communities.

Different points of view of national scientists and experts on the nature and content of the category of public administration, as well as socio-economic and sociopolitical realities of our country impose a significant impact on the process of implementation of public administration. Thus the main features of public administration in Ukraine can be defined as follows:

- a continued instability vector of foreign policy, which impacts on the system of relations in the field of public administration, and, in particular, its model. Today, after the proclamation of the final course towards European

integration it is necessary to replace the outdated concept of governance in the new paradigm of public administration;

- an established consciousness of most civil servants and local government officials that interfere with the adoption of a new system of values and implement principles of public institutions and availability of administrative services. Obsolete perception of the state's role as an imperative regulator of relations hinders the implementation of democratic reforms and therefore final implementation of the public administration paradigm in the state management processes;

- low professional level of the state administrative staff and civil servants and local government officials, that causes low quality implementation of public administration principles at all stages of administrative services;

- low legal awareness of consumers of public and administrative services provided by state and local governments, the lack of knowledge regarding their rights, their feasibility and methods of protection in achieving their own interests;

- insufficient motivation of civil servants and local government officials who directly implement public administration, which entails spreading corruption as an additional source to meet their material needs.

In general, today Ukraine is at the stage of transition to the principles of public administration. In the light of the European integration processes such transfer should be fast, but even with financial, methodological and organizational support of the EU the efficiency of the reform institutions remains at an insufficient level. Hence, the same level of efficiency is observed in the system of public administration.

Actually, the whole point of the efficiency of public administration is reduced to the ensurance of stable development of the political system of society. In such circumstances, a high level of social processes of democratization and civil society can be achieved. These two components of modern state can be determined as well as its socioeconomic component, whose development is very sensible with respect to any political upheaval.

1.2. The functions and methods of governance

The current state of reform of the public administration system in Ukraine seeks to create an effective system of regulation of social processes, overcoming the corruption component of the state administrative apparatus and the development of civil society with simultaneous democratization in the

public and political spheres. This specifies the tasks of public administration and its functions. Thus, the main tasks are:

- creation of an effective, stable, functional system of provision of public services focused on ensuring a high level of welfare;
- making the system of administrative services transparent and understandable to business entities in order to intensify the economic development process by stimulating entrepreneurial activity;
- organization of professional, open, apolitical socially oriented public service (service in the state and local government) on the basis of competitive selection and career planning;
- ensuring a high degree of respect for human and civil rights and accountability of public service to the institutions of civil society;
- ensuring a broad and comprehensive mandate of public in public administration in any form not prohibited by law;
- transfer of state interest primacy to the primacy of public interest.

Of course, solution to these problems should be provided by forming a stable, clear, democratic, economically justified and socially oriented legal framework. Since public administration is the realm of public and administrative influence on the development of the country and society, the procedures and mechanisms for its implementation should be clearly defined by legislation and regulated in a way that could achieve the greatest effect in the process of its practical implementation.

Regulatory support for public administration is the most important element in the system of state and administrative processes, because its quality does not only ensure the effectiveness of leverage of the government over public relations, but also the extent of legislation of the functions of the governance system. Most of these features are conditioned by a number of laws, which include:

- objectives and characteristics of national policy;
- the specific subject of administrative services;
- the object (often the type of public relations), at which the public administration is directed;
- specific areas of organizational impact of the state subject and local government which implements the functions of public administration;
- general principles and laws of relations functioning in the sphere of public administration.

Based on the fact that public administration is a multifaceted phenomenon, it is logical to admit the existence of both direct and indirect public administration functions.

The latter, according to particular scientists, include [158]:

- managing society as a whole;
- managing the economy (providing material and spiritual needs of all members of society);
- managing social relations (the social sphere of society includes labor, health, education, science, culture, national and religious relations, social insurance pension);
- managing administrative and political spheres (domestic and foreign policy);
- managing culture and ideology (it includes constitutional provisions on the freedom of speech, press, media, scientific, artistic and educational activities, protection of historical and cultural inheritance);
- managing personal life (issuing of the birth certificate, of life and state minimum possible only when it receives the public value (parenting, moral standards)).

Speaking about the direct functions of government there should be the following:

- forecasting and modelling the development of social relations that are administered by the state – it is a necessary to form a stable prudent public policy in various fields, which can be achieved only through effective forecasting and monitoring of the real subsystems' state of regulated social relations;
- monitoring socioeconomic problems. This feature aims at the operative response of state agencies to the most urgent challenges that arise from time to time in the community. Flexibility of public policy, and fast response of state and local governments significantly reduce social tensions and increase the efficiency of public services provided by public administration;
- the executive function, the essence of which derives from the category of management. This is the executive activity and subordinate relations in most of the state and local authorities, the achievement of efficient distribution of powers between them. If we imagine a system of public administration as part of the state functioning, the executive function is directed at its continuity;
- the function of public information provision is embodied in meeting the needs of these bodies in the information on the state of socioeconomic and public policy as well as on the implementation of various areas of public policy;
- the coordination function manifests itself through the interaction of different state and local authorities in the implementation of public policies, and

particularly in the administration of social processes. Mostly it concerns the complex administrative services provided to customers, involving various levels;

- the control function (regulation) of social processes – common rules and procedures for the implementation of certain kinds of social activities, in particular, such procedures as licensing, certification, etc.

- the function of sustainable community development which is embodied in providing administrative services to the entire population, to each individual territory in which sovereignty is spread. This feature is important for achieving a high level of development of individual regions and for their interaction with each other and central government. In fact, the function of public administration reflects the level of cooperation of public administration and local government;

- the protective function, which provides protection of the rights and freedoms of citizens, ensuring personal security and public safety, protection of property and creation of conditions for the full development of an individual, protection of family, motherhood, fatherhood and childhood; social protection, including social security and so on.

Thus, the functions of government make a specific vector which aims to administer or manage (organize, regulate, control etc.) the impact of the government subject on the object. The functions of government are implemented through the use of some methods. The method of public administration implies specific ways of practical implementation of powers or obligations of administrative entities within their legally enshrined authority. More often all methods of public administration are classified according to the following criteria:

- depending on the form of expression: legal, illegal;
- depending on the legal properties: normative (general), group, individual;
- based on the degree of influence on the powerful features: mandatory, discretionary, advisory, stimulating;
- based on the subject composition: individual, collegial;
- depending on the extent of the use of power: coercion, persuasion;
- depending on the content: regulative, organizational and administrative, economic, sociopolitical, sociopsychological, moral and ethical (Fig. 1.1).

Methods of legal regulation imply a combination of ways of compliance with the law, ensuring conformance of government to applicable legal standards. Activities in the field of legal regulation are based on the use of methods of development and publication of legal norms ordering relationships: between the authorities, society and individuals; between public administrations under the defined legal status and distribution of powers [251]. Organizational and

administrative methods are based on the power, discipline, responsibility, but, unlike the above classification, they should be divided into three main groups: organizational and stabilizing methods that establish the composition of the system elements and the links between them; methods of administrative support fixing organizational relationships that have been established to date; disciplinary methods that are designed to maintain the stability of institutional relations through the disciplinary system requirements and responsibilities. Economic methods are based on the economic interests of economic entities and the entire system. Economic methods are a powerful means of directing facilities management the right way [102]. Sociopolitical methods are aimed at creating conditions for increasing employment and political participation of citizens, formation and meeting their needs for social status in society. Social and psychological methods are based on the objective laws of social development and laws of psychology. Social management methods represent a wide range of political education, moral stimulation of organizational culture, ethics education, participation of citizens in the social management of enterprises.

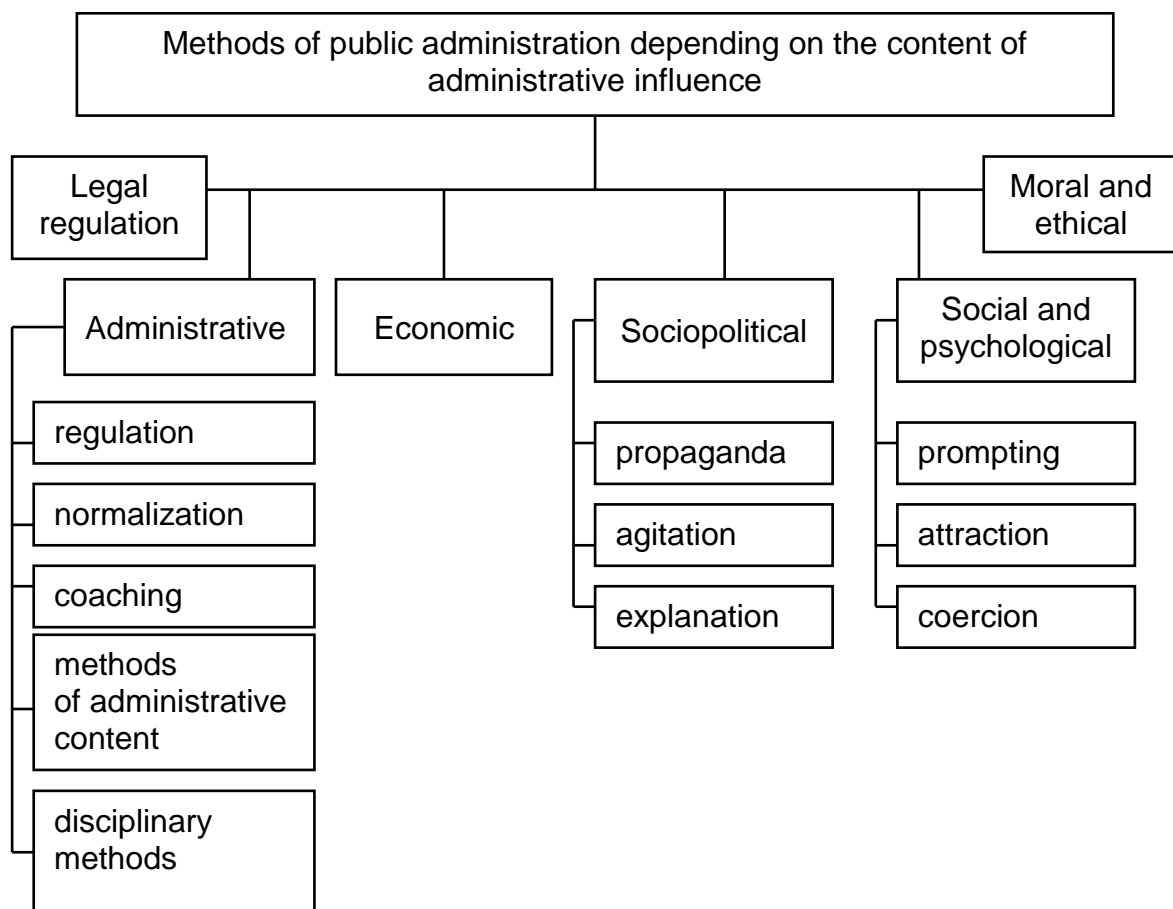


Fig. 1.1. Classification of methods of public administration depending on the content of the administrative impact

Ethical methods are aimed at creating a system of values, application of methods for elimination of the red tape, hidden or open overcoming resistance to organizational changes, changes in policies for recruitment, deterioration of the microclimate in the team, etc. [102].

1.3. The principles of governance, the mechanisms of public administration, implementation and use

Public administration, like any process develops its own laws, rules and trends. Regularity of implementation of public administration functions comes from the basic principles that are clearly defined and stated. Understanding the importance of the principles of the system is important for consumers of services and directly for public administrations which provide services. These principles are completeness, quality and timeliness of services and they are based on the criteria of theoretical and methodological support of the process of public administration in general.

The document "European Governance. White Paper" [170] sets out the principles of transition of Europe to a new paradigm of a united Europe on the principles of democratic governance, including:

- the rule of law – the subject of the powers of public administration in the implementation of public administration that should be established only in the legal acts;
- the principle of objectivity, i.e. the process of administrative decision-making and other official acts of the public administration subject that must be impartial;
- the principle of proportionality – the scale of the administrative decision and the means for its implementation must meet the necessary and reasonable purposes;
- the principle of economic feasibility, which is embodied in the need for a balanced approach to spending resources to carry out public administration based on the importance and significance of the desired result. It is assumed that the required results are achieved at the lowest cost;
- the principle of non-abuse power – public administration entities are prohibited to carry out functions of public administration if they do not have the necessary powers provided by law or take administrative decisions to achieve other purposes not prescribed by law;

- the principle of subsidiarity – decisions of the public administration should be adopted and implemented at the level of the public administration system, where they are the most effective.

The implementation of the principles of public administration in domestic practice leads to the need for significant changes in the approach to the management of the process of executive bodies and local authorities. This is, in particular, the introduction of management concepts based on the results of a new public administration, the tools and technologies of the development and implementation of budget programs in many countries.

According to the Concept of Public Administration Reform in Ukraine aiming to reach the European standards of governance, the organization of public administration activities in Ukraine should be based on the following principles [165]:

- the rule of law as a priority of the rights and freedoms of a man and citizen, humanism and justice in public administration;

- legitimacy as public administration activity, within the powers and in the manner envisaged by the Constitution and laws of Ukraine;

- openness as disclosure and accessibility of information for citizens about the activities and decisions of public administration to provide this information at the request of citizens;

- a duty of impartiality of public administration so that its officials impartially treat all the participants in the legal claim of the conflict of interest, if any, and take steps to overcome it;

- proportionality as restrictions on public administration purposes, which are to be achieved, the conditions to achieve them, and the duty of public administration to consider the negative consequences of their decisions, actions or inaction;

- the efficiency of public administration as a duty to ensure the achievement of the required results in solving its tasks with the optimum use of available resources;

- accountability as a mandatory internal and external control over the activities of the public administration, including the court;

- responsibility as a duty of public administration to bear legal responsibility for decisions, actions and inaction.

These principles form the basis of the administrative reform in Ukraine, whose mission is to fully ensure the constitutional rights and freedoms of citizens, legal principles of governance, rule of law, humanist requirements of the

state by creating such a system of governance that will be able to significantly promote economic stability in the country, raising the living standards of quality and efficiency of economic, political and social reforms, provide high quality public services [18].

However, administrative reform cannot be carried out without the reform of regions' management, and therefore it requires reforms of local government, transforming it to public administration, which will be based on the principles of democracy and implemented in close cooperation with civil society. Thus, the system and principles of public administration should be supplemented by a number of principles that will determine the shape of the interaction of state and local governments. These principles include:

- the principle of deconcentration – a shift of decision-making on regional development or solving local problems at the level of the relevant community;
- the principle of customer orientation of administrative services improving the quality of service, choice on a competitive basis and increased trust in government, private sector and society;
- the principle of innovation – wide-spread introduction of innovative technologies, including organizational and informational, to effectively meet the challenges of public administration;
- the principle of partnership – forms of interaction between government, local government, civil society institutions to improve the capacity, effectively overcome social and economic problems and achieve comprehensive development;
- the principle of accountability of local government to public authorities.

The mentioned principles are basic criteria for building a mechanism of public administration, both national and regional (Fig. 1.2). The most important task is to combine both mechanisms within the system of social processes in the country.

It should be noted that the mentioned mechanism introduces public administration in the implementation of administrative reforms and reforms of local government in Ukraine. Its main strength is in simplifying the number of relations of subordination and adding a wider public administration. This is in particular the civil society institutions that own much of the progressive vision, "refresh" the concepts of public policy in various fields.

Furthermore, it should be noted that the introduction of this mechanism will help solve the current problems of inefficiency of public administration and non-compliance of its strategic course for democracy and European standards of governance.

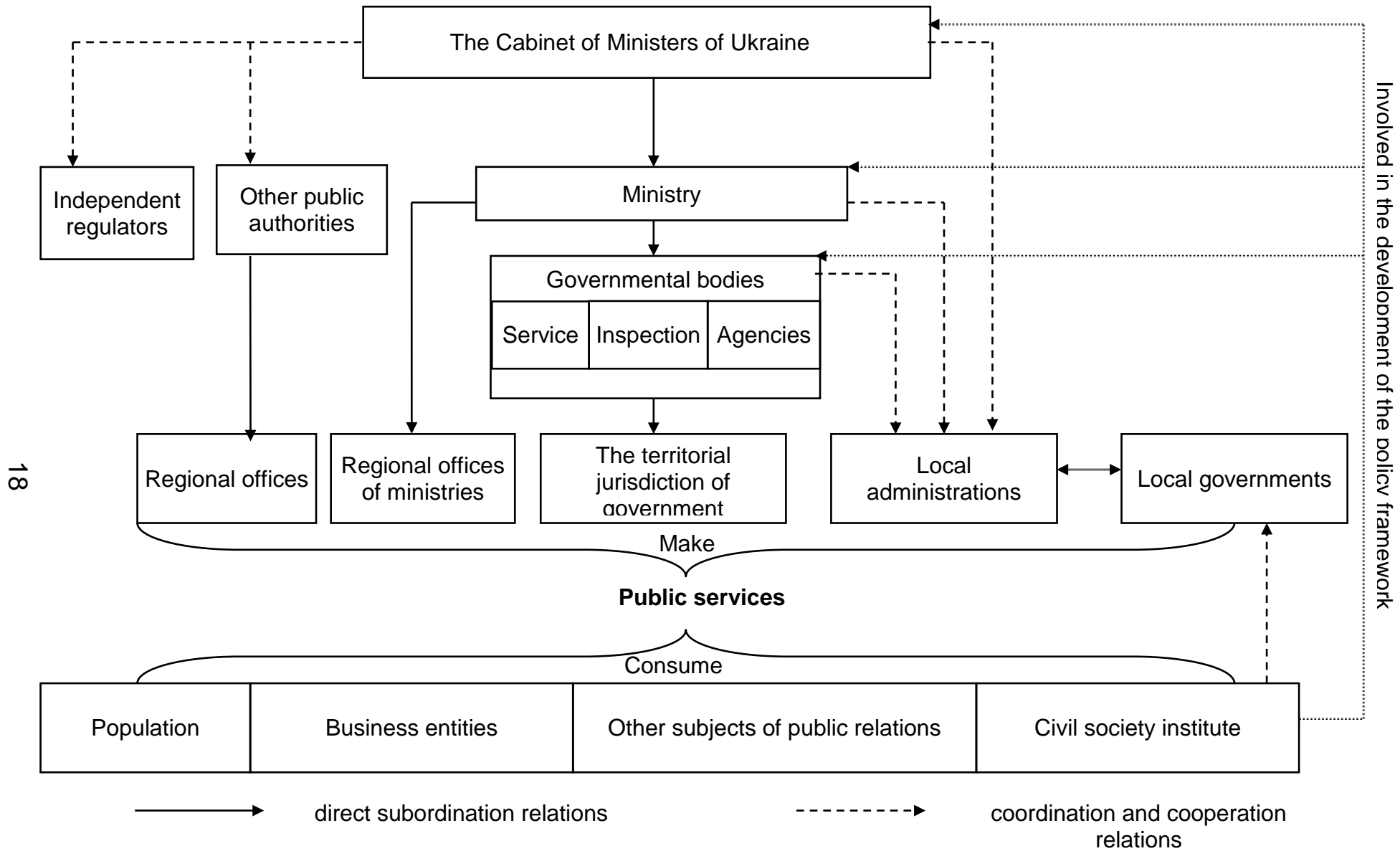


Fig. 1.2. The mechanism of the regional public administration

In particular, it's all about the ability of this mechanism to ensure the following:

- rationalize the system of the executive power at the central level;
- optimize and reduce the number of central executive bodies whose status is actually equal to the status of ministries;
- build a clear classification of central authorities, make the system more stable and flexible, prepared for current challenges in the development of the Ukrainian state;
- complete separation of functions of formation and implementation of public policies, such as state property management, supervision and control, administrative services etc. within the system;
- complete separation of political and administrative management;
- significantly increase the level of coordination and cooperation between central authorities;
- provide direct dialogue in partnership between public authorities and local governments.

Based on the foregoing, we conclude that the mechanism of public administration is a set of hierarchically built state and local governments which are aimed at practical implementation of the basic principles of state policy, thus ensuring the development of the country as a whole and the balanced development areas in particular.

Today there is a debate concerning the feasibility of identification of the public administration mechanism. It should be noted that both mechanisms are self-sufficient. Furthermore governance and public administration are subtypes (components) of social management. Public administration is a link between state governance and public management. It ensures the organization and implementation of their decisions. The key elements of state governance are the state and state power, while for public administration they are society and public authorities. The subject of governance is the state, and public administration's subject is society. For both typical authoritarian governance, and public administration it is a democracy. Thus, public administration implements democratic values and promotes the sustainable development of our country in the process of social transformation [31].

One should also mention the features and mechanisms of public administration, its main characteristics:

- hierarchy – it is based on the principles of coordination and subordination;
- integrity – the mechanism of public administration is an integral structural form and it cannot be duplicated within the same state;

- flexibility – the ability to respond to any changes in the socioeconomic and public policy environment and minimal losses of public resources;
- unique structure – the mechanism of public administration is formed by its specific purposes and functions and institutions that have no competitors;
- specificity – the mechanism itself provides the implementation of public policy objectives;
- availability of resources – that is public resources sufficient to effectively meet the need of the population for administrative services.

Speaking about the effectiveness of the mechanism of public administration, it should be noted that an important element under modern conditions of development of democratic processes is public administration institutions of civil society. They serve both consumers and public services, and at the same time can directly access such services. Moreover it is not a duplicate state function. Bearing in mind the integrity of the public administration mechanism and the exclusive monopoly of the state to carry out the functions of managing social processes, one should not forget about the need to intensify community initiatives. These initiatives and involvement in public administration will help Ukraine overcome the biggest problem: manifestations of corruption and low professional competence of public servants.

Additional Information. Today, state and administrative processes receive an increasing importance of the concept of new public management, which is considered as derived from the concept of public administration. New public management (NPM) is not so much a system of management but the development of social processes. Although this concept is applied in business structures, one of its greatest values manifests itself precisely in management of social processes. The NPM system focuses on the notion that ideas are used and have high efficiency in private sector and must be implemented in public sector. NPM discussions and study of economic and political systems in different countries helped modernize public sector. NPM is seen as a more effective means of achieving the optimal development of society as focused on the needs of a given consumer of public services, based on the same principles as in the private products market; but in the case of NPM most public services are free. In this case, public authorities provide a range of alternatives so that potential customers can choose the most attractive and competitive public service.

Interesting to know. Thomas Woodrow Wilson, who is considered the founder of theoretical and methodological ideas which later formed the basis of the concept of public administration, was the 28th US President (1913 – 1921)

and a winner of the Nobel peace prize 1919, awarded for his peacekeeping effort. Thus Woodrow Wilson formed his theoretical views long before the beginning of the professional political career being the post-graduate student at the University of George Hopkins. He received a doctorate in history and political science, and in 1885 in his monograph "Congressional Government: A Study in American Policy", he actually proposed governmental reforms by strengthening the executive power – the president and members of his Cabinet. In 1886, Woodrow Wilson received his doctorate and was invited to the Wesleyan University (Middletown, Connecticut) and then to Princeton University, where he began his career of politician.

To conclude, the mechanism of public administration is an important part of the whole system of social development in the country, not only because it is able to meet the need of society and businesses for public services, but also influence regional development. The regional component of public administration and direct transfer to the consumer at the level of the local community, reflects the basic principles of a democratic, legal state, since the availability of such services is a basic requirement of their effectiveness.

Conclusions

1. Public administration is a structured holistic process that is a part of public (state) administration (management), which is carried out by a set of state and local governments to ensure sustainable and comprehensive development of a state as a whole and its individual regions on the basis of effective use of modern managerial methods and tools, based on the principles of democracy, rule of law, the primacy of human rights and the effective use and allocation of available resources of the state, which makes it possible to ensure social equality and high level of satisfaction of social needs.

2. Public administration is a unique managerial category, because today there are significant problems even with the translation of the term "public administration" from English. However, analysis of the content of this concept makes it possible to separate it from state governance because governance is the process of goal-setting, organization and regulation of interaction. Also, public administration should be distinguished from the public management. Public management is a practical, organizing and regulating influence of the state effected through by establishing appropriate public administration of social processes in the country. Administration is a bureaucratic managerial method of commands.

3. Development of a new managerial paradigm within public administration is a new step in the development of state administrative relations which aims to achieve maximum balance of interests of both private and public sectors.

4. Among the features of the definition of public administration, there are the following: a part of public administration carried out by a set of bodies that have a mandate for the implementation of certain administrative functions of the state aimed at introducing a product of democracy that ensures the full development of society along the vector identified by the majority of legitimate public: a kind of public bodies.

5. The determined basic features of public administration in Ukraine are: a continued instability of the foreign policy vector, which impacts on the system of relations in public administration, and in particular on the model of public administration; an established consciousness of most civil servants and local officials that prevent them from adopting a new system of values and implementing principles of public institutions; low professional level of state administrative staff; low legal awareness of consumers of public and administrative services.

6. The functions of government are: to provide a specific vector which is directed to administering or managing (organizing, regulating, controlling, etc.) the impact of governmental subject on the object. The main functions of government are: forecasting and modelling the system of social relations that are administered by the state; monitoring social and economic problems; the executive function; information support of public authorities; the coordination function; the function of control (regulation) of social processes; providing sustainable community development; the protective function. The functions of government are implemented through the use of proper methods.

7. The method of public administration implies a specific way the administrative entities implement their powers or obligations in practice within their legally enshrined authority.

8. Activities of public administration in Ukraine should be based on the following principles: rule of law; legality; openness; impartiality; proportionality; efficiency; accountability; responsibility; deconcentration; customer orientation of administrative services; innovation; partnership; no subordination of local government to public authorities.

9. Public administration is a set of hierarchically built state and local governments which are aimed at practical implementation of basic principles of state policy, ensuring the development of the country as a whole and the balanced development of particular areas.

Questions for self-assessment

1. What is the essence of the public administration process?
2. What features characterize public administration and governance?
3. What are the features of the current public administration system of Ukraine?
4. List the main functions of public administration.
5. What is the method of public administration?
6. What methods of public administration do you know?
7. On what principles should public administration be built to maximize the efficiency in meeting people's demand for public services?
8. What is the essence of the mechanism of public administration?

Tests for self-assessment

1. Public associations formed for the joint implementation of joint interests are:
 - a) political parties;
 - b) civil society;
 - c) social organizations;
 - d) social groups.
2. Purposeful interaction of public administration with legal entities and individuals in ensuring the implementation of laws and relations between management and administration is:
 - a) public administration;
 - b) governance;
 - c) social management;
 - d) public management.
3. The subject of public administration is:
 - a) the system of public administration;
 - b) the principles of public administration;
 - c) the functions of public administration;
 - d) the methods of public administration.
4. The ability and opportunity to influence behavior, activities of people through various means – freedom, authority, violence, etc., – is:
 - a) priority;
 - b) authority;
 - c) government;
 - d) democracy.

5. Separation of the competencies of the state and society, the independence of civil society from the state is a sign of:

- a) civil society;
- b) public organization;
- c) public administration;
- d) state.

2. The efficiency and effectiveness of public administration

2.1. Definition of the efficiency and effectiveness of public administration.

2.2. Approaches to the assessment and classification of the efficiency and effectiveness of public administration and its criteria.

The key concepts and terms: efficiency of public administration, public administration effectiveness, targeted approach, cost approach, multi-criteria approach, effectiveness, efficiency, profitability, quality, quality of working life, productivity, social effectiveness, economic effectiveness, political effectiveness, system effectiveness, GRICS (Governance Research Indicator Country Snapshot), index of state weaknesses, index of state code, corruption perception index, index of political instability.

2.1. Definition of the efficiency and effectiveness of public administration

Defining the concepts of efficiency and effectiveness in public administration is currently one of the main problems because these concepts can answer the question whether the right strategy of the state is chosen, or right decisions are made at the highest legislative level and how well they are implemented at the lowest level. As in recent years our country has experienced a number of significant upheavals, the importance of public administration as a new paradigm of governance has significantly increased, as it does not only have to ensure the development of the country, but make it in the fastest and most economical way. The first study on the efficiency can be attributed to the time of the founders of the classical school of economic theory W. Petty, W. Pareto and head of the Physiocrats school F. Quesnay [37]. The term "efficiency" is inextricably linked with the concept of effect (in Latin, *effectus*), which means the act or result of something [73]. The effect is an absolute category, which reflects the received

results from the interaction or process that consists of a set of qualitative and quantitative parameters of performance, which has become final after the implementation process or interaction [117]. Unlike the notion "effect", the category "efficiency" is relative, inherent in a meaningful process. To summarize the current views of the concept "efficiency" let us group them into main approaches given in Fig. 2.1.

As shown in Fig. 2.1 the most common is the cost-based approach, in which the efficiency results are related to costs, given the scope of the specific implementation of this concept: the economy, the enterprise system as a whole. In the context of public administration the most appropriate definition is that given by M. Efimova [50, p. 124]: "rational use of material, labor and financial resources necessary to society while creating a certain amount of industrial products, composition and quality". In fact, the function of government is reduced to ensuring conditions for manufacturing the volume of domestic product, which should provide for the advanced reproduction of the human potential, maintain a high level of employment, social security, etc. So in any case efficiency should not only reflect the specified ratio, but also reflect the quality characteristics of the results to be obtained as the output.

Another, target-based, approach consists in defining efficiency based on trust. The efficiency of the company as to the achievement of the objectives is defined largely as the most important evaluation criteria: the measure of the tasks and objectives is determined as the measure of efficiency; companies and their employees are evaluated based on the achievement of objectives. A significant drawback of the target-based approach is taking it as a basic one to answer the question of what the company wants, while the question of how to achieve it, remains open.

On the other hand, clear objectives allow enterprise managers to develop appropriate strategies for achieving them and implement a methodology for evaluating efficiency but using other approaches.

Overall, including some scientists' vision into one or the other approach is not always possible. Thus, in the works of some scientists [29] the notion of efficiency is seen as a tool used to quantify the final state of the research object that makes it possible to compare the results of operation of different facilities, businesses, industries, economies in order to determine more or less competitive ones.

The third approach, tentatively called "economy-based", summarizes the most multidirectional approaches to defining the essence of the concept of efficiency.

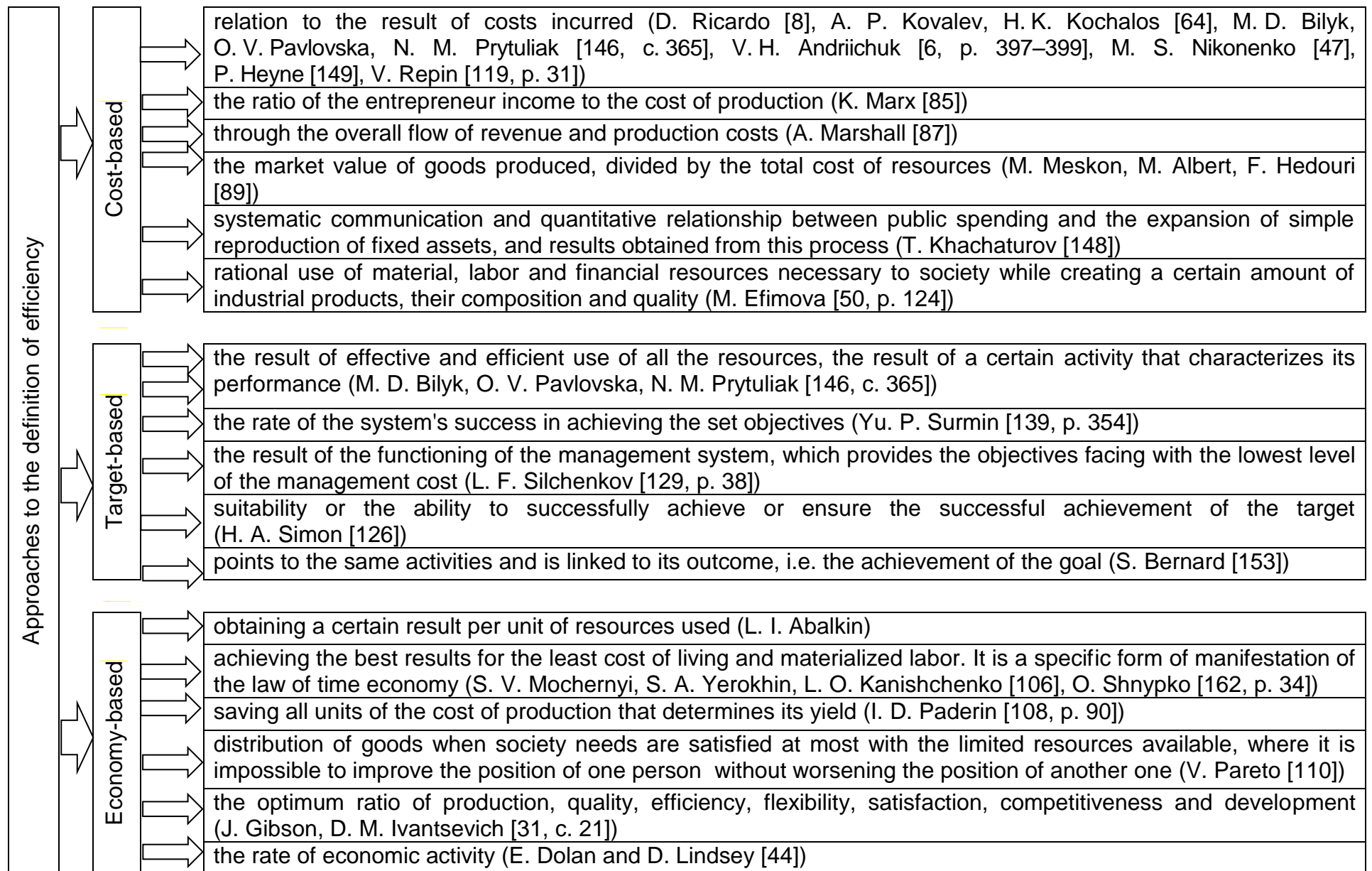


Fig. 2.1. A summary of approaches to understanding the concept of efficiency

As part of the third approach, let us define the view which is shared by representatives of the Classical American School E. Dolan and D. Lindsey who consider efficiency as the rate of economic activity, the criterion of appropriateness and effectiveness considering it as a key one when deciding on how to produce. In a general sense using this category refers to production with minimal costs [44]. With terms of E. Dolan and D. Lindsey it is the most important criterion for the introduction of organizational and technical measures, innovation, etc., since this definition of efficiency gives the answer in decision-making. The importance of this category is that it acts as an instrument and determination, and the main criterion is that the development of methods for determining the overall performance of a company makes it possible to monitor the activities within the enterprise, and ensure objectivity comparing the activity of an enterprise with its competitors.

Special attention should also be paid to Pareto approach in which efficiency (optimal) is considered as efficiency of the economic system. The essence of the approach is that, in an efficient economic system any improvements cannot be carried out without a corresponding deterioration of any of its parameters [110]. So efficiency is the achievement of certain results with the least possible costs or getting the greatest possible volume of production with a given amount of resources. Consumption efficiency means the distribution of goods to consumers in a way that every other redistribution can improve the consumption of one person without reducing the consumption of others. Production efficiency means the allocation of resources that are available, between sectors so that it is impossible to increase production of any goods without reduction in the production of other goods. The efficiency of the choice for the production of goods means such a choice of the range (or nomenclature) of products, that its change leads to the improvement of the consumption of a particular category of consumers and is impossible without simultaneous deterioration of consumption of other consumers [19; 30, p. 112 – 114; 133].

In addition to these approaches there is a certain vision of the concept of efficiency. Coming to understand the object of the study as a system, the authors offer a vision of system efficiency. It can be any object of research (company, institution, state) with appropriate inputs, outputs and processes that convert resources to results. One of the important criteria is to assess the efficiency in terms of survival in the environment. So the efficiency from the point of view of the system approach in the broad sense is a multicategory, which reflects the nature of the object interaction with the environment and

respects its basic internal components: inputs, outputs and processes in accordance with the objectives for managing the balance within the system with its external environment [91; 139]. In a narrow sense, efficiency is setting a target associated with finding and selecting the appropriate option based on the criteria set and ensuring its implementation based on different approaches, for example, by means of decision-making [91, p. 95].

Along with the system vision, multicriteria efficiency that takes into account the interests of stakeholders is noteworthy. From this perspective, efficiency is considered from the standpoint of meeting group and individual interests of stakeholders of the enterprise. Each interest group has the resources necessary for the successful operation of the facility. In order to be efficient, it must maintain a balance of interests. Key groups traditionally include the following: consumers (clients), suppliers, employees, investors (capital providers – banks, shareholders and others), regulatory agencies. Other interest groups with less impact on the company are represented by mediators, influential groups, partnerships and alliances, communities and trade unions. The essence of the model is defined and implemented by individual criteria for evaluating the efficiency of each company according to the following key perspectives: strategies, processes, capabilities, contribution of stakeholders and meeting the needs of stakeholders. The essence of such a model, called the "prism of efficiency" is in making mutually opposing cards of successes and failures that reflect the steps in the process implementation of strategies, using the existing facilities. Criteria are developed separately for evaluation of strategies, capabilities, processes, satisfaction and contribution of each stakeholder [98]. This vision can fully reflect the understanding of the efficiency of public administration, by the following stakeholders: the general population or community (in the case of local governments or authorities), international institutions (financial, legal, etc.), domestic and foreign business, neighboring countries – that is all parties which interact with different bodies of public administration must be considered.

In addition to efficiency researchers pay much attention to effectiveness. Moreover, the unanimous view of the difference between these concepts is still there. According to P. Drucker, effectiveness is the result of making necessary and sensible things; while efficiency is the result of creating these things properly. As you can see, both of these concepts are equally important [45; 46].

Delimitation of the concepts "effectiveness" and "efficiency" was approved by ISO 9000: 2007 where effectiveness is defined as the extent to which the planned activities are completed and the planned results are achieved while

efficiency is the ratio between results achieved and resources used [196]. As you can see in this document, the impact is similar in the meaning to the targeted approach in understanding the efficiency, which again confirms the closeness of these concepts, but not their identity.

The researcher Z. Koval believes that effectiveness is one of the basic criteria for evaluating the efficiency but an absolute measure of effectiveness is effect. Effectiveness is defined as "the ratio of the received effects and entered factors (or causes that led to these consequences) which are defined by a ratio of profits to costs, output or time, etc." [67].

In 1993, E. Moseng and P. Bredap created a three-dimensional model of determining the impact of economic processes based on such notions as: effectiveness, efficiency, flexibility [45]. In this model, the efficiency is considered from the most common point of view: the ratio between results and costs (between the products produced and costs of production of these products). The flexibility of an enterprise is an enterprise resource organization that allows you to access quickly and efficiently the new products. Enterprise efficiency is economical and optimal use of enterprise resources [48]. The impact is seen as the geometric sum of these indicators, which positions it as a generic concept that includes these three components.

The domestic researcher H. Zhuchkova continues this approach, changing flexibility to adaptability and adding competitiveness of enterprises and its products, stability and the level of innovation development of an entity [178]. The inclusion of additional components in the model provides a wider impact and value to use economic and mathematical modelling. Consequently, H. Zhuchkova notes that the impact is a comprehensive evaluation of effectiveness, efficiency, competitiveness and sustainability of economic and financial development of business entities [178]. Unfortunately, this contribution of the scientist is quite controversial, because competitiveness is a separate and important economic concept which has long been studied by a large number of scientists. It should be noted that a company can produce quite competitive products, because its level is determined solely by the parameters of quality and price in the market, which in this case will be very expensive for the company and will not bring it high profits. In any case it will not increase the effectiveness. Thus, competitiveness can be a supporting feature in determining performance, but it should hardly be considered as its integral part. The same arguments can be offered regarding the stability and development of an innovative entity. The definition of effectiveness proposed by E. Moseng and P. Bredap is more appropriate and reasonable.

Summarizing the difference between efficiency and effectiveness let us turn to the performance criteria of S. Sink, who considered it as a generic term that is characterized by such features as:

efficacy – the extent to which the set goals are achieved by a system (quality, quantity and timeliness);

economy – the degree to which the system resources are used to achieve the objectives (the ratio of resources being used to the volume of those actually used);

quality – the degree to which the system complies with requirements, specifications and expectations;

profitability – the ratio between gross income and total expenditure;

quality of working life – the way in which a person involved in a system responds to the social and technical aspects of the system [130, p. 49–60];

"Performance is a specific concept which reflects the ratio of output produced by this system in a given period of time to the amount of resources consumed to create the product for the same period" [130, p. 49].

Thus, performance is not similar to the efficiency with respect to the results for the expenses incurred. This approach makes it possible to define most accurately the difference between effectiveness and efficiency, introducing a number of auxiliary concepts that allow you to include all of the above approaches to understanding the efficiency (Fig. 2.1), such as efficiency, quality, profitability, effectiveness, cost and quality of working life. The relationship of these concepts is illustrated in (Fig. 2.2).

Having considered in detail the nature of the concepts of efficiency and effectiveness let us focus on their features regarding public administration. So in the guide edited by N. I. Glazunova, Yu. M. Zabrodin, A. G. Porshnev, efficiency of government is defined as the ratio of the results to the declared objectives of management that meet the above vision of efficiency [34].

W. Petty and F. Quesnay define the effectiveness of managerial actions concerning the subject of management – state government [115, p. 119].

The famous guru of governance in Ukraine A. Melnik, A. Obolenskyi, A. Vasina propose to determine the efficiency of public administration through a three-level model: the overall social efficiency (the level of the state and the entire system of public administration), special social efficiency (the efficiency of public administration functioning), the specific social efficiency (efficiency of administrative bodies and officials) [88].

V. Tsvetkov links efficiency of government with public consciousness, legal situation of humans in society, "efficiency of government is a human specificity of control exercised by a man and for a man" [153]. B. Havrylyshyn believes that efficiency of authorities is, above all, its accessibility (a social aspect of performance).

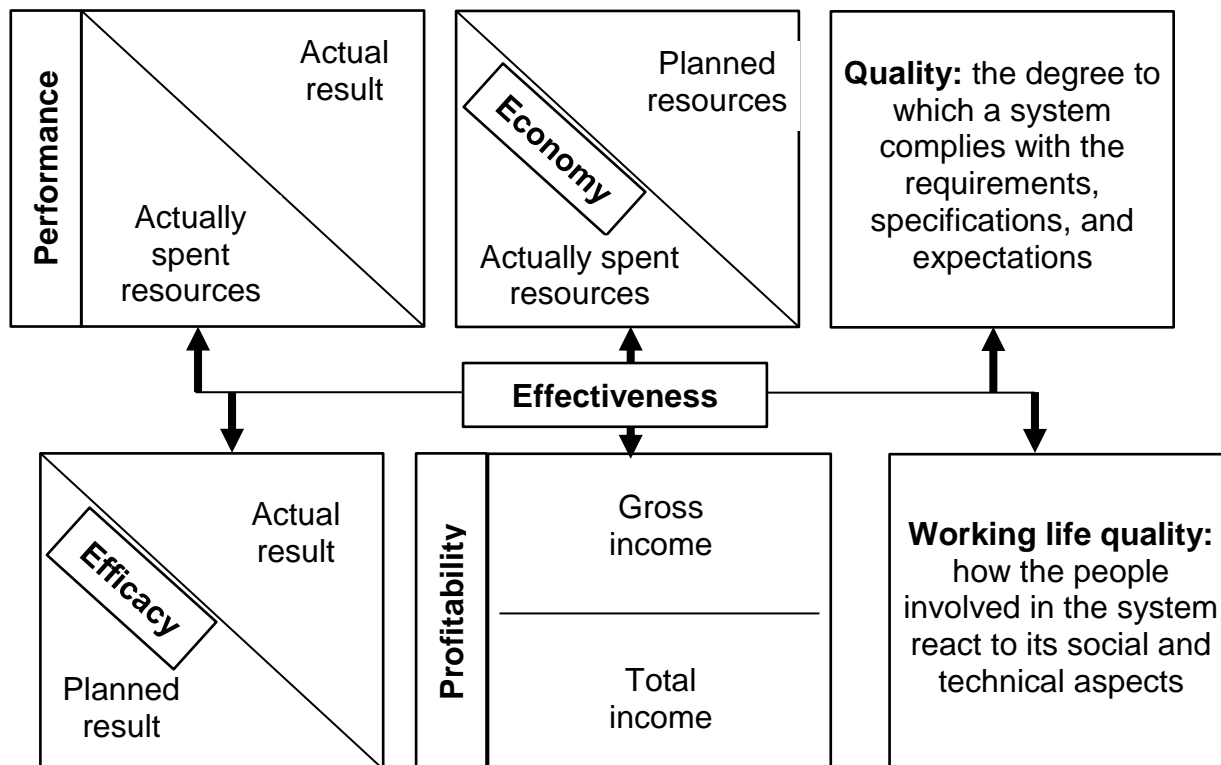


Fig. 2.2. The set of characteristics for effectiveness by S. Sink [130]

The point is that society is not indifferent to how the government is done. It is interested in its high quality [28, p. 50].

N. Nyzhnyk in his research identifies three main approaches to understanding the efficiency of public administration [96, c. 6]:

1) a model for evaluating the efficiency of the scheme "resource support activities – costs – result" which is similar to the model of "fee – product", which reflects the cost-based approach to determining the performance or characteristics of efficiency based on the results;

2) a long-term model of R. Likert which is used to define efficiency is based on three groups of factors: a) in-house factors (variables) that are controlled by organizations: the formal structure of the organization, the economic strategy and social policy, the vocational qualification of personnel, etc.; b) intermediate variables representing human resources of an organization, organizational climate, attitude to work, staff skills, confidence in leadership,

traditions, methods of decision-making, methods of activities stimulating and motivating; c) effective variables that express the final result of efforts – rising and falling of profits, an increase or decrease in productivity, the level of meeting the needs of others;

3) a security model of balanced interests of the society and the state, which is manifested in the successful resolution of the problems of optimum protection of population, social groups and individual citizens. Efficiency will be achieved only if there is the interaction of three components: citizens, society and state [96, c. 11]. The latest model is like a multivision regarding the efficiency of interested groups.

A. Chemerys proposed a model of group efficiency of public authorities as a prerequisite for good governance [155; 157]. According to him, efficiency is similar to effectiveness, it is its prerequisite consisting of the following elements [157, c. 11] (Fig. 2.3).

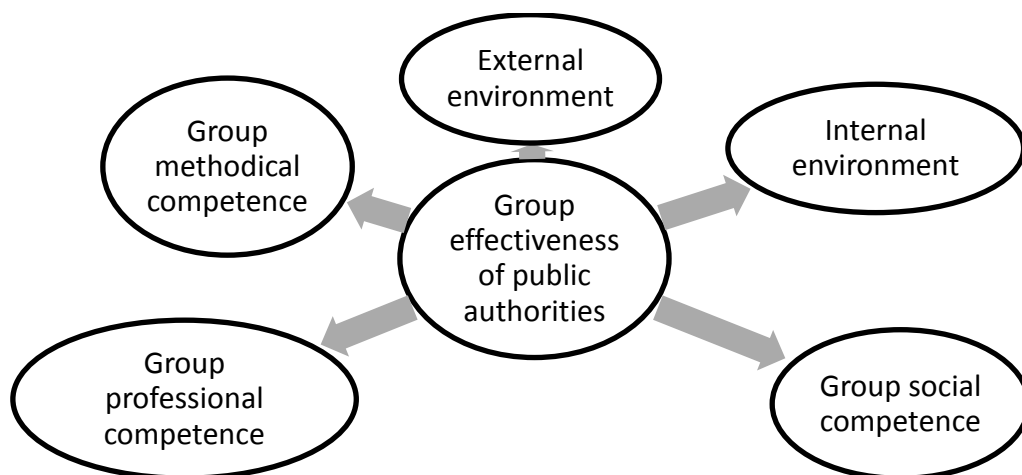


Fig. 2.3. The components of the group effectiveness of public authorities as a prerequisite for good governance

1. Group social competence is the ability of organizations to mobilize internal (state, region, community) resources to achieve social performance targets.

2. Group professional competence is a set of professional knowledge of staff needed to address the socioeconomic, political, governmental, environmental, cultural, legal and other problems within the set goals.

3. Group methodical competence is knowledge of management and personnel, the scientific methods of management, advanced technology of adoption and implementation of managerial decisions, the possession of a wide variety of aids to solve problems.

4. The external environment is a system of natural, economic, social, legal, environmental, cultural and other factors that affect the organization and to which the organization has no ready-made solutions or significant influence.

5. The internal environment of the organization is the internal economic and logistical resources, social, legal, organizational, technological and informational components of traditions, goals, climate, values, level of organization, motivation system and so on.

Swedish experience in the evaluation of public administration [10, p. 29] shows a model (known as audit of administrative activity), based on the paradigm "contribution – product", which includes three components:

economy as the lowest cost orientation, including minimizing the cost of resources designed to achieve the service quality based on the legality of public funds use. That establishes the responsibility for the use of the needed resources, the amount of resources as appropriate at the right time, in the right place, at a reasonable price;

efficiency as the ratio between the product in the form of provided goods (services) and resources used to create them. The technology and methods of departments' cooperation and employees' incentives to reduce the working time are analyzed. The best experience that focuses on obtaining the maximum product in terms of quantity and quality that meet the payment and ways of life is determined;

effectiveness as the degree of progress according to the objective. During the analysis of the effectiveness the time achievement of the goal, people's satisfaction with a respective program are estimated.

So these figures correlate with the above. Preferably effectiveness is presented as achievement of the goal – that is efficiency. And efficiency is considered in terms of the most common cost approach, including extra cost. Note that most scientists determine the compatibility of the goal with the requirements (or standards), which is particularly important for public administration and quality beyond the scope of the analysis.

H. Bukhart proposed to consider the efficiency of public authorities based on three theories [21]:

the mechanistic (traditional) theory of public administration efficiency which involves the use of established and closed models of achieving goals through the constant known and pre-set tools and standards (the model "contribution – product");

the theory of human resources, which includes a significant impact on the efficiency of human potential management, where an important role is given to

social factors, such as behavioral, motivational (meeting the needs of employees, turnover, staff morale, the amount of absenteeism, commitment to mutual business, etc.). The focus is on personal experience or personal characteristics of the qualities possessed by successful managers. P. Drucker, considering the work of a manager, stresses the need to learn to be effective, i.e. efficiency is practical skills that are required in constant and hard work [45; 46, p. 44];

the organization theory, which, unlike the previous ones, considers the organization as an open structure, which affects the environment, as a result of which objectives, means and strategy of the organization may change. To be effective the organization should adequately adapt to changes, be flexible and able to control the environment.

Thus the systematic approach to efficiency should pay attention to the need to review the effectiveness of public administration both inside and outside.

So, summing up the above definition, one can define the effectiveness of public administration as a generalized index, which includes both quantitative and qualitative characteristics, reflects effectiveness in achieving the objectives, efficiency in the use of resources, results of efficiency as the return on resources spent, profitability as a result of the national economy operation, the quality of a country's compliance with the state rules and regulations with international standards and quality of population life.

This definition is illustrated in Fig. 2.4.

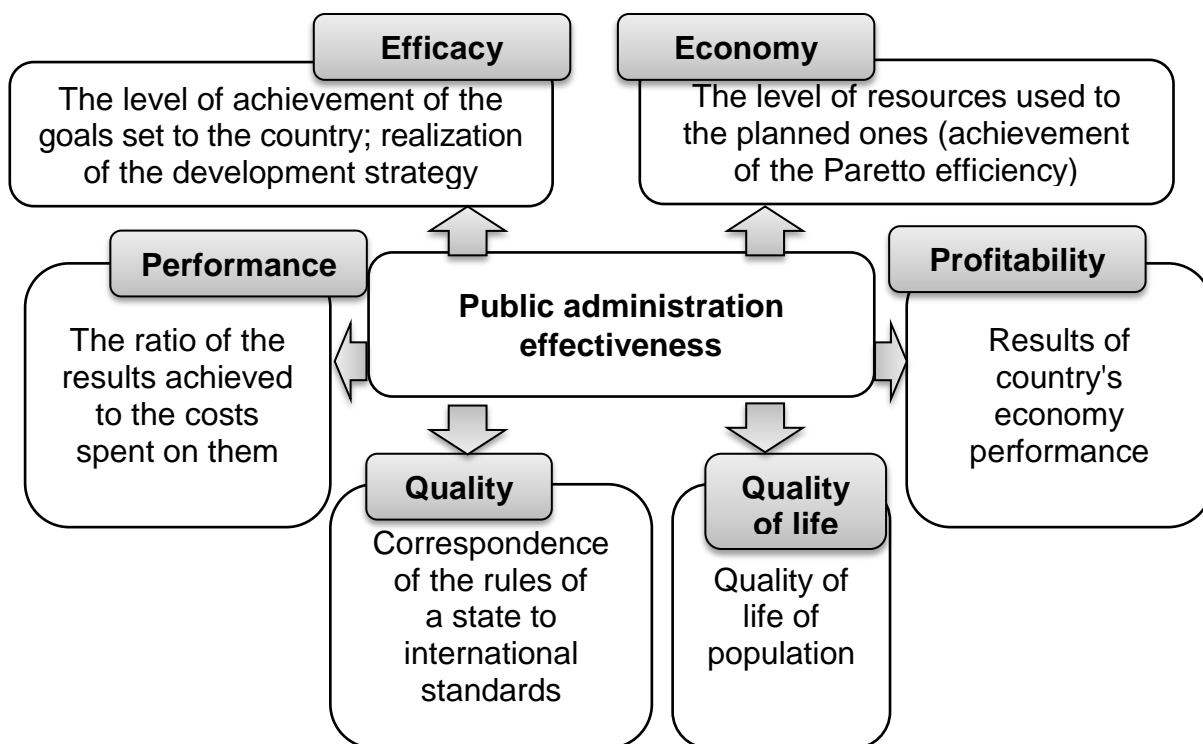


Fig. 2.4. Effectiveness of public administration

Considering the effectiveness of public administration, attention should be paid to the classification of this concept. Returning to the above statements, let us pay attention to the views of A. Melnyk and O. Obolenskyi [88], who proposed three levels of performance:

general social efficiency (the level of the state and the entire system of government);

local social efficiency (the efficiency of public administration functioning);

special social efficiency (the efficiency of administrative bodies and officials) [88]. We consider effectiveness as a broader concept, which can generally be applied at the following levels.

2.2. Approaches to the assessment and classification of the efficiency and effectiveness of public administration and its criteria

It is clear that the classification of public administration effectiveness depends on its position in the government hierarchy. So V. M. Soroko offers the following classification: effectiveness in terms of need (indispensable effectiveness), effectiveness in terms of the plan (plan realization), target and performing efficiency (target and implementation effectiveness), comparative effectiveness (relative effectiveness), development effectiveness, challenge efficiency, financial and substantive effectiveness [136, p. 18–20]. The essence of each type is considered in details in this paper. These types may be used well at the levels of special social efficiency and effectiveness of a particular social efficiency, i.e. regarding the functioning of public administration, administrative bodies and officials that are at the level of public administration.

At the state level and the entire public administration system the following types of efficiency are proposed [136, p. 20–21]: social, political, economic, the efficiency of governmental decisions. These types should be considered properly.

Given that one of the main functions of the state is the realization of social functions, it is clear that social impact is primarily to provide all citizens with an adequate level of social protection, the creation of equal opportunities for personal development, fighting unemployment, poverty, a sharp distinction between the richest and the poorest layers of society, reducing territorial and regional asymmetries and so on.

Economic effectiveness is primarily creation of business environment, attracting foreign investments, efficient export-import activities and implementation

of import, fight against corruption as a major obstacle to business development and so on.

The effectiveness of governmental decisions in the democratic field is specific for the field of public administration. The former is focused on creating a positive political environment, which should facilitate the formation of political elites interested in the formation of political parties, coalitions and associations, whose activities significantly affect the performance of public authorities in the country.

The impact of governmental decisions on life proposed by V. M. Soroko [136, p. 21] reflects the extent to which these decisions are respected in the community, and what the consequences are. The performers in this sense are people in general.

This approach is somewhat limited because it cannot highlight the internal structure of power and efficiency of its elements' interaction. One must remember that the key managerial decisions in the country (regulations, external vectors of development) are accepted by the supreme legislative and executive authorities, i.e. people in the system frame. Consequently, political performance should reflect the ability of the dedicated country personnel to get to the top of power, and the impact of governmental decisions on life should be seen as a systemic impact – i.e. the interaction of all authorities, including their structure and subordination at all levels in making and implementing managerial decisions (Fig. 2.5).

Thus, at the state level, we can distinguish four fundamental types of performance: social, economic, political and system.

The types of performance at the individual public servant's level have been outside the detailed attention of researchers in public administration. Accordingly, it is necessary to highlight individual and group performance. The individual one should reflect the level of competence, responsibility, sensitivity and mobility, performance, the extent and quality of specific tasks performed by servants. Group efficiency is not just a sum of individual performance, but the ability of an individual employee to work in a team to achieve team interaction.

Another significant block of evaluation of public administration effectiveness is determining the assessment criteria and indicators. The most common evaluation criteria were developed by A. Melnyk and O. Obolenskyi [88] (Fig. 2.6).

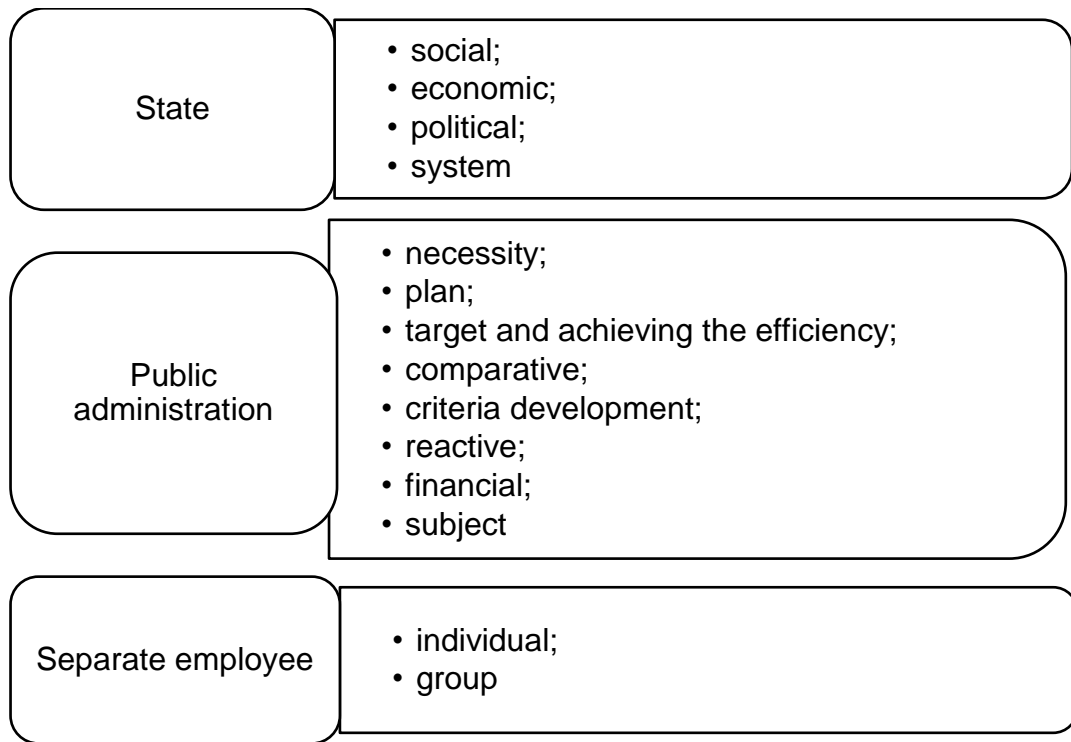


Fig. 2.5. **Classification of effectiveness at public administration levels**

In addition to the criteria for evaluation of individual employees (Fig. 2.6) the authors offer the following [133, p. 29]:

- the level of general education that determines the degree of human functional literacy and understanding required to perform relatively simple work (tasks);
- training, both formal and obtained through experience and self-education, but in any case, reflected in knowledge and skills sufficient to perform various professional functions in general;
- mental and physical abilities that correspond to the post specifics and training that will positively impact the work, career planning and development;
- types and features of temperament – preferably a strong, balanced, mobile nervous system – as a favorable factor of an employee's skills and mastery of the art of management;
- the ability to carry out complex, accurate, responsible, monotonous work (tasks) and rapidly adapt to various changes in the organization;
- professional interests (preferences, inclinations) which are manifested in adequate activities and get further development;
- health, sufficient for this profession.

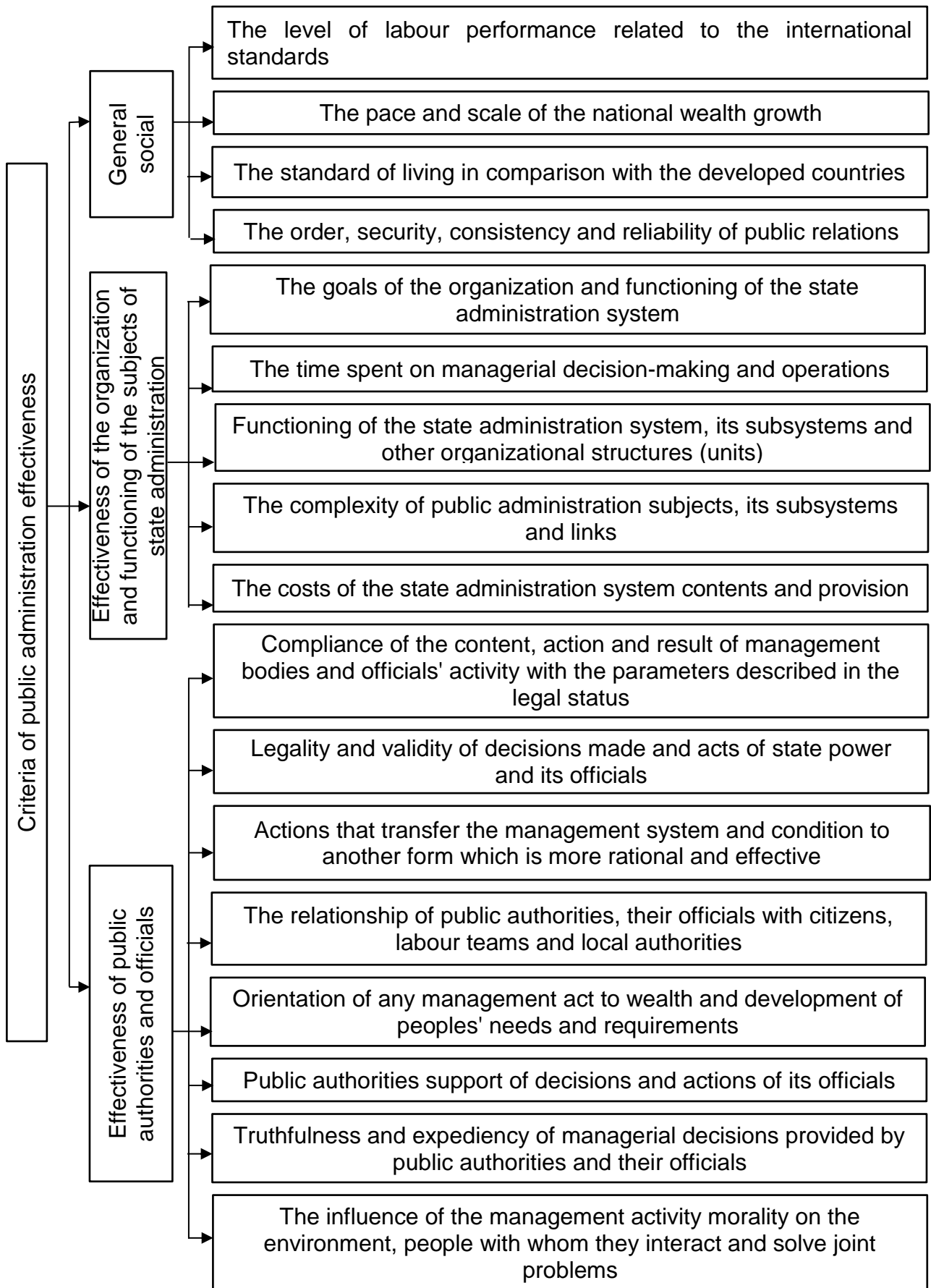


Fig. 2.6. The criteria for evaluation of public administration effectiveness

As shown in Fig. 2.6, most criteria reflect the different characteristics of effectiveness presented in Fig. 2.4. Overall, based on these criteria, it is important to choose a set of indicators to measure it.

Evaluation of public administration is quite a difficult task because of the complexity of measuring its results which, as has already been mentioned, take place at the state level, at the level of a separate body of public administration and as a result of performance of their duties by individual public servants.

These results have both a direct form (providing administrative services) and also an indirect form (promotion of investment attractiveness). The indirect form involves the creation of appropriate conditions for the flow of processes in the country, but it is possible that these conditions will not give the desired result because of their non-system nature. On the other hand, concrete results cannot always be straightforward to measure quantitative and qualitative indicators.

This has led to the emergence of a large set of different metrics applied to measuring the effectiveness of public administration.

The most common system for evaluating the performance of public administration at the state level is given in Table 2.1.

The Balanced Scorecard (BSC) system for public administrations should be as shown in Fig. 2.7. Overall, for generalizing the characteristics of public administration effectiveness at the state level it is sufficient to use the first index developed by the World Bank.

The next level of measurement is public administration – organs that indirectly exercise public authority in the country.

As shown in Fig. 2.6, most criteria are applied to this level, as they are in the group reflecting the effectiveness of the organization and functioning of public administration and a group performance criteria of public authorities and officials.

So a set of indicators should be developed taking into account these criteria. A promising approach is using the Balanced Scorecard to measure the effectiveness of public administration at the level of an individual organ. Taking it as a basis, the authors offer their own advanced map of the BSC.

Accepting the fact that the center of the mission of public authority is the client, one should note that unlike business where clients are not always customers, because there are mediators and implementers, in public administration clients are always consumers of this institution's services.

Table 2.1

Evaluation of the public administration performance at the state level

Indicator	Components	Characteristic
GRICS – Governance Research Indicator Country Snapshot (The World Bank) [28]	Voice and accountability	Evaluation aspects of political processes, civil liberties and political rights
	Political stability and absence of violence	Assessment of the likelihood of destabilizing government and forced resignation as a result of violence
	Government effectiveness	Quality of public services, quality of bureaucracy, competence of civil servants, independence of public service from political pressure, level of trust in politicians
	Quality of legislation	Control of prices, inadequate control of banks, excessive regulation of international trade and business development
	The rule of law	Public confidence in the laws of society and the commitment to enforce the laws
	Control of corruption	Perception of corruption in society
The rating of weak states (Brookings Institution) [267]	Economic situation	Growth rate, the share of the GDP per capita, inflation, the gap in incomes between the rich and poor, the quality of public administration
	Political situation	Analysis of authorities' effectiveness, their openness and accountability, the measure of law abidance of citizens, the level of corruption and personal freedom
	Security	The level of political stability, presence or absence of internal conflicts, frequency and extent of human rights violations
	Social issues	Infant mortality rate, access to education, life expectancy, the spread of water supply, sewerage, etc.
The index of corruption (Transparency International) [265]	reflects the perception of corruption by businessmen and analysts around the world, including experts who live in the country, who investigate corruption, focusing on corruption in public sector and define it as the abuse of authority for the purposes of personal gain	
The index of political instability (The Economist) [268]	Economic risk	Increase in income per capita, unemployment rate and the actual average income per capita (in the ratio of 40 x 40 x 20 per cent respectively)
	General instability	Inequality in social status, history of independence (how old the country is), corruption, ethnic division, trust in government, minority status, history of political instability, tendency to social riots, the level of social security, proximity to other countries, the type of political regime factionalism
The state quality index (the innovation project "A Political Atlas of the Modern World") [256]	the fate of foreign aid to the GNI of a state; the impact of internal conflicts on the stability of the regime; external debt bondage; the period of existence of a sovereign state; internal conflicts: the presence of victims; related patent applications by residents and non-residents; territorial aspect of internal conflicts; presence of foreign troops in the country; currency peg regime; the fate of the dominant ethnic group in the structure of population	

Expectations: effective fulfillment of the obligations or duties and compliance with professional standards and normative requirement	Measurement areas: compliance with the requirements and duties (obligations)	Measurement areas: effective methods of selection and use of information about customers, improvement of outcomes, level of satisfaction	Expectations: agreed with internal and external needs of customers (consumers)
Performance indicators: execution and compliance with the budget; the ratio of costs to results			Finance
	Performance indicators: the degree of funding and staffing: % of employees who suit their positions	Training and development	Internal processes
Measurement areas: staff management should guarantee qualified and effective work of the staff		Measurement areas: cost management, inner processes and productivity stimulation management	Expectations: costs structure, strategic goal orientation, optimization of working hours, high quality; improvement of productivity and staff potential

Fig. 2.7. The BSC system for public administrations

It is always important to clearly determine whom we consider our major customers, the extent to which their needs are satisfied and how they can assess our "products". Accordingly, performance indicators should reflect the percentage of consumers satisfied with the timeliness and quality of service, and also with cooperation and communication.

Regarding the financial dimension, let us focus on the balance of hard budget constraints and costs of production services, analysis of overheads and investment needs, policy of income regulation [136, p. 87].

Internal processes should reflect the features of the procedure for creating value for the consumer as part of public administration. Besides, these internal processes determine the quality of the result at the output.

The last dimension is training and development of employees. In public institutions the issue of personnel is even more urgent than in private sector,

as the results of their activity have a form of service, and provide officials' direct interaction with consumers. That is why stimulating professional growth and personal development is the cornerstone of ensuring the effectiveness of public administration in the key internal processes. The key success factors for this are innovation, motivation, skills, staff, staffing levels and indicators that include: the degree of funding and staffing positions; the degree of reliability of management information; the percentage of employees who meet the qualification requirements; the percentage of employees satisfied with the working climate in the organization, employees satisfaction with working conditions and remuneration.

Thus, the main approaches to creation of the system of public administration performance evaluation at the level of individual institutions have been analyzed.

In conclusion the definition of high efficiency is offered, as given in [37; 216], which refers to an institution whose employees produce the required goods or provide the necessary services of higher quality using the same or fewer resources. Thus, a highly efficient organization constantly improves the performance and quality of its staff, forms a structure based on the goals and objectives of the activity, restructures its operations in order to maximize customer satisfaction, constantly maintains and develops the relationship with the environment, is flexible, adapts quickly to new conditions, is competitive.

Based on these criteria the authors offer the evaluation indicators of public administration performance at the level of an individual employee:

resources (the amount of funds allocated for the program);

processes (the average length of harmonization of a legal act, the average time of a consumer waiting in the queue for services);

immediate results (percentage of complaints considered, the number of active projects to date);

the final effect (percentage of disabled peoples who participate in rehabilitation programs);

impact (percentage of amendments adopted to the bill).

Conclusions

1. The difference between the concepts of effect and efficiency has been defined. The effect is an absolute category, and the efficiency is a relative one, inherent in only meaningful processes.

2. Three approaches to understanding the term "efficiency" have been proposed: cost-based, target-based and economy-based. Cost-based efficiency

is considered as the result related to the costs incurred; the target-based approach involves determining the extent to which the goals are achieved; the economy-based approach aims to obtain a certain result per unit of resources used, unit production costs and achieving Pareto efficiency. Also, the systemic vision that is the determination of the output and input processes that convert resources to results, and assessment of effectiveness in terms of survival in the environment, and multivision of efficiency from the standpoint of interest of stakeholders have been studied.

3. Based on the analysis of the effectiveness criteria proposed by S. Sink, the authors have determined that public administration effectiveness is a broader concept than efficiency. Thus, it was proposed to determine the performance of public administration as a summary of measures that includes both quantitative and qualitative characteristics, reflects effectiveness in achieving the objectives, efficiency in the use of resources, productivity of the results as the return on resources spent, profitability as a result of national economy functioning, the quality of a country's compliance with state rules and regulations with international standards and quality of population life.

4. The effectiveness of public administration is differentiated according to the level of determination. So, at the state level, social economic and political systems are distinguished. At the level of public administration the following criteria are distinguished: necessity; plan; target and performing efficiency; comparative; criteria of development; reactive; financial and substantive.

5. The social impact aims to provide all citizens with an adequate level of social protection; the creation of equal opportunities for personal development; fighting unemployment, poverty, a sharp distinction between the richest and the poorest layers of society; reducing territorial and regional asymmetries and so on.

6. The economic effectiveness involves the creation of business environment, attracting foreign investments, efficient export-import activities, fight against corruption as a major obstacle to business development.

7. The political effectiveness of public administration is focused on creating a positive political environment which should facilitate the formation of political elites interested in the development of activities on the formation of political parties, coalitions and associations whose activities significantly affect the performance of public authorities of the country.

8. The system performance of interaction of all authorities, including their structure and subordination at all levels in decision-making and implementation, should provide the best possible solutions for society.

9. The most common classification of the public administration efficiency criteria proposed by A. Melnyk and O. Obolenskyi, includes three levels of performance: general social efficiency (the level of the state and the entire system of public administration), special social efficiency (the efficiency of public administration functioning), local social efficiency (the efficiency of administrative bodies and officials). The criteria are used to develop the system of evaluation of public administration.

10. Evaluation of public administration at the state level is often carried out using the following parameters: GRICS – Governance Research Indicator Country Snapshot developed by the World Bank, the rating of weak states (Brookings Institution), the index of political instability (The Economist), the state quality index (the innovation project "A Political Atlas of the Modern World"), the index of corruption (Transparency International).

11. It is advisable to evaluate the effectiveness of public administration using the Balanced Scorecard (BSC). The criteria are: consumers, finance, training and development, internal processes. Accordingly, for each criterion, measurement areas, expectations and performance indicators are proposed.

Questions for self-assessment

1. What is the difference between effect and efficiency?
2. Describe the multicriteria of efficiency.
3. What is the difference between the concepts of effectiveness and efficiency according to ISO 9000: 2007?
4. What are the main approaches to understanding the concept of efficiency? Describe them.
5. Explain the nature of the concept "Pareto efficiency".
6. Describe the system of vision efficiency.
7. Name and describe effectiveness criteria of S. Sink.
8. Describe the impact model of E. Moseng and P. Bredap.
9. What is the essence of the public administration efficiency model developed by A. Melnyk and O. Obolenskyi?
10. What are the approaches to understanding the efficiency of public administration proposed by N. Nyzhnyk?
11. List the components of group efficiency of public authorities as a prerequisite for good governance according to A. Chemerys.

12. Define the effectiveness of public administration.
13. What are the types of public administration impact on the levels of government?
14. Describe the types of public administration effectiveness at the state level.
15. List the evaluation indicators of public administration performance at the state level.
16. Describe the BSC system for public administrations.

Tests for self-assessment

1. Which of the following statements is related to the cost approach in the definition of efficiency:
 - a) systematic relationships and quantitative relationship between costs of expansion and simple reproduction of fixed assets, and results obtained from this process;
 - b) the result of effective and efficient use of all the resources;
 - c) savings of the unit cost of production that determines its profitability;
 - d) the rate of economic activity?
2. What are the components offered by E. Moseng and P. Bredap in their models:
 - a) efficiency;
 - b) flexibility;
 - c) effectiveness;
 - d) performance?
3. Select the criteria for effectiveness by S. Sink:
 - a) efficacy;
 - b) efficiency;
 - c) quality;
 - d) profitability;
 - e) flexibility;
 - e) performance.
4. What indicator displays the result to the target:
 - a) efficiency;
 - b) quality;
 - c) productivity;
 - d) performance?

5. Based on what theories did G. Buhart propose to consider the effectiveness of public authorities:

- a) mechanistic (traditional);
- b) the theory of human resources;
- c) the theory of interest groups;
- d) the organization theory?

6. Select the type of public administration effectiveness at the state level:

- a) social;
- b) group;
- c) target and performing efficiency;
- d) system.

7. Select the types of public administration performance at the level of public administration:

- a) necessity;
- b) individual;
- c) reactive;
- d) social.

8. Select the types of public administration performance at the level of the individual employee:

- a) group;
- b) reactive;
- c) individual;
- d) social.

9. Which of the indicators of the effectiveness of public administration includes such components as: economic and political situation, security and social affairs:

- a) the rating of states weakness;
- b) the index of political instability;
- a) GRICS (Governance Research Indicator Country Snapshot);
- d) the state quality index?

10. Which of the BSC performance systems for public administrations reflects the dimension of learning and development:

- a) the degree of funding and staffing positions;
- b) % of consumers satisfied with the timeliness and quality of services;
- c) the implementation of and compliance with the budget;
- d) the effectiveness of monetary payments?

3. The methodological bases of research in the public administration sphere

3.1. The main stages and specific logical and theoretical reconstruction of sociopolitical, administrative and management processes.

3.2. The features and specific scientific knowledge in the public administration sphere.

3.3. The specificity of scientific knowledge in the social, administrative and management areas.

The key concepts and terms: administration, administrative and managerial processes, research, knowledge, criteria, methodology, methods, public administration, public official, systematic approach, sociopolitical processes, strategic approach.

3.1. The main stages and specific logical and theoretical reconstruction of sociopolitical, administrative and management processes

Under modern conditions of rapid development of society and all areas of its life scientific methods of cognition acquire special importance.

Interesting to know. Science is an area of research that is aimed at obtaining new knowledge about nature, society and thought. Science results from the social division of labor, namely separation of mental and manual labor, thus making cognitive activity in specific occupations of a special group of people.

The need for a scientific approach to material production, economy and politics in the sphere of education and science develops more rapidly than any other field of human activity.

Public administration as a branch of science is a relatively independent sphere of scientific research, whose object is public administration as a kind of professional activity, while the subject, depending on the content of scientific and practical problem, is technology or its axiological dimensions.

Interesting to know. Axiology (from the Greek *Ahia* – value + *logos* – word, concept, doctrine) is a science of values.

In the first case it is the search for effective and efficient methods for optimal achievement of the objectives of public administration, in the second it is the assessment of social, economic, political, cultural, environmental and other consequences of such activities.

Public administration means the science of implementation of laws, principles, methods, technology in public administration activities. In terms of epistemological features it is the type of scientific and practical knowledge, as opposed to the empirical or theoretical one. It occurs under conditions when solving certain practical problems is impossible without the use of scientific knowledge and methods. In terms of methodology, it is a branch of science characterized by a comprehensive approach to the use of techniques inherent in the relationship of natural, technical, social sciences and philosophy.

Interesting to know. Epistemology (from the Greek *gnosis* – knowledge and *logos* – teaching) is the branch of philosophy that studies the nature of the cognitive process, its laws and principles, forms and types of obtaining knowledge about the world in all its multiforms.

Methodology is the study of the structure, logical organization, methods and means of action. The methodology of science is the doctrine of principles, methods and forms of scientific knowledge.

Methodology is a decisive beginning of the learning process, a system of theoretical and general requirements implemented in complex specific requirements and methods of scientific knowledge and explanation of social reality.

Methodology can be defined as principles of research, rules by which procedures are selected and knowledge is processed.

Public administration as a hypothesis, that is scientific assumptions, which requires evidence and theoretical justification put forward for new ideas, provides transition of new knowledge, creates new ideas, a special form of knowledge in the field of public administration. Scientific hypotheses are considered in public administration in the context of public and administrative relations, nominated for a particular task or solving the existing contradictions.

Public administration as an area of research includes various schools of thought, methodological approaches and different guidelines.

The main general methodologies of the modern theory of public administration are: activity, systems, structural and functional, cybernetic, situational, conflict approaches (Table 3.1).

Public administration widely uses knowledge of other sciences (both humanitarian and nonhumanitarian): philosophy, sociology, political science, economics, computer science, law, etc.

Table 3.1

The general scientific approaches to the study of contemporary theories of public administration (compiled based on [178])

Approach	Characteristic
1	2
1. The activity approach	<p>This approach emphasizes the social nature of society, politics, state law. Society, politics and government (public) administration make a set of vigorous activity, reflexive in nature. But the content and results of this activity are different in nature.</p> <p>The society is the result of universal social activities. "It is not created by anyone alone – underscores the English sociologist A. Giddens, "society is produced and played almost from scratch by participants in social events. Product of society is skillful design, provided and implemented by man. It is only possible because every member of society is a practicing social theorist, making any kind of interaction, it usually refers to the knowledge and theories; and the practical use of these resources is a condition for the implementation of interaction in general".</p> <p>The result and a special kind of social policy is that according to the German sociologist Max Weber, on the one hand, it is a special enterprise <i>device of legitimate domination</i> (Herrschaftsbetrieb), on the other hand, it is <i>specific professional activity</i> (Politik als Beruf) which permeates all social life and where society and people are divided according to their place in it into:</p> <ol style="list-style-type: none"> 1) politicians on the occasion (e.g., ordinary voters); 2) the political part (party activists for whom politics is not the main area of activity), and 3) professional politicians (government leaders and officials, party functionaries)
2. The systems approach	<p>This approach which has been widely recognized and popular, is the principal application of the general systems theory to policy analysis and management. The theoretical justification for it is found in the works of the authors of the 50 – 60s of the 20th century (T. Parsons, D. Easton, G. Almond, Karl Doetsch). The basic concepts of the theory of the open and closed system, environment, structure, sustainability, balance, etc. were introduced by these scientists in the humanities.</p> <p>The systems approach to the theory of state (public) policy management provides for the public policy management and internal features of the relationship between the elements that form a whole, the quality of which is not limited to the number and specific qualities of these elements</p>
3. The structural and functional approach	<p>It is closely linked to the systems approach. It is based on the structural and functional analysis which is subordinate to coping with existence, operation and maintenance of the system's viability.</p> <p>The structural aspect includes determining the elements that make up a specific system and identify persistent connections and relationships between them</p>

Table 3.1 (the end)

1	2
	The functional aspect involves the study of mechanisms of internal elements and external functioning of the system during its interaction with the environment. Knowledge and understanding of internal connections and relationships in the interaction of the system elements can reveal the condition of its functioning and life, establish functional dependence of its existence on the environment
4. The cybernetic approach	This approach makes it possible to construct a system of control of the public sphere as a complex dynamic system and investigate its management as meaningful impact regulator (the system of public administration) in the public sphere of society (politics, economics, culture, etc.) in terms of information, that is a process of collection, storage, transmission and processing of information carried out by special means
5. The situational approach	<p>In terms of the situational concept of public administration, optimal organizational structures do not exist. Although the situational approach recognizes common patterns of the administrative process of state (public) management, specific techniques that managers should use to effectively achieve the objectives at each level of government and each organization vary greatly.</p> <p>Most modern researchers distinguish the following parameters as the main internal situational variables of control: goals, objectives, structure, technology and managerial personnel.</p> <p>The main situational variables include such environment factors as the political process, economy, scientific and technological progress, sociocultural changes, the effect of group interests</p>
6. The conflict approach	This approach highlights the contradictory nature of the interaction between the management and control system, specific management activities of the state aiming to regulate and resolve conflicts between the general public and private interests, between the demands addressed to political system of various social groups, or the internal and external environment

Public administration as a field of activity is associated with solving universe problems of public nature using limited resources to achieve the goals set by society.

Interesting to know. The problem with public administration is the discrepancy between the social object and the legislation, the act adopted by some authority or official of a higher level, public expectations and others.

The problem in the fundamental sense is a discrepancy between the existing and the desired, the "knowledge of ignorance".

Public administration as an academic discipline includes the elements that make it possible to learn the basic concepts of public administration, its

laws and principles, mechanisms and methods of administrative activities in public institutions etc.

Interesting to know. The method is a way to achieve the goal. The method combines the subjective and objective aspects of knowledge. The method should reflect the theory that is developed, reality and its relationships. Thus, the method is a program of construction and practical application of theory. At the same time the method is subjective as an instrument of thought of a researcher and in that capacity it includes its subjective characteristics.

From a philosophical standpoint methods are divided into: universal, i.e., operating in all fields of science and research at all stages of research; general (i.e. for all sciences); individual (i.e. for certain sciences), and special or specific (for this particular science).

This separation of methods is always conventional, because during the development of knowledge a scientific method can move from one category to another.

In public administration all categories of methods are used in the investigation of a problem.

Scientific methods include: observation, comparative analysis, calculation, measurement, experiment, generalization, abstraction, formalization, axiomatic analysis; synthesis, hypothetical, induction and deduction, analogy, idealization, historical and systematic methods (Table 3.2).

Taking into account the fact that public administration is an interdisciplinary science, studying it involves methods and techniques of scientific knowledge applied to such sciences as the theory of law; the theory of administrative law; politology; sociology; sociology of management; organizational and management sciences; scientific management; conflict management and others.

Table 3.2

The general scientific methods used in the research on public administration (compiled based on [107])

Method	Characteristic
1	2
Observation	A way of knowing the objective world, which is based on direct perception of objects and phenomena through the senses without interfering with the process of the researcher
Comparison	Establishment of a difference between the objects of the material world, or features they have in common, as implemented through the senses and special facilities

Table 3.2 (continuation)

1	2
Calculation	A number which shows the proportion of similar objects or parameters that characterize these or other properties
Measurement	A physical process of determining the magnitude of some numerical value by comparing it with the standard
Experiment	One of the areas of human practice, in which the truth of verifiable hypotheses or laws of the objective world are checked. During the experiment the researcher intervenes in the process investigated, so that some conditions of the experiment are provided, some are isolated, others are eliminated, amplified or attenuated
Generalization	The definition of a general concept, which reflected the main thing that characterizes this class of objects. This is a means for the formation of new scientific concepts, laws and theories
Abstraction	Mental distraction from nonexistent properties, connections, relationships and selecting several items that make a researcher be interested. It is usually carried out in two stages. In the first stage, the nonessential properties and connections are determined, in the second one – the object to be tested is replaced by another, more simple one which represents a simplified model that preserves important in the complex. There are the following types of abstraction: equating (formation of concepts by combining objects associated with some properties in a special class); isolation (separation of properties, which are closely related to the subject); constructivization (distraction from the uncertainty limits of real objects) and, finally, the assumption of a potential feasibility
Formalization	Presentation of an object or phenomenon in the form of some artificial language (mathematics, chemistry, etc.) and the study of real objects and their properties through formal research on relevant signs
Axiomatic	A way to build a scientific theory, in which some statements (axioms) are accepted without evidence and then used for other knowledge of the defined logical rules
Analysis	A method using partition or decomposition of objects (properties etc.) into their constituent particles. The basis of the analytical research method is connection with this analysis
Synthesis	A combination of individual aspects of a subject. Analysis and synthesis are interrelated, they represent a unity of opposites. There are the following types of analysis and synthesis: a direct or empirical method (used to highlight certain parts of the facility, identifying its properties, simple measurements, etc.); a reverse or elementary theoretical method (the one that is based on the concept of causation of different phenomena); a structural and genetic method (including the isolation from complex phenomena of such elements which have a decisive influence on all that remains of the object)
Induction	A conclusion from the facts to some hypothesis (a general statement)

Table 3.2 (the end)

1	2
Deduction	A conclusion in which some element of the conclusion of the set is based on the knowledge of the general properties of the whole set
Analogy	A method of research into objects and phenomena on the basis that they have similarities with others
Hypothetical	A method of cognition, which involves the development of a scientific hypothesis based on the study of physical, chemical, and other properties of the phenomena to be tested, using other ways of knowing, and then formulating the hypothesis, drafting a design scheme algorithm (model), studying, analyzing it and developing theoretical principles
Historical	A method that involves the study of the origin, formation and development of facilities in chronological order, so that the researcher receives additional knowledge about the object (phenomenon) which is investigated in the course of its development
Idealization	A mental construction of objects that are almost impossible to exist (for example, an ideal society). Due to idealization the real objects lose some properties that are inherent in them and are endowed with hypothetical properties
Systematic	A method that allows us to consider many factors (signs). These are such methods as operations research, the queuing theory, the control theory, the set theory, etc.

The aim of theoretical research is the synthesis of knowledge of the essential relationships between the object to be tested, and the environment, explaining and summarizing the results of empirical research, identifying common patterns and their formalization.

Interesting to know. Theoretical studies are completed with the formation of theory, not necessarily related to the construction of mathematics. The theory is in its development stages from various qualitative and quantitative explanation of processes to measuring their formalization. Depending on the stage it can be imagined as a form of qualitative rules, and presented in the form of mathematical equations (relations).

Objective research is theoretical, summarizing the results of a study of the general laws by processing and interpreting empirical data; dissemination of research results to a number of similar objects without repeating the total research; studies of the object that cannot be researched directly; improvement of the reliability of the experimental research facility (study of parameters and conditions of the observation, measurement accuracy).

The logical theoretical approach to public administration and governance includes: analysis of the essence of processes and phenomena; formulation of the

hypothesis of the study; construction (design) of a model; the study (simulation), including mathematics; analysis of theoretical solutions; drawing conclusions. If you cannot perform mathematical research, the working hypothesis is formulated in the verbal form, including those involving graphs, tables and so on.

During theoretical studies it is necessary to continuously set and solve tasks of different complexity in the form of contradictions of theoretical models that require resolution.

The logical theoretical approach involves the use of the logical methods and rules that are normative in nature. These rules include the rules of conclusion, the formation of complex concepts from simple ones, establishing the truth of complicated statements. Special principles of constructing theories are the principles of formation of axiomatic theories, criteria, consistency, completeness and independence of axioms and hypotheses.

The logical theoretical approach to public administration and governance allows researchers to penetrate into the essence of social phenomena creating a scientific picture of the world that is constantly changing.

For example, Fig. 3.1 shows the evolution of management models in the public sector, which are formed on the basis of the logical theoretical approach, based on the selected hypothesis, according to which new realities require new approaches to management, replacing traditional methods of governance based on the use of power and clear bureaucratic procedures with those that are focused on the provision of public services to meet consumer needs. Thus, the public sector model of public administration (the bureaucratic model) was transformed into the model of public administration (the market model), the emphasis has shifted from the job according to the instructions and clear rules to work aimed at the provision of quality public services and achievement of effective results.

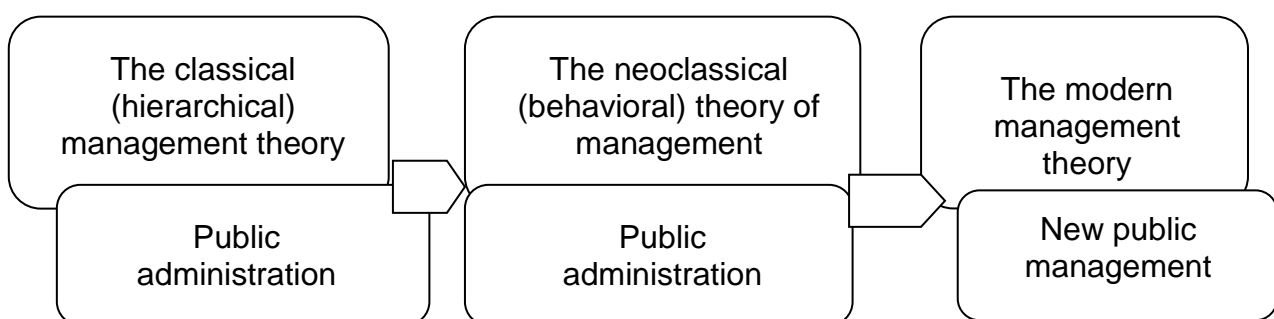


Fig. 3.1. The evolution of the management model in the public sector [180]

The modern world is a result of the impact of various forms of social integration of undergoing qualitative changes that lead to the transformation of its political system, that becomes a factor in global political restructuring associated with its transition from a unipolar to bipolar and multipolar world structure.

Interesting to know. In the new century, because of global transformations, entirely new and radically different features of the world order are generated and produced; and world politics and international processes take place in the form of conflicting trends and patterns. There are always new threats and challenges to international security, foreign policy and diplomacy. The state of the modern world in its development is directly related to the global space security and stability and their institutions. Globalization is a process that represents the transformation of the spatial organization of the modern world and its regions, social relations and interactions of institutions and institutional relationships.

Today it is quite clear that the modernization of the world can be a single vector of development. For this, as is observed in [56], there is a need to institutionalize the various national and regional value systems that compete for their right to the global impact.

The modern state is a political institution that has jurisdiction throughout the allotted territory. Now clearly emerging global policies affect the sovereignty of the nation states. Global policy alters the current world order by reconstructing traditional forms of national statehood and restructuring international political relations. Global policy changes conventional ideas about the differences between internal and external, internal and international policy and so on. Political decisions and actions in one part of the world are quickly reflected in the rest of the world. The centers of political action and decision-making can, thanks to modern means of communication, turn into a complex system of joint decision-making and political interaction.

The concept of administrative and management processes is one of the major categories of the science of public administration, which, in turn, consists of such categories as process, administration, administrative management.

Interesting to know. A process is a set of sequential actions aiming to achieve a certain result. Administration is an area of study of a relevant science.

Today, there are two views on the science of administration and its field of study:

1. Administration is "management, dealing with the objectives, functions and organizational challenges as a whole. This definition includes all structural units from the corporation as a whole to the very small unit or sector of the

department" (Ralph C. Davis, a management consultant and Professor of Business at the University of Ohio, USA).

2. "For the science of administration such area will be different divisions of public administration and in a too small degree, governmental authorities (the latter only perform their functions of clearly administrative nature" [65].

The purpose of research according to the second view of administration is to develop effective recommendations of a working apparatus of government in the broadest sense, the subject of which is planning, organization, implementation of administrative and management processes.

Interesting to know. Administration (from the Latin *administration* – management, control, leadership) is: 1) management activities of government agencies; organizational activities in the field of management; 2) executive power of the state; government apparatus; 3) officials that manage staff of any institution or company; 4) managers responsible for anything.

To administer (from the Latin *administrare* – to control, manage, operate) means: 1) to manage, operate; 2) to manage formally, bureaucratically, only with orders or command [133, p. 18].

Thus, the administrative process can be defined as a logical relationship of management categories that define the following characteristics of management:

- what the management is carried out for;
- what the causes of the managerial process are;
- what the process management is aimed at;
- what kind of impact is produced by the government.

In the study of administrative and management processes one must proceed from the essence of the administrative work which is a kind of mental work. Then the following elements of the managerial process can be distinguished: the target, the situation, the problem, the solution.

The administrative management process is based on the common management functions (planning, organization, control, coordination and motivation) and specified depending on the purpose and objectives of the situation management, and the problems to be solved.

3.2. The features and specific scientific knowledge in the public administration sphere

The science of public administration, which is akin to the science of administration, is a discipline of the period of integration of sciences.

Interesting to know. The period of the development of sciences in the last quarter of the twentieth century was characterized by two contradictory trends. The first entailed the division of the original solid disciplines into a number of sections, each of which played the role of a self-discipline.

This is a natural result of the increase of knowledge within the traditional disciplines and the need for increasingly developed specialization within the boundaries of each. Another trend, which is very much affected by the late 1970s of the 20th century went in the opposite direction and was caused by living conditions that complicated a lot. In connection with the emergence of the surrounding world of interdependent phenomena, hitherto completely or almost unknown, there are problems that cannot be solved using the tools of a scientific discipline.

These problems can be solved by combining the efforts of a number of close and sometimes distant sciences [65].

The science of administration should be based on many different areas of knowledge, processing it according to their needs, selecting and systematizing according to their criteria and, most important, adding their own research.

Scientific knowledge in the field of public administration must take into account the peculiarities of the science that examines administrative and management processes, as inherent in public institutions. The relationship of the science of public administration with some other sciences is shown in Fig. 3.2.

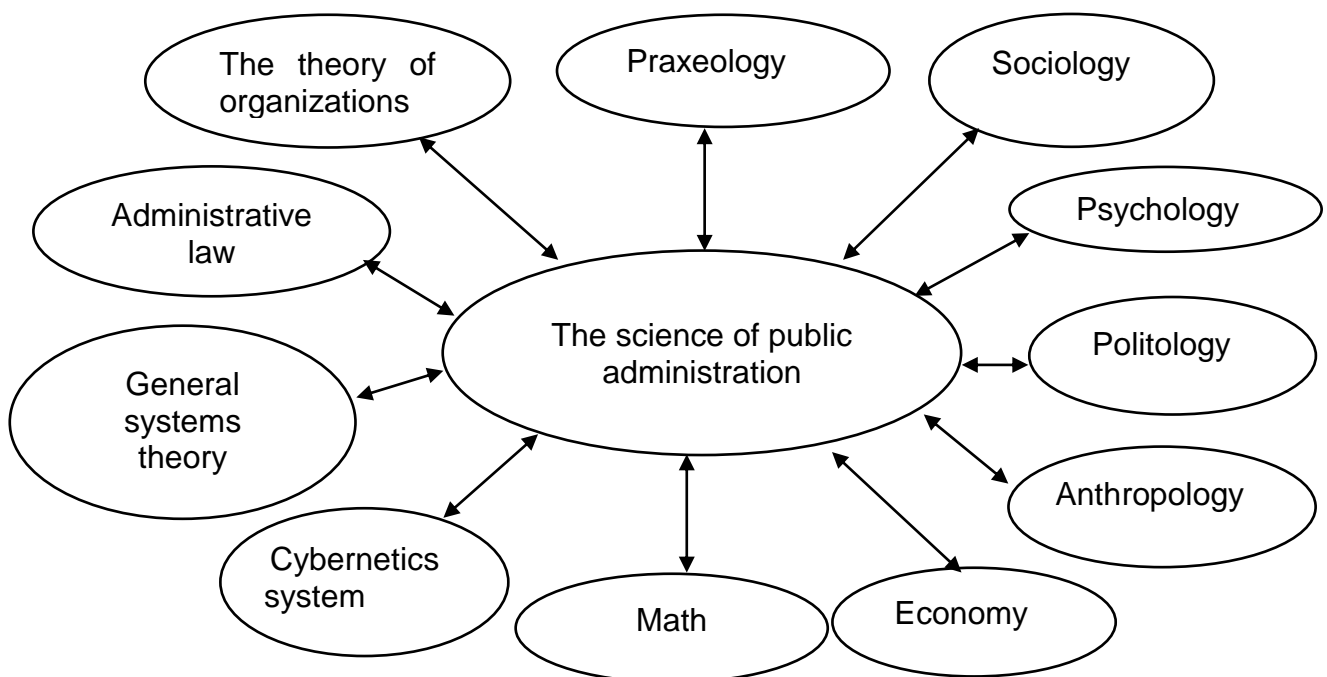


Fig. 3.2. The most completely formed areas of science, some elements of which should be included in the theoretical foundations of the science of public administration

Due to the "frontier" nature of the science of public administration the methods used by it are quite diverse. Most often sociological methods are used for the study of social processes which usually involves the need for mass registration and observation of phenomena. Of course, when it concerns mass registration of facts and their treatment, statistical methods should also be applied.

Interesting to know. Sociological studies aim to study the behavior of individuals, groups, relationships, processes of social interaction in different spheres of society and new information, identify patterns of social change based on sociological theories, methods and procedures.

Case study is a type of systematic cognitive process, which consists of coherent methodological, methodical, organizational and technical procedures of deep study, analysis and systematization of social facts, identifying relationships between social phenomena and processes based on data gathered about new knowledge and the development of measures to control the object researched, ensuring its progressive development.

An essential condition for sociological research methodology is integrated use of facts, that is, their relationship without manipulation which is often observed in practice.

Interesting to know. Methodology in the system of research principles used in this science. In sociology they are defined by the dialectical approach to the subject being studied. Dialectic involves consideration of the properties and characteristics of the object in their various connections and relationships with other objects in the development and changes. Principles of methodology are implemented through specific methods of sociological research.

The technique is a totality of methods related to research, including the system (a set, sequence, interconnection) of operations, procedures, methods of establishing social facts, their systematization and analysis. These include:

- methods of collecting primary information;
- rules of sample surveys;
- methods of construction of social indicators and methods developed and used by other sciences in sociology.

Depending on the availability of information on the researched topic and target of research, its type is determined. There are three types of sociological research: exploratory (search), descriptive, analytical and experimental studies (Table 3.3).

The types of sociological studies (compiled based on [259])

Type	Characteristic
1	2
Exploratory (search, pilot)	<p>This type of research is conducted as a preliminary stage of deep and extensive research when there is no clear understanding of the problem and the object of study, but researchers are not able to put forward any scientific hypotheses. This is a trial investigation, the aim of which, in the case of examination of a small collection of objects (basic concepts, suitability and reliability of the research instrument) of basic research, is to make the needed adjustments and changes – to get additional information to clarify the wording of the problem, objectives, hypotheses. The plan of this research involves the study of the literature on the researched topic, survey respondents of observation as the final stage of exploration etc.</p>
Descriptive	<p>This one is complex. It is carried out when the problem is formulated, the object is known as the researcher has a hypothesis about the narrative structure – function relationships and social characteristics of the object. The purpose of this study is to obtain empirical data which would give a relatively complete picture of the object, its structural elements, to test the hypothesis narrative, and, in the case of its confirmation, to provide full qualitative and quantitative description of the object. To this end, all items subject to the investigation, should be classified. The information is collected based on a descriptive plan for random or monographic survey questionnaires, group, correlation analysis and more.</p> <p>This type of study is conducted if the object of analysis is a large community of people with diverse characteristics (a large company, a city, a state, a region). In the test object homogeneous groups are defined and compared, their qualitative and quantitative features are found out</p>
Analytical and experimental	<p>This is the most profound and complex kind of sociological analysis that aims to not only describe the components of the phenomenon, but also to find out its causes. This kind of study requires carefully developed programs and considerable time. Notably, to select the most optimal way and analytical research, exploratory and descriptive studies are carried out</p>

Table 3.3 (the end)

Type	Characteristic
1	2
	<p>A descriptive study makes it possible to establish the characteristics of the phenomenon while an analytical one – to identify the factors that have led to its emergence and development, analyze the causal dependence of its development. For example, a descriptive study reveals that dissatisfaction with work affects productivity and the analytical study shows that dissatisfaction is a major factor in changing labor productivity, finds out its main cause and what changes it brings about.</p> <p>Because social reality is very complex, it is almost impossible to provide pure one or more factors that determine its nature, in each analytical study a combination of factors is determined. In this set core and noncore, temporary and permanent, regulated and unregulated, controllable and uncontrollable factors are defined.</p> <p>Thus, the analytical study is extremely difficult and requires a long time for thorough preparation and a very high level of knowledge of the problem. Various methods of collecting information that complement each other are usually used. This requires mutual selection of specific criteria for interpretation of the results provided by the experiment</p>

Sociological study of social processes involves division of responsibilities exercised consistently in four stages (Table 3.4).

Based on the materials of sociological research of social processes, social projects can be developed – concrete proposals concerning new forms of organization, management and so on. The many facets of relations arising in the process of public administration are studied by analysis and synthesis.

Reminder. The definition of analysis and synthesis of research methods is provided in Table 3.2.

Application of analysis to public administration makes it possible to examine certain aspects of the object, make a number of scientific abstractions, identify certain concepts. Further combination of study leads to a deeper essence. For example, the decision on forming the purposes of administrative governance requires consideration of the external environment of the public administrative system and its place in the system of public authorities.

The main stages of sociological research on social processes
(compiled based on [259])

Stage	Characteristic
1	2
<p>1. Development of the program and research work plan</p>	<p>The research working up plan is designed under the program, but unlike it the plan is operational in nature. It defines the sequence of the study, its procedures. The concept of procedure applies to the study as a whole, and its individual stages and means a sequence of all operations, complex organizational and educational action of research.</p> <p>The general procedure of research includes the following activities: development of the program and work plan of study; selecting, training and instructing performers; development and reproduction of instruments; collecting primary sociological information (surveys, interviews, etc.); conducting studies of research (statistical and mathematical); analysis of the survey results and recommendations. However, each of these types of work is relatively independent and provides various ways and means of solving research problems. The interview procedure, for example, includes the development of a questionnaire, selection of respondents, training of interviewers, doing surveys. The work plan includes timing of specific types of work, material and labor costs.</p> <p>Completion of the research plan development is a formal basis for beginning the work directly on the site of the study, that is beginning of the next phase – the preparatory and organizational one</p>
<p>2. Implementation of the preparatory and organizational work</p>	<p>The success of sociological research largely depends on the proper selection, timely preparation and training of its performers. In this regard a special place in the organization of the second phase of the study is given to explanatory work, which involves instructing all study participants, giving relevant directives and orders, using for this purpose the media and propaganda lectures, organizing conversations in the workplace. At this stage of the study a test of the reliability of the instrument, its adjustment, final choice are carried out.</p>
<p>3. Collecting empirical data</p>	<p>Work is carried out in accordance with the developed program of sociological studies using selected sociological methods (document analysis, interviews, observation, etc.) to gather specific information and fill the tables of models prepared earlier</p>

Table 3.4 (the end)

Stage	Characteristic
1	2
4. Analysis of the research and development of recommendations	<p>Empirical sociological research materials are processed, usually on a computer using various methods of economic mathematics, statistics to identify and quantify the impact of various factors on the object.</p> <p>Finally, by obtaining quantitative information about the development of social phenomena and processes substantial analysis is conducted, generalizations are made, conclusions about the tendencies are drawn and, if necessary, recommendations for their correction are developed</p>

At the same time, to be aware of the impact of the environment on public administration, one should analyze the relationships and factors inherent in it. For example, the factors of the external environment can be divided into direct and indirect. In turn, the direct impact factors can be divided into those, of consumers, competitors, suppliers and others.

The synthesis of public administration is putting together a combination of components (properties, attributes, relationships, etc.) of the object, dismembered in the analysis. Based on this study, a further study of the object takes place, but this time it is considered as a whole. This synthesis does not mean simple mechanical combination of disparate elements into a single system. It reveals the place and role of each element in an integrated system, sets the relationship and interdependence between them, which allows the researcher to understand the true dialectical unity of the object.

The development of the method of analysis and synthesis can be found in the systems approach.

Interesting to know. The systems approach is a comprehensive review of socioeconomic objects and phenomena as a unified whole with all the relationships of objects, their properties and imposed restrictions [3]. It opens an opportunity to use various methods (mathematical, cybernetic, informative, etc.) in the study of complex dynamic systems which primarily include social systems for using the laws and principles open in various sciences (mathematics, cybernetics, computer science et al.) when designing or improving organizational structures and processes of social systems.

The ideas and principles of the systems approach, system analysis methods and other methods of scientific research problems were generated by the objective conditions of new scientific and technological revolution,

social, political and economic factors. The task management across the state, its areas and some areas of public life nowadays is characterized by new features. The scale of the problem has grown enormously, and most decisions in various areas of public administration should be taken into account with their mutual influence.

Problems in the implementation of public processes refer to complex problems to which system analysis is applied.

Interesting to know. System analysis is used in the formulation of a problem, when information about the facility necessary for solving the problem cannot be obtained by direct observation. Then the object is seen as a subsystem of the system in connection with other systems.

The essence of systems analysis was formulated by the American researcher Quede who considered analysis to be a method of examination of problems. The mathematical apparatus and using accounting machines may be necessary or even useful, but these cannot be. Sometimes it can be quite important for considering a problem. But any analysis related to the preparation of a solution in the presence of uncertainty, regardless of its complexity presents defined elements. These elements – the goal or goals, alternatives or means to achieve these goals, costs, or all that you need to spend to achieve each alternative model or description of the relationship between alternatives and what they do and are, the criteria according to which the chosen alternative is preferred – are present in any analysis, which influences the choice of the course of action [159].

What is the problem in terms of system analysis? The problem is that this is the sphere of the abstract category of knowledge which represents a snapshot of people's understanding of their motives. This is the difference between the desired and actual. Depending on whether the problems are perceived by an individual, group, community, they can take the nature of personal, collective, community problem. Problems are generated and settled by people. Therefore, when exploring the concept of the problem the researcher should keep in mind purely human qualities of perception and associated difficulties. It should be noted that one of the most important tasks of the system analysis is a true and accurate statement of issues. Thus, system analysis solves the problem by creating systems. The system is understood as a way of solving problems – that is a set of all the necessary knowledge, information, material means and methods of use and methods of human activity, aimed at solving the problem. No less important task of system analysis is the right selection of system tools to solve the problem.

In the system analysis, the system that solves the problem is the unity of the four concepts: the task, the observer, the object, the language. They form the basis of system analysis.

The objective research system eventually comes to finding simplicity in a complex, finding effective means of research and management of complex socioeconomic and other objects. The solution to any problem in the field of public administration conditionally consists of four phases: 1) understanding the problem and formulating it correctly; 2) investigating everything related to the problem, that is formulating a system in mind; 3) designing and creating a set of methods and means of solving problems, that is a system; 4) using the right ways to organize and manage it.

Today, researchers who use the system analysis methodology, also use highly ramified scientific instruments which provide a technology of the system analysis. And each of the authors has given his own classification of the system analysis stages. This should not be disappointing, because it is quite clear that each author working in a specific field and at a determined management level creates a classification that is suited to addressing the challenges in this area. Application of mathematical methods in public administration depends on the complexity of the problems to be solved in this area. As shown earlier, problems in public administration are complex and difficult to formalize. Mathematics is concerned with the study of various properties of formal systems and calculus. Therefore, mathematical methods in public administration should be used in combination with other methods that are the scientific tools of system analysis (Table 3.5).

Table 3.5

Scientific tools of system analysis (compiled based on [159])

Groups of methods	Method
Informal methods	The scripting method; the expert procedures (Delphi); diagnostic methods
Graphical methods	The goal tree method; matrix methods; network methods
Quantitative methods	Methods of economic analysis; morphological methods; statistical methods
Modelling methods	Cybernetic models; descriptive models; statutory operating models (optimization, simulation, game)

Most of the methods described in Table 3.5 had been developed long before the emergence of the system analysis and had been used independently. So, what makes this system a methodology is the fact that this is not a method but a task, a requirement to use a series of complex methods or systems for solving different parts and stages of a problem. But a number of weak formal methods have been generated in the course of development of the system methodology and system analysis needs – unstructured or poorly structured problems.

3.3. The specificity of scientific knowledge in the social, administrative and management areas

Interesting to know. The public process, i.e. the development of human social life, as history witnesses, began in 5000 BC in Egypt, Asia Minor and India, from where it had been spreading worldwide for centuries. The public process was defined as: 1) the development and improvement of the knowledge of the world, i.e. the world; 2) the establishment of a system of relations between people – individuals and communities: families, clans, tribes, nations, religious clusters, castes, classes, professions, parties, states, etc.; 3) social struggles of individuals and communities for a better social order. Every social system is set depending on how people feel and understand the world, their needs and interests and their place and task in the world, that is on the human conception of the world.

The political process is a set of institutionalized and noninstitutionalized actions of politicians engaged in the development and implementation of a common collective power of the will of society. Western analysts emphasize that the political process is the notion of orientation that provides the dialogue of cultures and people, but does not determine its outcome.

The political process is one of the social processes different from the legal, economic, ideological, spiritual and cultural characteristics of its quality: firstly, it is a specific definition, with the end result of the process-specific scale (for example, the formation of a party, elections, etc.); secondly, it reflects the real engagement of policy; thirdly, it shows how individuals, social groups and institutions of power with all their stereotypes, prejudices and objectives interact with each other and with the state, thus realizing their specific social roles and functions.

Planning and forecasting sociopolitical processes in the country aims to define a vision on what basis questions should be answered not only about what can actually be realized in the future, but also when it should be expected, what forms the future will take and what this prediction is like.

The prevision must have a complex character which should be based on the provisions of such a dialectic principle as full coverage and detection of objects. To preview means to answer how and why this subject should be developed, what the features and conditions of the development process are and what the possible outcome is.

Predicting the sociopolitical processes is a special scientific research development prospect of social and political life, its processes, events and phenomena. Social and political forecasting is a prerequisite for successful sociopolitical activities. It involves making social and political prognosis, judgments about the future of the political process.

Interesting to know. The theory of social and political forecasting is based on fundamental research. At the end of the 20th century a new conceptual direction of social cognition in ensuring the survival of society preconditions got recognition – the theory of synergy (the authors are the Belgian scientist of the Russian origin, the Nobel Prize winner I. Prigogine and I. Stengers, G. Nicolis et al.). Here are some synergistic ideas that make researchers rethink traditional notions of social and political processes.

First, society is an open, dynamic, autonomous body with asymmetrical structures; the connections between them can be unstable, and the function of each of them is irregular. Second, the development of society is not linear, and somewhat spasmodic, which, however, does not deny its stability; sustainability grows from unsustainability as its outcome; instability of social environment activates the role of an individual.

Third, due to the inability to impose on society the ways of its further development, management takes the form of self-management, the ability to maintain appropriate parameters in the desired range.

The results of forecasting the prospects for social and political phenomena are the search process, regulatory and other forecasts (Table 3.6).

The forecasts are developed with the use of some forecasting methods, which are a set of methods and procedures for selection and analysis of empirical data with a view to making forecasts.

The methodology of the political prediction uses two kinds of patterns – the patterns of functioning of political systems and the patterns of development.

The main types of forecasting social and political phenomena

Type of forecast	Characteristic
1. Search	A prediction that, based on the trends and the current state of the object of prediction, defines the future state of the object at a given period of time, for given initial conditions. This forecast concerns the direction of the object's development that is most likely for its state for a specified period in the future. A typical example of this type of prediction can be forecasts of the population size of the planet development, of communication until 2005 performed under the auspices of the UN
2. Regulatory	It aims to achieve the predefined objectives and goals of society. The purpose of this forecast is to identify optimal ways of solving problems, identify possible organizational and technical measures, the estimated cost of programs. Regulatory forecasting is only possible when predicting the socioeconomic and political processes as the processes they study are not amenable to social control. Regulatory prognosis, unlike search, built in the opposite direction, i.e. from preset object state prediction to the study of current trends and their possible changes that achieve this status. Regulatory forecasting is thus a preliminary stage and a prerequisite for scientific evidence-based planning and forecasting

The former characterize the processes of life political institutions of society. The latter determine the direction of various phenomena changes and forms a political organization of society.

In the sociopolitical prediction the whole arsenal of methods of development projections is used, but they are all very conditional and can be divided into five groups: extrapolation, expert assessments, modelling, historical analogy, scenarios of the future. Each of these methods of predicting the future has its advantages and disadvantages.

Planning sociopolitical processes in the country is made on the basis of the results of scientific forecasting.

Planning sociopolitical processes is a science-based definition of perspectives and indicators of social and political institutions, events and processes and the development of measures to achieve the desired formation at all levels of social and political relations.

There are a number of methods of planning social and political processes that generally relate to the methods of planning social systems. In the old system

the balance method dominated, which ensures the connection between the needs of society and its capacity for limited resources. With the transition to a market economy when it is important to see the social consequences of the decisions made, to be able to reconcile the interests of all participants in transformation, provide conditions for the detection of their creative activity, more importance is attached to such methods as regulatory, analytical, variant, integrated, problem-target, social experiment, economic and mathematic (Table 3.7).

Table 3.7

The basic methods of planning social and political processes

Method	Characteristic
1. Regulatory	The regulations are major parameters for determining the parameters of social development
2. Analytical	Combining analysis and synthesis. This method of social progress is divided into components and defines the main directions of the program
3. Variant	This method aims to consider different options and choose the most optimal solutions
4. Complex	It takes into consideration the whole complex of factors in determining the rates and proportions of sustainable development, the characteristics of its basic parameters
5. Problem-target	This method defines key tasks, regardless of subordination
6. Social experiment	Its aim is to test the mechanism based on the example of a single object
7. Economic and mathematical	The method provides a quantitative analysis of the use of such methods as linear programming, modelling, multivariate analysis, game theory, etc.

To assess the correspondence of the actual condition of a social component of public administration to the scientifically justified requirements and selection of research methods, social indicators are used. They are the quantitative and qualitative characteristics of the state, trends and tendencies of social development and are calculated on the basis of statistics. For deeper measurements sociological research is conducted.

To characterize the level of social development the following two types of indicators are used:

- overall, comparing to which helps to find out if a phenomenon under study is ahead, behind or at the same level of development;
- regulatory, comparing to which the correspondence of the object's actual condition to the science-based regulatory requirements can be defined.

Comparing the social indicators of different objects, one can determine the location of a particular object, phenomenon, process in society. Studying social indicators, it is possible to find out the level, directions, trends that determine social development.

Interesting to know. Strategy is a generalized model of actions necessary to achieve the goals that put through coordination and resource allocation of an organization. Essentially, strategy is a set of rules the organization is guided by in its activities.

The process of developing a strategy includes: 1) definition of the mission of the organization; 2) specification of the organization's vision and goal setting; 3) formulation and implementation of strategies aimed at achieving them.

The essence of the strategic approach in the administrative work of public servants is that in a public institution (organization), on the one hand, there is clearly organized comprehensive strategic planning, on the other hand, the structure of governance of public institutions (organizations) is adequate to "formal" strategic planning and structured to ensure the development of a long-term strategy to achieve the objectives of public institutions and the establishment of management mechanisms for the implementation of this strategy through the plans. For example, according to the sustainable development strategy "Ukraine – 2020" approved by Presidential Decree No. 5/2015 dated January 12, 2015, the Cabinet of Ministers of Ukraine has to:

1) approve annually, by February 15, a plan of action on the implementation of the sustainable development strategy "Ukraine – 2020";

2) inform quarterly, by the 15th of the month following the reporting quarter, the status of the plan of action for implementation of the sustainable development strategy "Ukraine – 2020".

The sustainable development strategy "Ukraine – 2020" contains the following elements:

1. General provisions.

The revolution of dignity and struggle for freedom of Ukraine established a new Ukrainian idea – the idea of dignity, freedom and future.

Citizens of Ukraine have shown and continue to prove every day under hard conditions that dignity is a basic component of the character of the Ukrainian people.

Ukraine moves to a new era of history and the Ukrainian nation gets a unique chance to build a new Ukraine.

By ratifying the Association Agreement between Ukraine, on the one part, and the European Union, the European Atomic Energy Community and

their Member States, of the other part (hereinafter – Agreement), Ukraine got a tool and a guide for its transformation. Compliance with this Agreement enables Ukraine to be a full member of the European Union. These requirements are to be compliant with the Copenhagen criteria – the parameters to be met by the member state of the European Union.

The sustainable development strategy "Ukraine – 2020" (hereinafter – the Strategy) defines the purpose, motion vectors, the roadmap of top priorities and indicators of the adequate defense, socioeconomic, institutional, political and legal conditions for the establishment and development of Ukraine.

2. The purpose of implementation of the Strategy and the motion vectors.

The aim of the Strategy is to introduce European standards of living in Ukraine and provide Ukraine's leading position in the world.

To achieve this purpose, the following movement vectors have been set:

the vector of development – sustainable development of the state, structural reforms and, consequently, improvement of living standards. Ukraine has to become a state with a strong economy and advanced innovation. This requires first of all, restoration of macroeconomic stability, ensuring sustainable economic growth in an environmentally sustainable way, creating favorable conditions for business and a transparent tax system;

the vector of security – a guarantee of security of the state, business and citizens, protection of investment and private property. Ukraine has to become a country that is able to protect its borders and ensure peace not only in its territory, but also in the European region. Defining the basis of security should also ensure fair and impartial justice, urgent cleansing of authorities at all levels and ensuring the implementation of effective mechanisms for combating corruption. Particular attention should be paid to the safety of human life and health which is impossible without effective medicine, protection of vulnerable groups of the population, the environment and safe access to clean drinking water, safe food and industrial products;

the vector of responsibility – a guarantee that every citizen, regardless of race, color, political, religious and other beliefs, sex, ethnic or social origin, property, residence, language or other characteristics, has access to high-quality education system, health care and other services in the public and private sectors. Territorial communities settle their own local issues, their well-being and are responsible for the development of the country;

the vector of pride – ensuring mutual respect and tolerance, pride in their country, its history, culture, science, sports. Ukraine should take its rightful

place among the leading nations of the world, create adequate conditions of life and work, development of individuals talent and attract the world's best specialists in various fields.

3. The roadmap priorities and immediate implementation of the Strategy.

The Strategy provides a framework of these four motion vectors by implementation of the 62 re-forms and programs of the state:

1) the vector of development:

deregulation and enterprise development;

the program of development of small and medium enterprises;

the tax reform;

the reform of protection of economic competition;

the reform of the corporate law;

the reform of the financial sector;

the reform of the capital market;

the reform of labor relations;

the reform of the transport infrastructure;

the reform of the telecommunications infrastructure;

the program of participation in the trans-European networks;

the reform of the state customs and integration into the Customs Union of the European Community;

the reform of the monetary policy;

the program of Ukrainian exports;

the reform of the energy sector;

the energy efficiency program;

the reform of agriculture and fisheries;

the land reform;

the reform of housing;

the reform of statistics;

the program of attracting investments;

the reform of the diplomatic service;

the reform in the area of public procurement;

the reform of the public financial control and fiscal relations;

the civil service reform and optimization of public authorities;

the reform of the public property;

2) the vector of security:

the reform of the national security and defense;

the reform of the defense industry;

the judicial reform;
updates on the government and the anticorruption reform;
the e-government program;
the reform of the law enforcement;
the program of energy independence;
the reform of protection of intellectual property;
the program for saving the environment;

3) the vector of responsibility:

decentralization and the public administration reform;
the reform of the regional policy;
the program of the national unity and support of minorities;
the constitutional reform;
the reform of the electoral law;
the reform of the social security system;
the pension reform;
the health care reform;
the reform in the area of safety and quality of food;
the reform in the field of consumer protection;
the program of popularization of physical culture and sports;
the program of healthy life and longevity;
the education reform;
the development program for children and youth;

4) the vector of pride:

the program of popularization of Ukraine in the world and promotion of the interests of Ukraine in the global information space;
the branding program "Ukraine";
the reform of award proceedings;
the program of innovation;
the development of the information society and media;
the reform of the state policy in the field of science and research;
the Ukrainian space program;
the program of tourism development;
the reform of the state policy in the sphere of culture;
the program of the national film industry;
the program of the national publishing;
the reform of the state policy in the field of sports;
the program for attracting talent.

The number and content of these reforms and programs of the state may change in the course of implementation.

The primary is the implementation of the following reforms and programs:

- The reform of the national security and defense.

The main objective is to improve the defense of the state, reform the Armed Forces of Ukraine and other military formations of Ukraine in accordance with modern requirements and the experience gained during the antiterrorist operation and develop the military-industrial complex to maximize meeting the needs of the army.

One should also focus on the formation of new governments in the sphere of national security, on management, control, communications, computer support, intelligence and information management, and logistics around the security sector. In the armed forces of Ukraine, priority should be given to full renovation of structures, ranging from governments to manning tables and units, as well as optimization of systems and standards, the introduction of new weapons and equipment, review of tactics and strategies to meet the requirements of today. The system of intelligence service should be completely revised – from small units to intelligence agencies of the Ministry of Defense of Ukraine.

Among the main activities of the national security reform there should be functional optimization (reduction of duplicate and unnecessary structures), centralized procurement, optimization of logistics software, updates on the doctrinal and conceptual approaches to the national security, an effective state system of response to crisis (a network of situational centers of central authorities) with the leading role of the Council for National Security and Defense of Ukraine, attracting foreign investment and the formation of an effective model of public-private partnerships, the introduction of the cluster principle of rotation of staff, revision of qualification requirements and ensuring strict compliance with these requirements and complete recertification training, while deciding on not only professional, but also personal qualities.

- Updating the government and anticorruption reform.

The main purpose of the anticorruption reform is a significant reduction of corruption in Ukraine, reducing the losses of the state budget through corruption and business activities as well, and also improvement of Ukraine's position in international rankings that assess the level of corruption.

This will be achieved through proper implementation of the new anti-corruption strategy and the successful introduction of new anticorruption mechanisms. Among them there are the declaration of the property status of

public officials, prevention and settlement of conflicts of interest, checking the integrity of employees and monitoring their lifestyle. Overcoming political corruption requires a radical reform of political financing. It is important to use new technologies, in particular to ensure access to government information in the form of open data.

It is necessary to create an effective institutional framework preventing and combating corruption:

the National Anticorruption Bureau of Ukraine – to detect and investigate corruption of senior officials;

the National Agency for Prevention of Corruption as a tool for prevention of corruption and control of integrity of employees (the rules on the conflict of interest, the declaration of assets, etc.).

- The judicial reform.

The goal of the judicial reform is the reform of the judiciary, the judiciary and legal institutions related to practical implementation of the rule of law and ensuring everyone the right to a fair trial by an independent and impartial court. The reform should ensure the functioning of the judiciary that meets public expectations concerning independent and fair trial and the European system of values and standards of human rights.

The reform will be conducted in two stages:

the first stage is an urgent updating of legislation aiming to restore confidence in the judiciary in Ukraine;

the second stage is systemic changes in the legislation: a new Constitution of Ukraine and on the basis of the relevant constitutional changes, the new laws concerning the judicial system and judiciary, other related legal institutions.

- The reform of the law enforcement.

The goal of the state policy in this area is adjusting tasks and functions of the law enforcement agencies, introduction of new principles of service, new criteria for evaluating the work of the law enforcement bodies to improve the protection of human rights and interests of society and the state from illegal encroachments.

It is necessary to carry out functional and organizational transformation in the Ministry of Internal Affairs of Ukraine. There should be clear division of the functions of policy that should be implemented by the Ministry, and implementation of policies that should be carried out subsequent to individual central executive body in the Ministry of Internal Affairs of Ukraine – the National Police. Political control and professional management in the area of

law must be clearly delineated, as provided by the European Code of Police Ethics.

It is necessary to ensure transparent competitive selection of people for the posts, to create a new system of certification of personnel of the law enforcement agencies, to change approaches to the training of these bodies' personnel that should provide a change in their attitude to their duties towards their realization as for paid public services to ensure security of every person, their personal and property rights, public and state interests.

The system of the law enforcement should be as transparent and friendly to the public as possible. In this area it is important to conduct a thorough decentralization and implementation of effective mechanisms of public control over the law enforcement. The priority in the work of these bodies should be the principle of legality – the system of issuance and execution of orders must be such that the police officer is guided by law and does not give criminal orders.

- Decentralization and the public administration reform.

The goal of government is to build a transparent system of governance, establish a professional civil service, ensure its effectiveness. The introduction of the reform should create an efficient, transparent, open and flexible structure of public administration with the latest information and communication technologies (e-government) which is able to produce and implement a coherent national policy aimed at social sustainability and adequate response to internal and external challenges.

The goal of decentralization is to move away from the centralized model of governance in the country, ensuring the capacity of local government and an effective system of territorial organization of power in Ukraine, the implementation of the full provisions of the Charter, the principles of subsidiarity, universality and financial sustainability of local government.

The priority in the management of public finances should be to improve the transparency and efficiency of their distribution and use. The process of public procurement should be as transparent as possible and based on the general principles of competition. The corruption component in the implementation of public procurement should be eliminated.

- Deregulation and enterprise development.

In the medium term further reforms in this area presuppose creating a favorable business environment, small and medium enterprises, investment attraction, facilitation of international trade and efficiency of the labour market. It is necessary to reduce the number of permits in economic activity and

economic activities subject to licensing, abolish regulations that impede doing business, reduce the number of checks by state supervision (control) bodies, provide services to citizens and businesses electronically.

In order to expand and simplify the access of Ukrainian goods to the markets of the member countries of the European Union, Ukraine should bring the system of technical regulation in line with the EU requirements and complete the reform in the system of food safety and quality.

To support investment activity and investor protection it is necessary to ensure effective protection of private property, including the judiciary, to harmonize with the European Union the provisions of law of Ukraine on protection of national and foreign investors and creditors, protection of economic competition, to introduce mechanisms of incentives for investment, based on the best practice.

- The health care reform.

The goal of the state policy in this area is a radical, systemic reform, aimed at creating a system focused on the patient, able to provide health care to all citizens of Ukraine at the level of developed European countries. The main areas of the reform should be: increasing personal responsibility of citizens for their own health; providing free choice of high quality health care services; targeted assistance to the most vulnerable social groups; creating a business friendly environment in the health care market. A reference point in the reform program is the European Union's "European Health Strategy – 2020".

- The tax reform.

The goal is to build a tax system that is simple, economically fair, with minimal cost in time calculation and payment of taxes which creates necessary conditions for sustainable development of the national economy, provides ample filling of the state budget of Ukraine and local budgets. The main directions of the reform include transition from supervisory and punitive functions of fiscal bodies to service that helps in calculating and holding taxes, and is not intended to fill the budget at the expense of financial penalties and overpayments; reducing the number of taxes, their size and simplifying the calculation and payment; implementation of electronic services for taxpayers; reducing the tax burden on wages for their legalization; improvement of the legislation of Ukraine aimed at strengthening the fight against the schemes of tax evasion for both legal and natural persons, including improved administration of the VAT, the formation of tax control depending on the risk of taxpayers' openness of access to information on payment of taxes, improvement of legislation on transfer pricing, implementation of control over the expenditure of individuals.

- The program of energy independence.

The main task is to ensure energy security and transition to power-efficient use of energy and energy consumption with innovative technologies. The main objectives of government policy in this area are: reducing energy intensity of the gross domestic product (by 20 percent by the end of 2020) through introduction of 100 percent obligatory commercial assessment of energy consumption, the transition to the of energy-efficient technologies and equipment, in particular by involving energy service companies, projects using alternative energy sources; the fullest possible diversification of routes and sources of primary energy, including oil, natural gas, coal, nuclear fuel, increasing domestic energy production, establishment of transparent competition rules of energy deposits development and use; liberalization of the market of electricity and thermal energy, coal and gas, transition to a new model of their operation; integration of Ukraine into the continental European energy system ENTSO-E; reorganization of the National Joint Stock Company "Naftohaz Ukrainy", according to the Third Energy Package of the European Union; completing the pricing and tariff reform for energy and fuel, including overhaul of the formation of the energy balance, the abandonment of cross-subsidy and government subsidy, attracting foreign investment in the energy sector of Ukraine, including the modernization of the unified gas transportation system of Ukraine, energy-generating capacities and power grids, and the reform of the coal industry to attract strategic investors, privatization of perspective and liquidation (conservation) of inefficient coal mining enterprises, modernization of the infrastructure of the fuel and energy complex.

- The program of popularization of Ukraine in the world and promotion of the interests of Ukraine in the global information space.

The main goal is the formation of trust in Ukraine, directing its positioning in the world to build political and economic interests of our country and strengthen its national security and the restoration of the territorial integrity.

The key task is to create a positive image of Ukraine as a European, democratic state with favorable competitive business climate, with its unique place in the international division of labor and added value integrated into the global chain.

The program will focus on providing:

strengthening the institutional capacity for international strategic communications;

synergy of efforts of government, business and civil society to promote Ukraine in the world;

increasing and optimizing the presence of Ukraine in international events and venues; presence in the international academic, cultural and social environment;

communication on progress of reforms and transformations undertaken in Ukraine;

formation and promotion of brand messages on Ukraine: Ukraine is a country of freedom and dignity; Ukraine is a country of reform, despite the challenges; Ukraine is a hub for investment; Ukraine is a country of high technology and innovation; Ukraine is a country attractive for tourism; Ukraine is a country with outstanding cultural and historical traditions;

regular open dialogue with community leaders of global, expert and media covering or commenting on Ukrainian subjects;

formation of constant effective communication with the Ukrainian diaspora and use of its potential.

4. Strategic indicators of the Strategy implementation.

The Strategy envisages achieving the 25 key indicators that evaluate the implementation of reforms and programs:

1) in the World Bank rating "Doing Business" Ukraine will have to occupy a place among the first 30 positions;

2) the credit rating of Ukraine – the rating of liabilities in foreign currency according to the scale of the rating agency Standard & Poor's should not be lower than the investment grade "BBB";

3) in the Global Competitiveness Index, which is calculated by the World Economic Forum (WEF), Ukraine will enter the top 40 countries in the world;

4) the GDP (in terms of the purchasing power parity) per one person, as expected by the World Bank will increase to 16 000 dollars;

5) the net FDI inflow in the period of 2015 – 2020, according to the World Bank, will amount to over 40 billion US dollars;

6) the maximum ratio of the budget deficit to gross domestic product estimated by for the International Monetary Fund will not exceed 3 percent;

7) the maximum ratio of the total public debt and the guaranteed debt to the gross domestic product estimated by the International Monetary Fund will not exceed 60 percent (according to the Maastricht convergence criteria);

8) energy intensity of GDP will amount to 0.2 tons of oil equivalent per \$1,000 of the gross domestic product according to the International Energy Agency;

- 9) the cost of national security and defense will have to be at least 3 percent of gross domestic product;
- 10) the number of professional soldiers per 1000 people will increase from 2.8 to 5.6 persons estimated by the Stockholm International Peace Research Institute;
- 11) in the Corruption Perceptions Index rating, calculated by Transparency International, Ukraine will enter the top 50 countries in the world;
- 12) according to the polls, the trust level of experts (lawyers) in the court will be 70 percent;
- 13) the results of a nationwide survey of public trust in law enforcement will be 70 percent;
- 14) replacement of the staff of civil servants in law enforcement, courts and other government agencies should amount to 70 percent;
- 15) the share of one supplier in the total procurement of any energy amount should be limited to no more than 30 percent;
- 16) the average life expectancy according to World Bank estimates will have to increase by 3 years;
- 17) the share of local budgets will have to amount to at least 65 percent of the consolidated budget of the state;
- 18) the share of broadband according to the World Bank will have to amount to 25 subscribers per 100 people;
- 19) 75 percent of secondary school leavers will have to know at least two foreign languages proved by international certificates;
- 20) Ukraine will have to participate in the international PISA study of the quality of education and enter the top 50 states participating in the study;
- 21) Ukraine, together with the World Bank, will have to develop well-being standards, define its target value and monitor changes of the index;
- 22) the results of a nationwide survey show that 90 percent of Ukraine's community feel proud of their country;
- 23) while participating in the XXXII Summer Olympics Ukraine will win at least 35 medals;
- 24) in the Global Competitiveness Index in the fight for talent, which is counted by one of the world's leading business schools INSEAD, Ukraine will enter the top 30 countries in the world;
- 25) 20 Ukrainian-made films will come out in wide release in 2020.

5. The means of the Strategy implementation (social contract).

The main prerequisite for implementation of the Strategy is a social contract between government, business and civil society, where each party has its own area of responsibility.

The responsibility of government is to implement reforms, ensure the balance of interests between civil society, government and business, work transparently and efficiently using new approaches, guarantee human rights.

The responsibility of business is to maintain and develop the state, business environment and civil society, faithfully pay taxes, make effective investment in the state's economy, adhere to the principles of fair labor and competitiveness.

The responsibility of civil society is to control government, live according to the principles of dignity and strictly abide by the Constitution and laws of Ukraine.

6. The regulatory legal and organizational support for implementation of the Strategy.

Regulatory and organizational support for the implementation of the Strategy should be provided through the development and adoption of the established order of the relevant legal acts, annual plans of implementation of this Strategy, monitoring the implementation.

Head of the Presidential Administration of Ukraine B. Lozhkin

Conclusions

1. Under the current conditions of rapid development of society and all areas of its life, scientific methods of cognition are gaining special importance. Public administration as a branch of science is a relatively independent sphere of scientific research, the object of which is public administration as a kind of professional activity, and the subject, depending on the content of scientific and practical problem, is its technological or axiological dimensions.

2. Public administration as the area of research includes various schools of thought, methodological approaches and guidelines that are different. The main general methodologies of the modern theory of public administration are: active, systemic, structural and functional, cybernetic, situational, and conflict approaches.

3. Public administration extensively uses the knowledge of other sciences (both humanitarian and nonhumanitarian): philosophy, sociology, political science, economics, computer science, law, etc.

4. Public administration as a field of activity is associated with identifying and solving problems within the public nature of limited resources to the goals set by society.

5. Public administration as an academic discipline includes the elements which make it possible to learn the basic concepts of public administration, its laws and principles, mechanisms and methods of administrative activities in public institutions and so on.

6. In the study of public administration problems all categories of methods are used. Scientific methods are: observation, comparison, calculation, measurement, experiment, generalization, abstraction, formalization, analysis and synthesis, induction and deduction, analogy, modelling, idealization, ranking and axiomatic, speculative, historical and systematic methods. Taking into account the fact that public administration is an interdisciplinary science, the study of the subject areas is based on the use of methods and techniques of scientific knowledge of such sciences as theory of law; theory of administrative law; politicalology; sociology; sociology of management; organizational and management sciences; scientific management; conflict resolution and others.

7. The logical theoretical approach to public administration and governance includes: analysis of the essence of processes and phenomena; formulation of the hypothesis of the study; construction (design) of a model; the study (simulation) including mathematics; analysis of theoretical solutions; drawing conclusions. If mathematical research cannot be performed, the working hypothesis is formulated in verbal form involving graphs, tables and so on.

8. Today, there are two views on the science of administration management as an area of research:

According to Ralph C. Davis, a management consultant and professor of business at the University of Ohio, the USA, administration is management dealing with the objectives, functions and organizational problems of components as a whole. This definition includes all structural units from the corporation as a whole to a very small unit or sector of the department.

For the science of administration management this area will be presented by different divisions of public administration and to a very small degree by authorities (these – only in the case when the functions they perform are of clearly administrative nature).

9. Multifaceted relations arising in the process of public administration studied by analysis and synthesis.

10. The solution to any problem in the field of public administration conditionally consists of four phases: 1) understanding the problem and

formulating it right; 2) investigating everything related to the problem, that is formulating a system in mind; 3) designing and creating a set of methods and means for solving problems of that system; 4) using the right to organize and manage it.

Questions for self-assessment

1. What is public administration as a branch of science?
2. What is the nature and specificity of scientific knowledge in the social and administrative management activities?
3. What research methodology is used in public administration?
4. What is the difference between theory and practice of public administration?
5. What is the specificity of scientific instruments in public administration?
6. What is research methodology of public processes based on?
7. List the main methods of public processes.
8. What does the mechanism of choice of research methods depend on?
9. How is the expert assessment in public administration performed?
10. What is sociological survey as a tool for studying public administration based on?
11. What are the peculiarities of mathematical methods applied in public administration: the current state and development prospects?
12. What are the current trends in scientific knowledge and how are they applied in public administration?

4. Models in public administration

4.1. The development of social and administrative models based on administrative processes.

4.2. Defining the common approaches to the formation of a coherent theoretical model of public administration.

The key concepts and terms: public administration, public administration, local government, the model of public administration, public administration, archetypes of democracy, public service, public services, administrative and governance, "good governance", decentralization of power, democratization, regional institutions, models of interaction between the control subjects of the territorial development model of government, civil society institutions.

4.1. The development of social and administrative models based on administrative processes

The development of Ukraine in the contemporary economy is determined by a complex transformation from a young independent state in the 1990s to the country, which in our time lays claims to parity among European countries. This should be complemented by structural transformation, modernization of the level of state government which involves a growing influence of institutions that provide efficiency of public administration.

In Ukraine, public administration is undergoing a difficult transformation, defined by the Administrative Reform Law. The need for reform and transformation is caused by a number of problems, primarily relating to the establishment of scientific and methodological foundations of public administration, awareness of its leading role in the implementation of the regional administration and local government, creating conditions for the effectiveness of implementation of public administration, determining the level of power of local authorities, formation of local budgets and their target allocation, formation and distribution of the synthesized (human, intellectual and social) capital. In-depth democratic transformation should be based on archetypes of participation of each member of the community.

These problems are reflected in the issues considered in the scientific field of public administration. The emergence of public administration as a form of implementation of the archetypes of democracy in Ukraine coincided with the independence of the country, which is symbolic and positive impact on the development of the theory and practice of public administration in the country.

In modern Ukraine, the evolution of public administration models is accompanied by outlining the differences in the definitions of public administration and public management, which determines the appropriateness of presentation the phenomenon under study; and the influence of archetypes on the development of public administration necessitates the definition of a number of existing special or influential phenomena within public administration.

Public administration is interpreted in a wide and narrow sense. In a narrow sense, public administration is associated with the executive branch of government and is seen as a professional activity of civil servants and people working in the social field, nongovernment organizations, institutions and organizations with government and sponsorship funding supporting life functions of the country at the national, regional and local levels and carrying out research, development and implementation of public policy [168, p. 6].

Public administration is broadly related to the functioning of all branches of government: legislative, executive, judicial, and therefore linked to the archetypes of democracy. It may be noted that public administration is a modification of the classical management in various spheres of life of society, i.e. planning, organization, motivation with emphasis on control over the formation and efficient use of resources by the government (including regional and local), business and citizens (all stakeholders) in the process of providing public services.

Thus, public administration is a combination of direct interaction between citizens, government and nongovernment sectors. It is planning and managing common affairs of a city, a region; it is a relationship that includes formal institutions and informal arrangements associated with synthesized (human, intellectual, social) capital of citizens and therefore indivisible archetypes of democracy. Public administration is the involvement of all concerned citizens in the processes that take place in a city, district, region, country to use their rights, abilities and capabilities to carry out the people's power to make decisions and implement the functions of public administration – a social controller capable for self-organization.

Public administration in Ukrainian science means activities of public authorities and officials on practical implementation produced through the appropriate policy procedures. The activities of civil servants are traditionally identified with political activity on the one hand and legislative activity on the other hand.

Based on the present definition, borrowed from the theory and practice of management in the United States, governance is identical to public administration. The development of the European scientific thought creates conditions for interpreting public administration as activities in the space of competencies of civil servants. Public administration is a broader activity, covering the functions aiming to satisfy all the stakeholders of society. Taking into account the fact that national public relations in countries emerge against the backdrop of national characteristics of the population in a country, the dominant archetypes become indispensable part of public administration in a particular state.

The strategy of Ukraine's integration into the European space is accompanied by the adoption of the concepts outlined in the White Paper on European Governance [61] and, accordingly, the consideration of the government as a specialized field of civil servants' activity only and public administration as a field of activity of representatives of the whole Ukrainian society.

In the domestic legal framework the concept of public service, which is regarded as a professional activity is enshrined in The Concept of the Public Administration Reform, the laws of Ukraine "On State Service" and "On Service in Local Government", whose main objective is to provide high-quality public services to citizens at a level that meets European standards, making optimum use of public funds, timely and adequate response to the social, economic, foreign policy and other challenges.

T. Zheliuk [52] notes that there is no clear distinction between public administration, service management and governance. In this context, according to the researcher [52] the approaches to the regulation of public administration set out in the White Paper on European Governance deserve attention. According to this book, public administration ensures the implementation of public policies resulting from the transition from the policy of responsibility of leaders to the personal participation of citizens and civil society structures, where the responsibility is taken on by the politically active part of society, and therefore public policy makes a separate area. Unlike the state (government) policy that expresses the direction of the political leadership of the whole society, it represents the interests of the nation, certain sectors and regions, social classes, groups, and, therefore, to be a success, it requires a broad voluntary support of all actors related to this policy. A long period of many centuries of European integration had also led to the formation of unified archetypes, which became the basis of social organization and management patterns.

Thus, public administration is not identical to governance. It has a wide range of activities, as it covers the stakeholders of the whole society.

The theory and methodology of public administration are presented in the works of Woodrow Wilson ("The study of public administration", 1887), Henri Fayol ("Industrial and general management", 1916), Leonard White ("Introduction to the study of public administration", 1926), Chester Barnard ("The functions of the executive power", 1938), Herbert Simon ("Administrative behavior", 1947), Dwight Waldo ("Administrative state", 1948), Michel Crozier ("The phenomenon of bureaucracy" 1963), Peter Drucker ("Effective executive power", 1966), William Niskanen ("Bureaucracy and representative governance", 1971), Andrew Dalshyra ("Public administration", 1973), James March and Johan Olsen ("Rethinking institutions", 1989), David Osborne and Ted Heblera ("Rethinking governance", 1992). Thus, public administration as a concept appeared in the second half of the nineteenth century. That paved the way to its evolution as one finished product had been tested in management practice.

Woodrow Wilson thought that the administrative and governance could be studied and, on this basis, an exact science could be created. Despite the fact that this science was, according to Wilson, the result of political science, there was a difference between administrative management and politics that must be taken into account. While policy defines the main goals of the state, administration implements these goals, that is management depends on policy and has its own laws of development. Administration is outside politics. Administrative issues are not political issues. Although politics sets goals for administration, administration should not suffer from manipulation of its units. Administration depends on the policy in the sense that the political authorities define the rules of administration law. Public administration is detailed and systematic execution [99]. As it should be, constitutional and administrative issues are different, "the difference is made up of general plans and special means" [174, p. 25]. The purpose of the study of public administration is a detailed study of managerial methods and principles developed on their basis. For this purpose it is necessary to study the experience of other countries using the method of comparative analysis. Thus, public administration as a relatively independent sphere of activity should be controlled by public opinion and should not be in conflict with the principles of a democratic society.

M. Weber, W. Wilson, A. Fayol, Herbert Simon and other scientists can be considered as those who, proposed the initial model in public administration: old public management [174]. The essence of the model can be described by the following principles.

Old public administration is a classic bureaucratic form of organization, described by M. Weber as an ideal type of rational form of government that through the principle of a lawful state is characterized by a high level of predictability for politicians and citizens.

Typical features of bureaucratic organization are primarily:

- division of labor based on functional specialization;
- a precisely fixed hierarchy of authority;
- a system of rules, which establishes the rights and obligations of officials;
- a system of solutions to work situations (standardized processes);
- non-personal relationships between people;
- promotion based on professional competence in connection with the principle of career;
- compliance with the principle of business documents.

To determine the roots of the concept of new public management (the public choice theory (public choice) and managerialism) there are two theoretical approaches:

- the public choice theory;
- the management theory.

The authors of the reform concepts in line with the public choice theory try to limit the impact of bureaucracy on policy by increasing competitive pressure in the sphere of public administration, thereby strengthening the position of citizens (and politicians) [171].

As part of the reform approach based on the theories of management it relies on the expansion of bureaucracy discretion by abolishing restrictions and strengthening economic incentives.

New public management (NPM) is a set of administrative and political reform strategies, which is predominantly based on administrative interpretation in the light of the private economy. The NPM reform model is not a dogmatic and complete list of activities, but most often it involves the implementation of the following steps:

- privatization and elimination of excessive regulation;
- passing beyond a single structure or autonomization of separate administrative units;
- introducing elements of competition in administrative activities and borrowing management methods from the private sector of economy to public administration.

In the domestic environment, there is an opinion that the concept of good governance replaces the concept of public administration which originated in the 1990s. With its "one-sided focus on efficiency, it fills the concept of government social and humanitarian components; creates a new approach to understanding the required government, which now does not only have to meet the requirements of efficiency, but to be open, accessible, accountable, controlled and sensitive to the demands of citizens, their needs and requests [68]".

New approaches to understanding governance as a guidance comprise the following:

- it does not only concern structures and practices;
 - it aims to overcome the chaos and ensure manageability;
 - it allows for governance without government (global governance).
- Overall, good governance is good manageability.

The concept of good governance embraces a democratic and efficient management system, successfully operating public institutions, appropriate quality of public services and the ability to adapt to new social needs.

Good governance requires public confidence in the government, anticipating the principles of transparency, personal integrity, high ethical standards and respect for the law, accountability, access and solidarity with the citizens.

In Ukraine, the conditions for changing these concepts are formed, the theory of public administration continues to grow with research in public administration, but practice lags far behind the theory that necessitates amending the regulatory and legislative documents and implementation of high-level control in the process of reforming the public administration in Ukraine.

The experience of advanced countries of the European Union and the United States shows significant results in the expansion of public administration that involves liberalization of government based on democratic principles and implies participatory partnership between government authorities at all levels of government [171].

Analysis of local governments of foreign countries shows that, in the world, there are a number of models which differ significantly from each other in the principles of formation of local government, the nature of relations between local governments and public authorities and forms of interaction of representatives, executives and managers of the local municipality system.

Different theoretical approaches to local government have led to its multivariate models. Among the most distinguished scholars Anglo-Saxon, continental, Iberian, and mixed Soviet models of local government.

The Anglo-Saxon model is used in the UK. It also operates in the US, Canada, Australia, New Zealand and other countries.

Characteristic features of this model include:

lack of local authorized representatives of the central government which shall take care of local elected bodies; operation of local authorities is only within the jurisdiction laid down in the law and enforcement of the principle of positive regulation of local government.

The continental model (Romano-Germanic and French) has proliferated in Europe, French-speaking Africa, many countries in Latin America and the Middle East.

It is based on a combination of public administration and local self-government. Having been formed in France, this specific model comes from the history of this country when the mainstay of royal power was made up of local plenipotentiaries of the monarchy rather than local government communes.

The continental model of local governance resembles a hierarchical pyramid, which transmits various directives and pieces of information, and in which central authorities include an army of agents actively working in the field. This model is also characterized by a certain subordination of the lower links to the higher ones.

The main features of the continental model are:

combining direct public administration and local government;

strengthening public administration in the implementation of the principle of negative regulation of local government under which they can perform all actions which are not directly forbidden by law.

The mixed (hybrid) model has similarities with both the Anglo-Saxon and continental models, i.e. alongside these models there are mixed versions of local authorities which absorbed, to some extent, the features of each of them and besides have their specific signs.

A characteristic feature of the mixed model is the lower level local government sufficiently independent of the higher level territorial governance. Today, a mixed model of local government successfully operates in Germany, Austria, Japan and some post-socialist countries and developing countries.

The Iberian model of local governments (Brazil, Spanish-speaking Latin American countries, although Spain itself doesn't have this system) is different in different countries, some countries have some similarities with the Romano-Germanic system, but have their own peculiarities. For example, in Latin America, in the system of local government, which is similar to the Romano-Germanic one, the role of representatives of the center is very large.

The Soviet model has survived in China, the People's Democratic Republic of Cuba. In this model, all councils are bodies of state power in the territory. The council elects the Executive Committee which is a collective body of public administration in the respective administrative and territorial unit and is subject to a superior Committee and its Board. Typical of this model is hierarchical subordination of all its elements and lack of any autonomy of local councils elected on the unopposed basis.

Building a European model of government in Ukraine should be concrete. Taking into account the number of factors (socioeconomic, historical, cultural, social, political and legal), Ukrainian realities are mostly met by the French model, that is the continental model of public authorities in the field.

In domestic science, there are a number of areas dealing with public administration considered from the point of failure of the power vertical,

and as a business process, and in the light of ethical and spiritual aspects, e.g. based on national archetypes.

However, modern conditions cause the inability to reject the power vertical in Ukrainian society which, under the influence of transformation processes, is characterized by significant differentiation, chaotic nature and low level of social consciousness and self-control. This is complicated by imperfect legal framework and low level of control over the implementation of laws.

So, first of all, an effective government mechanism should be formed and further steps may imply formation of horizontal management and provision of absolute rights and freedoms of other communities and other associations of citizens. V. Sharii adheres these considerations, emphasizing the need to find an optimal model of government that would meet all the requirements of a modern democratic world, the challenges of globalization, national cultural and historical traditions [263].

The nature of the concept of public administration is much broader than the usual governance, but it is narrower than public administration. In the modern organization of social life, management actions are carried out, in addition to special institutions, by state and local governments, public and private organizations. Administration provides a special kind of activity, namely the adoption of regulations and orders issued by the competent authorities in a democracy where there versatile relationships between political and social institutions.

As defined by the economic dictionary [20, p. 220], public administration is a system of executive authorities and executive bodies of local governments, enterprises, institutions, organizations and other entities endowed with administrative and management functions, which have to ensure the interests of both the state and society as a whole, and a set of administrative and managerial actions and measures established by law [101].

There are advanced examples of priority areas in public administration, implementation of activities within which the basis for modernization in this area is formed. The majority of local governments today have formed the basis for the administrative and territorial structure which is one of the important components of government. Through decentralization of administrative functions, state bodies somehow face the challenge of adjusting the administrative and territorial structure, such as changing its elements or steps and making appropriate reforms in society. Experience of other countries suggests that building a system of public administration is impossible without improving the territorial organization

of the state. The decentralized state power of local and regional autonomy is becoming the dominant form of the Western state organization [5; 175; 117].

Presently, a country with a completely centralized management is an atavism. Regarding decentralization, the level of its development is different depending on the political priorities of leadership, dialogue between government and society, influence of social institutions. Decentralization, as defined in the Big Economic Dictionary [20, p. 220], is the transfer of management functions from central government to local authorities, broadening the powers of lower authorities at the expense of higher authorities.

Decentralization has several advantages: maximum approximation of the executive bodies to consumers of social services; the possibility of considering a large number of solutions involving public; the possibility of coordination of interests of the majority of the territorial community; reducing the costs of public administration by minimizing the number of management levels, which positively affects the reduction of transaction costs at the local level, and because of this – growing socioeconomic indicators in the national context.

The set of operations in the environment performed by the local community as a public management body can be seen as a nonprofit market, where the main purpose is not commercial profit, but receiving social surplus by reducing the cost of procedures and operations, as the number of controlling bodies decreases, and involved in the control of the structures of civil society. In addition, the transparency of public administrations reduces costs associated with corruption. Nonprofit market of social services provided by public administrations does not contradict either the structures of a unitary state or a developed structure of civil society.

The features of effective state influence on social processes, even with the best intentions, are quite limited, and the state cannot solve all the problems faced by citizens. Therefore, decentralization is a necessary component of the democratization process of the country based on the archetype of direct democracy.

The main problems of the legal, financial, economic, institutional and socio-political nature that hamper the development of local government are the following: absence of legal provisions of the territorial basis of local self-government and lack of the legal state influence on the local government; excessive centralization of resources and powers; duplication of powers of local authorities and local governments; lack of state incentives for community self-development and initiative; disparities of administrative and territorial units; the crisis of human resources policy at the level of local government; corporatization

of local governments and their isolation from the public; no awareness of the existence of archetypes and archetypes ignoring the impact of the direct democracy on social processes.

The experience of foreign countries and the latest research make it possible to distinguish the following prerequisites for successful implementation of decentralized events and an effective system of decentralized government: rule of law; recognition and guarantees of local government; equal protection of all forms of ownership; democratic and effective electoral legislation; independence, efficiency, accessibility and transparency of the judiciary, functioning administrative justice institutions; perfect high budget process and fiscal discipline; adequate social standards; a developed public sector or a persistent tendency to development; other preconditions [42, p. 14]. In the Global Competitiveness Report 2014 of the World Economic Forum, Ukraine ranked only 133rd out of 144 countries in terms of the efficiency of institutions. This result is one of the worst not only in relation to the EU and other developed economies, but compared to the immediate neighbors. Among the positive changes, some progress in the fight against corruption is worth noting (117th position). But the performance of government has significantly worsened (123rd position). The fact that the performance of the government and corruption involve a lot of problems, is exemplified by the survey conducted by the Fund "Effective Management" (Table 4.1) [54].

Table 4.1

The most problematic factors that indicate inefficiency of Ukrainian institutions (as in 2014),%

Region/city	Corruption	The inefficiency of the state apparatus (including the licensing system)	Instability of state policy	Instability of state and local governments
1	2	3	4	5
ARC	16.4	12.3	11.0	7.2
Vinnytsia region	10.4	15.5	9.9	8.5
Volyn region	9.1	5.3	14.5	5.6
Dnipropetrovsk region	13.2	10.5	11.9	6.4
Donetsk region	10.7	10	16.5	5.3
Zhytomyr region	12.4	7.5	16.6	5.5
Zakarpattia region	8.8	6.5	18.4	6.0
Zaporizhzhia region	12.6	10.1	17.8	8.4
Ivano-Frankivsk region	13.0	7.3	14.5	9.8

Table 4.1 (the end)

1	2	3	4	5
Kyiv region	12.1	10.6	15.3	6.6
Kirovohrad region	11.1	10.7	15.4	5.1
Luhansk region	12.2	10.4	15.7	5.3
Lviv region	13.4	8.8	16.0	6.9
Mykolaiv region	10.9	9.4	14.1	7.4
Odesa region	15.3	11.6	12.7	7.4
the city of Poltava	12.3	7.8	17.2	6.8
Rivne region	9.3	7.4	20.0	5.2
the city of Sevastopol	15.1	9.8	11.9	5.5
Sumy region	9.3	8.4	17.9	6.1
Ternopil region	9.4	8.8	13.2	7.5
Kharkiv region	15.0	9.4	15.5	5.6
Kherson region	8.6	9.5	18.6	6.7
Khmelnyskyi region	13.7	6.8	16.9	5.9
Cherkasy region	13.2	10.1	16.0	5.4
Chernivtsi region	9.2	6.4	9.8	5.2
Chernihiv region	8.8	6.4	14.8	6.2
the city of Kyiv	14.3	10.9	13.2	7.0

The importance of these conditions is the quality of the existing legal framework of local government and its ability to be thorough on the basis of the processes that occur in the legal regulation of local government and are the characteristic features of the present stage of development of regional socioeconomic systems. In the context of reforming the system of territorial organization of power in Ukraine, the problem of how to determine constitutional and legal regulation of the powers of local governments has become of vital importance. The value of the local approach to the regulation status of local governments and local law-making in general is lost, effectively depriving the subject of legal regulation.

Changes in the theoretical approaches to regional and local self-government, namely the focus on the initiative of the territories, leads to reorientation of policies towards decentralization which creates conditions for horizontal cooperation with more detailed understanding of the real problems. The focus has shifted from development of physical infrastructure to human development. Along with this there is a growing need for knowledge of the archetype of direct democracy, the study of its nature and creating prerequisites

for effective archetype impact on the socio-political processes. The main purpose is clear determination of region's place in the global economy and promotion of clusters in sectors that have the highest potential and can support the development of other sectors. Self-sufficient growth has become a new form of the regions' success. Democratization of regional institutions and establishments can open them to a wider range of participants. These trends are reinforced by changes in the functioning of public administration, the rejection of the centralized approach and unified policies for decentralization.

Addressing the territorial development and ensuring sustainable operation of all components of the economic system, require coordinated and concerted actions of management that are possible within the framework of strategic cooperation between them.

Strategic management is a complex of partner interaction efforts which aim to create a balance of interests of cooperation in matters of realization of strategic objectives and achieve the strategic goals of territorial development.

The models of interaction between the subjects of strategic territorial development are:

- a model of complete subordination of the regional administration of the state regional policy of the central authorities;

- a model of equal cooperation and strategic partnership to address the pressing problems of territorial development of coordination within the entire national system;

- a model of direct interaction with all areas in solving certain problems or with some of them in solving specific problems by forming such relevant administrative and economic conditions that encourage regions to a more active and independent role of self-development.

The subjects of strategic interaction are:

- central and local authorities;

- local governments;

- local communities;

- NGOs and associations;

- market institutions (represented by major banks, investment funds, associations of producers and businesses);

- local representation (branches) of the Association of Cities, the Association of Leaders of Local and Regional Authorities of Ukraine;

- the Regional Development Agency;

- research institutions and centers.

In the applied aspect such interaction is provided by:

taking into account and balancing the interests of the participants in economic activities in a region;

mutual confrontation of executive bodies at the central and local levels and local authorities;

exception of vectoral orientation of actions used to stabilize the economic development of the territory;

unity of the legal framework of implementing measures to ensure balanced regional development;

formation of organizational structures of regulation with regard to the implementation of strategic development of the region which provide horizontal and vertical relationships both in and between them;

giving priority to economic methods of regulation with the active involvement of the regional economy to solve the problems of spatial development;

agreements on regional development;

widespread practice of concluding agreements on interregional cooperation and integration.

In general, the model of interaction of the management subjects of territorial development is represented in Fig. 4.1.

The interaction between the actors managing territorial development is characterized by such domestic problems as:

management decisions on regulatory actions do not always take into account local conditions and ensure public participation;

incompletely implemented position declared by the Cabinet of Ministers of Ukraine as to concluding agreements (contracts) between the central authorities and local governments to implement program activities;

interaction takes place on a formal basis, without consideration of the interests of management and the proper representation of business representatives, NGOs, academic and financial institutions in the government coordinating body;

no approval of authority positions by local businesses and community (nongovernmental) organizations in making unpopular decisions to address the causes of uneven regional development;

no clear vertically coordinated activities at all levels of government.

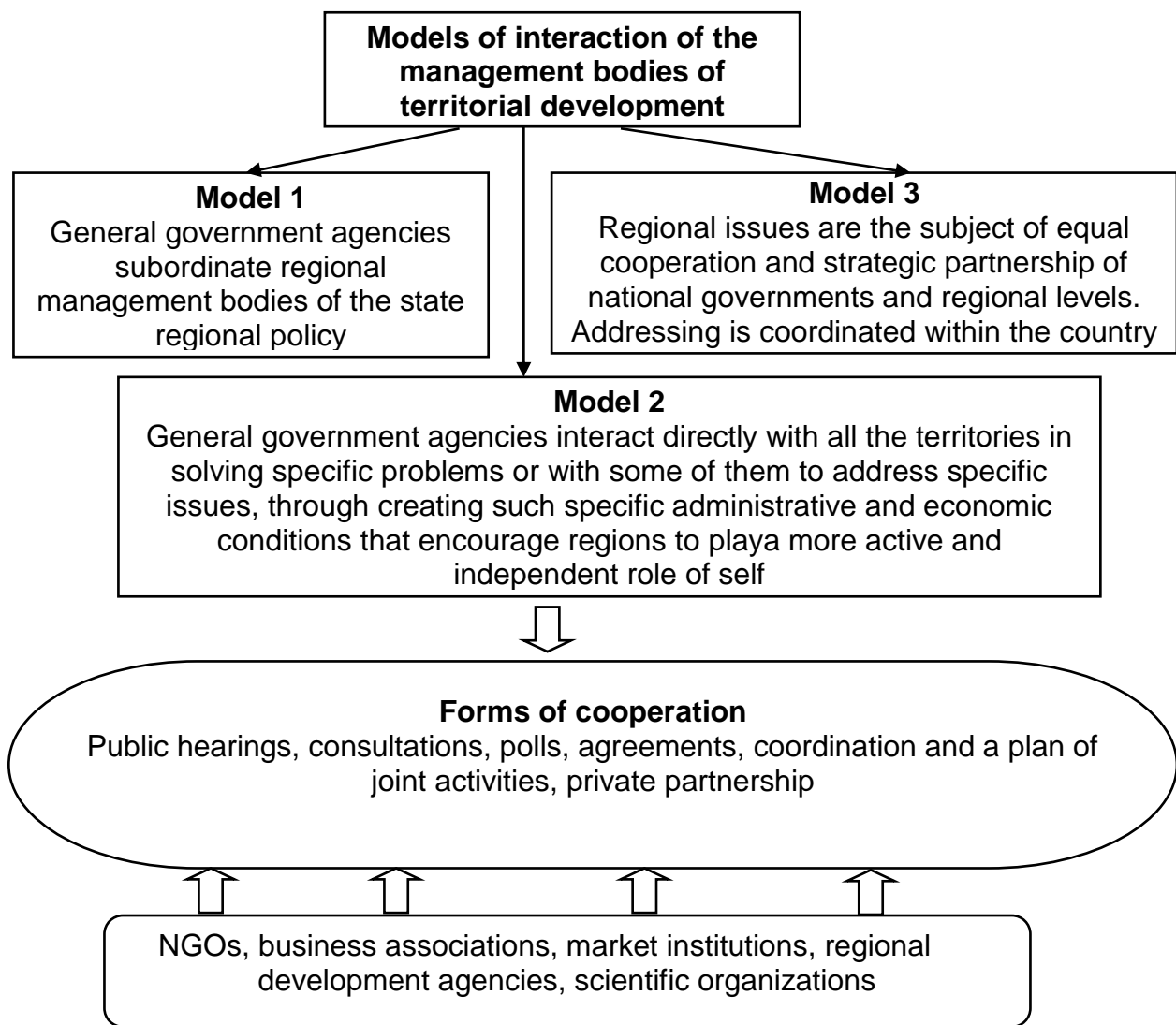


Fig. 4.1. The models of interaction of the management bodies of territorial development

In the context of improving the efficiency of interaction of strategic management subjects of economic and social development of the territory and finding solution to the problems of disproportional development of territories, the following questions are relevant:

- coordination of national and regional strategic priorities based on the implementation of agreements on regional development and interregional cooperation agreements, cooperation and integration;

- creation and support of networks of institutions that facilitate the territorial development;

- legal securing of the regional development agencies' status on the basis of public-private partnerships;

- adoption of the program of the public administration reform of regional development in Ukraine.

4.2. Defining the common approaches to the formation of a coherent theoretical model of public administration

Implementation of government is based on power as an organized force in society capable of enforcement. This is confirmed by the definition of public administration which refers to the purposeful organizational and regulatory state influence on the state and development of social processes, consciousness, behavior and activities of individuals and citizens in order to achieve the objectives and implement the functions of the state reflected in the Constitution and legislation by implementation of public policy by the political system and legislated through the activities of public authorities who have the necessary competence.

The basis of the existing definitions of government is the classical understanding of management in the public sector as proposed by Max Weber.

The integrated management approach used by the modern management theory examines the organization as an open system that continuously interacts with the environment, which has to adapt.

Today, while developing the best management model one must take into account all the elements of internal and external environment of the organization.

One of the modern public administration researchers Geert Bekeart stresses that public administration is not some neutral, technical process, but an activity that is closely linked to politics, law, and civil society [167].

The classical model of management in the public sector is getting recognition in Ukraine, which still uses the term "governance" which in its meaning is closer to the term "public administration".

It is believed that the main feature of government is its imperious nature, which originates from public will and wide incidence in the whole society.

The key aspect of governance is the state, while the key aspect of public administration is the people.

Today the aspect of cooperation between the state and civil society in governance is very important in contrast to the traditional vision of the government as an organizing and regulating influence of the state on social livelihoods of people with a view to ordering, storage or transformation, based on its imperious force.

Comparative analysis of models of public administration in different countries shows that the institutions and mechanisms of government in Europe, USA, Japan, Russia and other countries are caused by different historical,

economic, political and cultural experience. In each of the models the functionality of the administration maintains the necessary level of regulation of social processes and provides a stable social development [41].

Among the key factors that influence the process of public administration in foreign countries, there are the following:

- 1) peculiarities of market economy, which are expressed in the promotion of free enterprise, free movement of the labor force, a competitive labor market;
- 2) the development of civil society and social partnership;
- 3) decentralization and implementation of effective structural and regional policies to improve social and economic conditions of citizens;
- 4) the implementation of socially important projects that contribute to social equality and justice.

Mostly governance features are conditioned by the nature of economic relations.

Today, there are several economic models with different variants of relationship between the state and market:

- 1) in the USA model, competition and market methods prevail, and government intervention is carried out under the liberal ideology;
- 2) in the social market model (the EU) the state plays an active role in ensuring citizens' welfare, mitigating economic risks, but the cost of social programs is quite high, which leads to an increase in taxes, problems raising in the labor market;
- 3) in the model of state capitalism (such as China) the state is active in economic affairs and participates in the management of many private companies, in the control of the main sectors of the economy, banking, media. This makes it possible to control the pace of economic development and significantly influence the redistribution of social wealth.

Depending on the state of social development and polity, the executive branch in foreign countries is presented by the relevant bodies and institutions that act in the field of public administration; and different distribution of powers between the head of state and government is based on the following criteria: the scope of authority, the procedure of appointment, the balance of political forces, political responsibility.

If we consider the scope of authority, in presidential republics, the executive branch is headed by president who is perceived as its embodiment and direct carrier. The USA does not distinguish the concept of government, but uses "executive" and "presidential administration" for appropriate purposes of the

term. In countries with a parliamentary form of government, as well as in the republics with a mixed form of power, the head of the state cannot be included in the system of executive power and authority, which is derived from the status of the head of the state. In countries with a mixed form of government (Poland, Romania, France, etc.) one can observe dualism of executive power in relations between the president and the government which is defined by the rules of constitutions and state political practices of a particular country. Thus, the major powers can be concentrated by president or prime minister [41].

An example of duality of executive power is its organization in France, where the provisions of the Constitution and political practice of state have led to the transformation of president to a real head of government.

If we consider the process of formation of executive bodies, this procedure is different in the countries with parliamentary and mixed forms of government, the so-called parliamentary method of forming the government, which provides two procedures, based on the joint action of Parliament and the President.

The procedure for forming a government that historically takes place in the UK and for a long time, due to certain features of individual countries, has been almost universally accepted, provides that the president appoints the prime minister and, according to the proposal of the latter, the other members of the government. Parliament is not involved in this procedure. It is believed that the government has the support of Parliament (usually only the lower house) as long as the representative body does not vote against the government's proposals on crucial issues or directly expresses no confidence in the government by adopting a special resolution. The peculiarity of the application of appropriate procedures for the formation of governments in some countries is the need for the government to obtain parliamentary investiture. The investiture government is essentially an expression of its parliamentary confidence for the future. For example, in Italy the trust in the government should be expressed by each of the Houses of Parliament, and in Romania the decision to trust is taken at a joint meeting of the Chambers by the majority of votes by each of them. Another procedure for forming governments is the active participation of the parliament, which is established in respective constitutions. For example, in Hungary the head of government is elected by the parliament on the proposal of the President. However, this means adoption of the government program. In Ireland, the president appoints the prime minister on the proposal of the lower house of parliament. The other members of the Government are appointed by the president on the proposal of the Prime Minister, previously approved by the

same Chamber. In Germany, the constitutionally enshrined possibility of creating a minority government is based on the so-called presumption of trust. This presumption is reflected in the constitutions of Estonia, Spain, Poland and Slovenia.

If we consider the balance of political forces, it should be noted that regardless of the value and consistency of actions of the President and Parliament, the issue of government formation is primarily conditioned by real balance of political forces and their representation in parliament. The head of the government in his actions relies on the ruling party or coalition that does not only allow him to dominate the government but also to control the parliamentary majority in parliament. As a result, the prime minister gets real opportunities to direct the work of the representative body. The situation might be a bit complicated in the case of a coalition government.

In practice, the developed countries mainly use two types of political responsibility of the government – collective and individual. Questions about their relationship and ratios are generally not regulated by the law and can be attributed to the sphere of real politics. In Spain, France, Germany, the Czech Republic, Japan and some other countries, there is only a collective responsibility of governments. In presidential republics office is politically responsible to the president, who can dismiss its members if their actions are not approved.

Certain features are characteristic of the practice used in the UK and other countries that keep to the principles of the British constitutional system in which there is both collective and individual responsibility. However, if the lower house of Parliament expresses no confidence in any minister, the Prime Minister should decide to dismiss a particular minister or the government in general. This approach to the political responsibility of government is based on the idea of solidarity of its members. It is believed that all members of the Government (Cabinet) are responsible for its policies even when one of them does not agree with certain government decisions and actions. Some ministries are responsible for the activities of their ministries.

In most countries, there are only constitutionally instituted formal procedures for bringing government to the political responsibility that is called a vote of confidence. Issues regarding the content of their confidence in the government cannot be treated spontaneously and considered by parliament on the initiative of the opposition using a sufficiently detailed special procedure specified in the Constitution or the parliamentary regulations. Sometimes this procedure is directly correlated with a form of parliamentary control over

government activities as interpellation (and other similar forms). According to parliamentary practice, the government should resign if an unfavorable vote for it concerned important questions of the general policy. What issues are important and which are minor, is virtually decided by the government itself, or the Prime Minister. Typically, the presence of the majority of the party in the lower house is obligatory, which, in fact, contributes to the formation of the government and provides support in such cases [41].

However, in these countries there is a possibility of raising the question of voting on the resolution of censure (no confidence in government). This method is often used in connection with evaluation of the government policy by parliament. Opposition submits a proposal for a resolution of condemnation, then a debate and vote are held. If the House adopts such a resolution, the government should resign. In some countries an alternative to this government's resignation is the dissolution of the House by the Head of State at the initiative of the government. However, for tactical reasons the government can raise the issue of credibility in the House, which is generally considered by the same procedure as the sentence of condemnation resolution. But the real significance of such procedures is also relative, because the government largely relies on the majority party in the lower house.

Another form of constitutional responsibility of government (executive power) is the responsibility of using the procedure of impeachment or similar proceedings. A characteristic feature of such a responsibility is that it is always individualized. In some countries the responsibility in impeachment or similar procedures are subject not only to the executive power, but a judge. The peculiarity of this responsibility is the fact that it can exist in different forms of government.

In countries with a mixed form of government the impeachment procedure retains its value as for the presidents. In a presidential republic, where political responsibility of the government (cabinet) to the representative body is not provided, impeachment is an important means of interaction between legislative and executive powers and is seen as one component in a system of checks and balances.

The procedure of impeachment in principle is similar to the procedure of the trial. But the main feature of responsibility in the impeachment is political assessment of actions of an appropriate official, but the result is a possible removal from office. Significantly different is the procedure of elimination of Presidents, which is used in some countries where there is duality of executive

power. The main role in this procedure is assigned to unicameral parliament which in its judgment bases on a conclusion previously formulated by the Constitutional Court. Appropriate procedures are established by the Constitution of Latvia, Lithuania, Moldova, Romania, Turkey and some other countries [41].

It should be noted that the features of the governance in different countries of the modern world are significantly affected by the process of globalization.

Globalization leads to a new political phenomenon – a global governance, understood as a set of formal institutions and organizations that create and maintain rules and regulations that govern the world order, and all the organizations and pressure groups – from multinational corporations, transnational social movements to numerous nongovernmental organizations to achieve the goals and objectives which depend on transnational rulers and authorities. The most influential institutions are the United Nations (UN), the World Trade Organization (WTO), the International Monetary Fund (IMF) and others. But no less important part in the global process is played by public associations and movements.

The development of global governance is manifested in the formation of international regimes that provide principles, norms, rules and decision-making procedures, stipulated by general agreement in a certain area of international relations. International modes encompass a wide range of stakeholders, including governments, government agencies, non-governmental authorities, creating a system of "governance without government" in the modern world order (such as the Organization for Security and Cooperation in Europe (OSCE)). But these institutions ambiguously evaluated in terms of preservation of statehood because of their ability to take on some functions of nation states differ significantly.

So, management in the context of globalization becomes a set of rules, institutions and practices that define the boundaries of acceptable behavior of organizations and companies on the global, regional and national levels. This indicates that as a result of globalization of economic space in which transnational corporations act, state monopoly on power functions is limited. The state loses the ability to use the traditional tools of macroeconomic regulation such as customs duties, export subsidies, exchange rate, the refinancing rate and others. Under fierce competition among countries for foreign direct investment there is internationalization of such national public spheres of competence, as tax and social policy, labor law, education, training, etc. Consequently, a new type of national government appears: legislative, political, executive and

administrative power is increasingly concentrated at the supranational and regional levels, but domestically the influence of civil society is growing.

However, the state and its government remain the only institution to which citizens and voters may apply for restoration of justice, responsibility and positive trends. These functions cannot be taken by any league of multinationals. Instead, heads of corporations can appeal for help from the state in case of emergency. Thus, the reality for most countries is to expand the functions of the state in the socioeconomic sphere, which significantly increased under the influence of the global economic and financial crisis and demonstrated the weakness of the idea of "cheap", "modest" state of minimal intervention in social and economic life.

In contrast to such a state, one can distinguish, for example, the idea of a "strong state" in highlighting state functions according to the following classification [148]:

1) minimum – ensuring the public good; security, law and order; property rights; macroeconomic regulation; public health; enhanced social protection;

2) intermediate – external relations, education, environment, regulation of monopolies; struggle with inadequate education; insurance, financial regulation; social insurance;

3) active – industrial policy; reallocation of capital.

F. Fukuyama proposes to consider the current competence of public institutions in four aspects [148];

1) organizational design and management, given that the majority of the most successful solutions have a specific context;

2) the creation of a political system based on the fact that the project governance is defined by a political system, but it does not guarantee optimal functioning of state institutions as one and the same institution can both contribute to and resist solving individual cases;

3) foundations of legitimacy, meaning that the state institutions should work together not only in general administrative sense, but be legitimately accepted by the majority of society. The best political system is a system of service, which requires active customers – the citizens of the community;

4) cultural and structural factors, based on the fact that the norms, values and culture primarily determine the demand for a particular institution, contribute to or hinder the development of a certain type of professional institutions.

Features of modern government are also linked to the fact that society moves to a postindustrial era, when it is important to establish a synergistic function of government, which will enable public authorities to manage social

development based on forecasting the socioeconomic processes, defining boundaries and management capabilities.

So, the modern development of public administration in the context of globalization and postindustrial development is characterized by a new methodology based on the principles of social utility, interrelation of results and resources used to assess the efficiency of public administration, the availability, within the same state, of the institute for appealing the public authorities' actions by citizens. Taking into account the fact that the purpose of postindustrial society is to ensure the quality of human life in all dimensions, governments demonstrate strengthening of value orientations and a shift to serving the interests and needs of ordinary citizens in the context of systemic conditions for their development. In particular, system management innovation designed to ensure the quality of the state authorities manifests itself in the implementation of the concept of "Good Governance" which involves simultaneous market reforms and measures aiming to consolidate democracy, that is the concept of a strong state power acting together with the institutions and civil society organizations transparent and open to the public.

The introduction of standards of public governance requires transition of the power system with a high degree of closeness to the power, open to the public. Openness is an important factor in democratic relations between citizens and public authorities and local governments (hereinafter – public authorities).

Functionally openness of government is characterized by clarity of purpose and functions of government to citizens, and hence its ability to meet the interests of citizens. Citizens are real subjects of public decision-making, and, therefore, they form public policy, implement and monitor it.

Thus, transparency is considered a basic requirement for achieving the efficiency of the government formed democratically. Failure to follow this requirement of public control over the actions of public authorities is impossible. Only open, "transparent" authorities, i.e. public in their intentions, satisfy the interests of citizens and society. Its activities comply with the law, they are moral and are controlled by society.

Transparency in the activities of public authorities solves three problems important for society:

- 1) returns citizens' confidence in the official government;
- 2) creates a hostile environment for the future development of corruption in society;
- 3) ensures the implementation of constitutional rights in the information field.

The historical development of the system "state – society" in Ukraine shows that the state does not consider the citizens as an equal partner. The signs of detachment of society from the state are: traditional closeness of authorities, the cult of secrecy, the special status of professional public servants, lack of awareness of the need for establishing and maintaining a constructive dialogue with the public, a low level of their responsibility for establishing dialogue and so on.

In the scientific literature, the content of the concept of openness of public authorities does not have a clear and unambiguous definition. Some of its theoretical and practical aspects still remain controversial.

Typically, this concept is considered in the context of the relative absence of barriers in obtaining information and opportunities to inform others. It is an opportunity to seek, request, receive, transmit and disseminate information. This is the possibility for a person to receive information not only in relation to itself, but also about the social, political and public issues. It is some form of access to information about government activities, procedures for the adoption and implementation of public-management solutions and the ability to influence the activities of public authorities – to use and change something that is already available.

In practice, openness is often supplemented with the concept of transparency and is considered as a guiding principle of activity. Some scholars interpret the principle of openness as free access of citizens to participation in governance through the will and direct service in government, separating the principle of transparency. Others combine these two concepts or even use the term "transparency" borrowed from English.

Some researchers distinguish between the content of these concepts as follows:

Transparency is a functional description of state authorities, determined largely by public awareness regarding the essential manifestations of their activities and clarity of its conditionality, content and meaning; it manifests itself in the fact that citizens, public concerned should be informed about the decisions and actions of a public authority and how they will be implemented.

Openness is the functional characteristic of public authorities, defined by the extent of direct participation of citizens in their activities, which manifests itself in the real influence of citizens on the public authorities, setting the requirements as to the adoption and implementation of management decisions.

The concept of openness and transparency of public authorities is described in Article 2 of the law of Ukraine "On the Access to Public Information".

In the first paragraph of Article 2, transparency and openness of government agencies are seen as an independent value, which is the general public interest and a necessary condition for a democratic society to develop trust in the authorities. Article 4 of the law defines the principle of transparency and openness of government in providing basic access to public information. It follows from the constitutional principles according to which "the bearer of sovereignty and the only source of power in Ukraine is the people" (Article 5 of the Constitution of Ukraine). Hence transparency and openness should be understood as the information openness of state authorities in the course of their activities, maximum availability to the public of information about their decisions, providing the public with opportunities to participate in the discussion and decision-making, etc.

So openness is seen as a set of specific rules which are the basis of the state activities, or as a set of principles compliance with which promotes standards and norms of public administration, introduction of general public values of real democracy.

The traditional model of government was trying to depoliticize what is essentially political, whereas the new public management recognizes the political nature of government. Although the final word rests with the political leadership, the new public management finally rejected unreal separation of the policy from the management process. New public management solving the problem of efficiency and effectiveness in meeting the needs of society, does not only change the system and public administration, but also their role in the state and society. In Ukraine, where global transformation processes take place, including public administration, a new model of governance is only beginning to emerge and be introduced: the transition of government from exercising the functions of monitoring, surveillance and enforcement to performing the functions of rendering public (administrative) services to the public which implies transition from administration to management, with the main emphasis on the results. This largely contributes to the reforms taking place in Ukraine.

Within the system of public administration the reform tools are:

- decentralization of management (including the reduced role of government);
- restructuring of management facilities;
- redistribution of roles, missions and tasks between different levels of government;
- reducing the number of officials;
- reducing the maintenance costs of bureaucracy.

Fig. 4.2 shows an integrated approach to building a new model of governance which consists of the following elements:

a new philosophy of control that is coming into force (assessment of performance, teamwork);

successful management tools (e.g. decentralized responsibility for professional activities and resources, transactions, calculations of costs and benefits) also used in the public sector;

new principles of organization (such as greater openness, responding to trends in society and technological development, recognition of competition);

change in the management culture (including a new definition of leadership change in the approach to mistakes made, etc.).

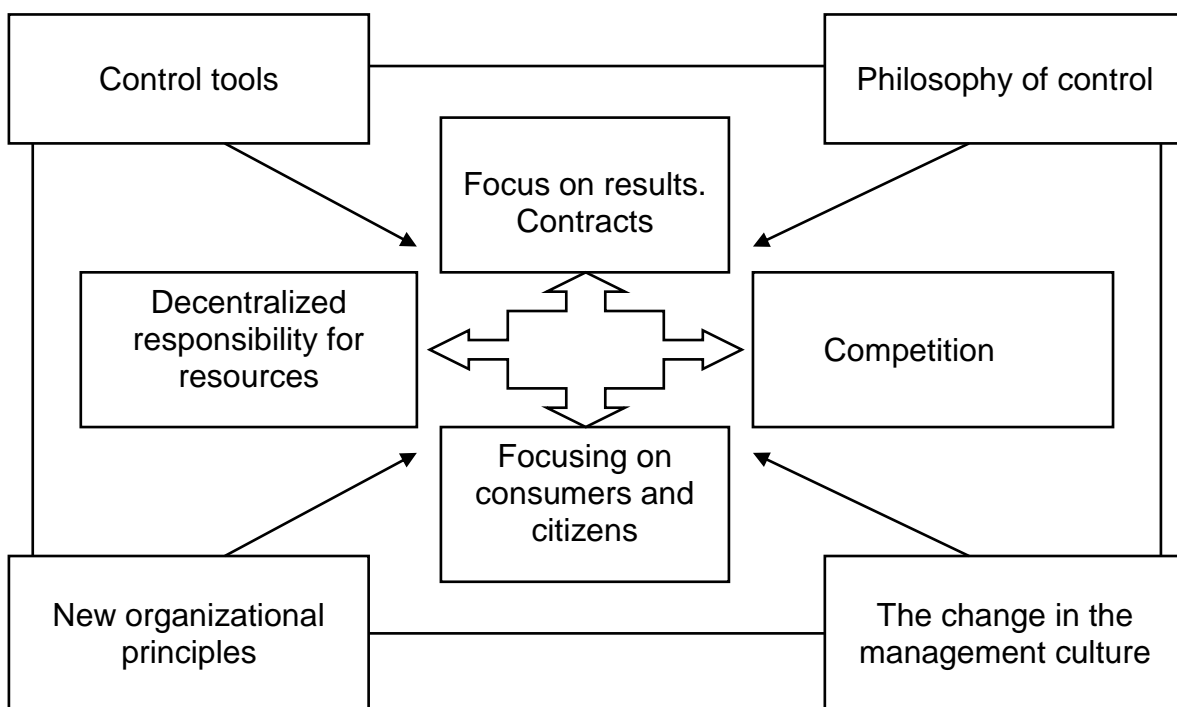


Fig. 4.2. The integrated approach to building a new model of public administration

Thus, the construction of a new integrated model of public administration in Ukraine will not reduce budget costs, but will rather result in the quality growth and the emergence of more efficient processes of planning and control of public authority. This model of government can strengthen the public administration through:

providing citizens with greater opportunities for participation in the development of civil society;

a close link between political activities and administrative management, facilitating identification of the main objectives and other strategic decisions.

Conclusions

1. Public administration is a combination of direct interaction between citizens, government and nongovernmental sectors. It is planning, managing common affairs of a city, a region. It is a relationship that includes formal institutions and informal arrangements associated with synthesized (human, intellectual, social) capital of citizens and, therefore, indivisible from archetypes of democracy.

2. The most famous models in public administration are: old public management, a classic bureaucratic form of organization, described by M. Weber as an ideal type of the rational form of government that through the principle of the right superpower status is noted by a high level of predictability for politicians and citizens; new public management (NPM), a set of administrative and political reform strategies, which are mainly based on interpretation of administrative activities in the light of the private economy and good governance which embraces a democratic and efficient management system, successfully operating public institutions, appropriate quality public services and the ability to adapt to new social needs, requires public confidence in the government, anticipating the principles of transparency, personal integrity, high ethical standards and respect for the law, accountability, access and solidarity with the citizens.

3. Different theoretical approaches to local governments have led to the existence of various models. Among the most common in the European Union there are the Anglo-Saxon, continental, and mixed models of local government.

4. The Anglo-Saxon model of local government appeared in the UK. Characteristic features of this model include: lack of local authorized representatives of the central government which shall take care of local elected bodies; operation of local authorities realized only within the jurisdiction laid in the law and the enforcement of the principle of positive regulation of local government.

5. The continental model of local government (the same as the Romano-German and French models) is based on a combination of public administration and local self-government. The continental model of local governance resembles a hierarchical pyramid which transmits various directives and information, and in which central authorities act as an army of agents in the field. This model is also characterized by a certain subordination of the lower links to superior ones. The main features of the continental model are: a combination of direct public administration and local government. Construction of the continental model in modern Ukraine will take into account the peculiarities of public administration and meet the needs of local authorities in decentralization.

6. The mixed (hybrid) model of local government has similarities with both the Anglo-Saxon and continental ones, that are mixed versions of local authorities. A characteristic feature of the mixed model is a sufficiently independent local government at the grassroots level with territorial governance at a higher level.

7. Considering the regional dimension of the national public administration in Ukraine, one can distinguish the following models of interaction between the subjects of strategic territorial development: a model of the complete subordination of the regional administration to the state regional policy of the central authorities; a model of equal cooperation and strategic partnership to address the pressing problems of territorial development with coordination within the entire national system; a model of direct interaction with all central areas in solving certain problems or some of them to solve specific problems by forming such relevant administrative and economic conditions that can create the environment for decentralization.

8. A new integrated model of governance has been presented to be established in Ukraine that will not lead to the budget cost reduction but to a qualitative growth and emergence of more efficient planning processes and monitoring the implementation of powers by public servants. This model will help to improve the system of public administration through: providing more opportunities for citizens to participate in government and ensure the development of civil society; a close link between political activities and administrative management, promoting the definition and implementation of the main goals of the state and its regions and strategic decision making.

Questions for self-assessment

1. Give a definition of the term "public administration" in the broad and narrow sense.

2. In what domestic legal framework is the concept of public service enshrined? Determine the main purpose of public service.

3. What model of public administration is starting? Expand on the essence of the model.

4. Name the model of local self-government based on the analysis of international experience. Which of these models of public administration level are most appropriate to Ukrainian realities at the local level?

5. What is the decentralization of the government? What are its advantages?

6. Name the models of interaction between the subjects of strategic territorial development. Name the actors of strategic interaction and explain how they interact.

7. Why, in order to develop the best management model, must one take into account all elements of internal and external environment of the organization?

8. Describe economic models with different types of relationship between state and market economy.

9. How does globalization affect the development of government of various countries of the modern world?

10. What are the challenges that society responds to when making the public authorities' activities transparent?

11. What is the new model of governance?

Tests for self-assessment

1. The combination of direct interaction between citizens, government and nongovernmental sectors, planning, managing the common affairs of a city, a region, relations that include formal institutions and informal arrangements associated with synthesized (human, intellectual, social) capital of citizens is:

- a) public administration;
- b) governance;
- c) public administration.

2. The classic bureaucratic form of organization is:

- a) old public management;
- b) good governance;
- c) new public management.

3. The combination of direct public administration and local government, strengthening public administration in the implementation of the principle of negative regulation of local government under which they can perform all actions directly not forbidden by law are the main features of the ... model of local government.

- a) Anglo-Saxon;
- b) Iberian;
- c) continental;
- d) Soviet;
- e) mixed.

4. Decentralization is a necessary component of the process of democratization of the country based on the archetype of direct democracy.

- a) true;
- b) false.

5. External relations, education, environment, regulation of monopolies, struggle with inadequate education, insurance, financial regulation, social insurance are ... tools of influence of a strong state.

- a) minimum;
- b) intermediate;
- c) active.

6. Transfer of public administration authorities from performing the functions of monitoring, surveillance and enforcement to the functions of rendering public services to the population that provides a transition from administration to management, the transfer of the main emphasis to the results is:

- a) the traditional model of government;
- b) a new model of governance.

5. The culture and ethics of public administration

5.1. The ethical infrastructure of public administration.

5.2. The principles and standards of behavior of public administration.

5.3. The definition of the image of a servant and peculiarities of its impact on the efficiency of public administration.

5.4. The service etiquette and ethics in public administration.

The key concepts and terms: ethical infrastructure, mechanisms of formation, elite, governance, code of ethics, ethical principles, management elite, ethical standards, political will.

5.1. The ethical infrastructure of public administration

The reform of public administration in Ukraine from the perspective of democratization has caused the need for the development and implementation of a new personnel policy in the civil service and local government. In this context, moral and ethical issues in the civil service should be viewed not only as a means of regulating the behavior of the authorities, but as a way of forming its authority and credibility of citizens [178, p. 3].

The strategic direction of public service in Ukraine as part of government at this stage is the construction of a new system of government relations. An important factor in the development and formation of the managerial elite prepared for effective operation is instilling the norms of ethical behavior in the managerial staff as part of professionally important qualities in the context of a European dimension. In the dynamically changing political situation in the country, it is important to form a high-quality and modern administrative apparatus that would timely and effectively respond to today's challenges. These tasks are designed to form administrative elite as an important element in the system of state-administrative relations [163, p. 82–85].

The study of professional ethics of public servants and investigation of the practice of service interaction and relationships have shown that the formation of professional ethics for civil servants requires controllability. This requirement leads to a number of innovative ideas.

First, universal values – human dignity, citizens' rights and freedom, justice, equality and democratic values – transparency, openness and accountability of government – have the status of basic social values.

Second, the formation of ethics for civil servants and resulting humanization of social relations only happen thanks to two counter processes: democratic reform of government based on ethical principles and building a civil society on the same principles.

Third, as both the responsibility for the practical implementation of basic values in social life and responsibility for the establishment of law and justice equal for all rests with the authorities and, above all, its managers, the professional civil service is a public need for such a power, that would serve a moral example to every member of society. Professional ethics of public servants requires conscious and voluntary consent on the principle of self-limitation of some civil rights and liberties. This necessitates internal and external control over the ethics of civil servants on the part of both the government and civil society. Addressing ethical issues of professional activity requires complex tools and procedures that will encourage ethical conduct and regulate its adverse reactions. They can be combined in an ethical service as a special institute of ethics for public servants or take forms of ethical infrastructure of public administration.

Ethical infrastructure is a set of complementary mechanisms, methods and controls of professional work of civil servants and regulation of relations which

ensure the formation and operation of professional ethics. These are legal, organizational, psychological, educational, strictly ethical and other mechanisms of management of professional conduct of public servants that facilitate implementation of the functions of professional ethics and mechanisms, methods and forms of moral regulation of professional relations, including coordination, integration, participation in management, delegation of authority, moral education and socialization, and others. (Fig. 5.1) [122, p. 328–330].

The importance and necessity for thorough scientific knowledge of the development and implementation of ethical infrastructure as areas of public life is caused by the fact that it has not become the object of analysis of scientists. Meanwhile, there is no doubt the fact that the slow pace and the difficulties of reforming the national public service is largely related to the lack of scientific and analytical support for ethical infrastructure. The result, in particular, is that ethical problems are recognized and are the subject of theoretical research and practical solutions after they have intensified [51].

The formation of ethical infrastructure is primarily aimed at creating viable structures that ensure high-quality ethical training of political and legal elite, monitoring its activities and methodological support for solving ethical problems.

Today, ethical infrastructure as a complex system consists of 9 elements, each of which is an independent and important mechanism that complements and strengthens the other one (Fig. 5.2).

Among the main infrastructure elements that significantly affect the formation of the political elite in the country one should mention the Code of Conduct for Public Servants.

The Code is a starting point for continued work aiming to improve the ethical climate in departments and agencies. Without the establishment of rules and norms of behavior, based on a diverse number of conflicting legislative acts, public servants cannot work effectively.

The Code of Conduct is the agreement between multiple agencies or organizations on defined principles and/or standards that are required for each of these bodies/each organization [51, p. 84].

The Code defines the standards and norms of conduct and ethics for civil servants, guarantees their compliance and liability for violation.

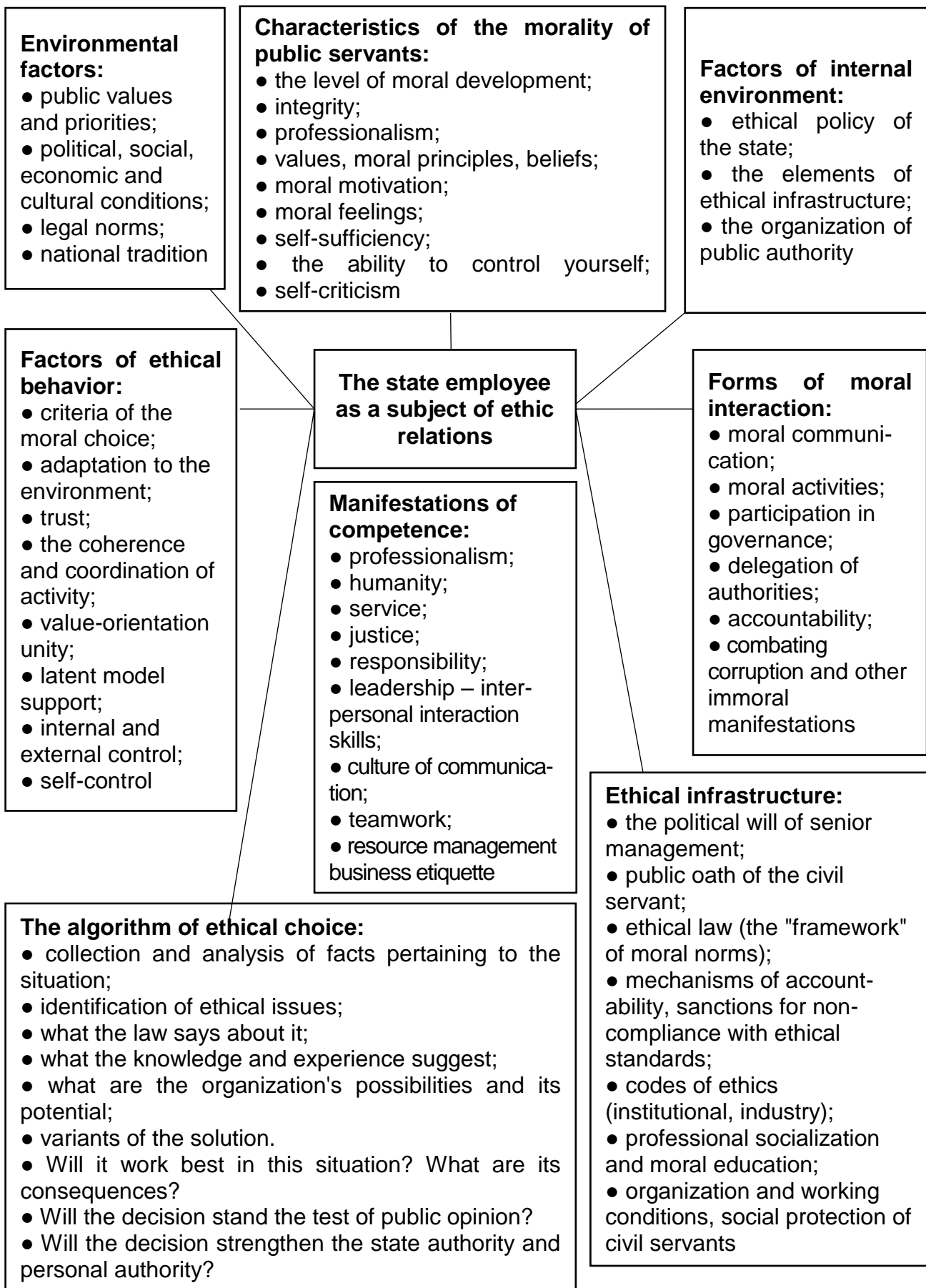


Fig. 5.1 The key components of the formation and operation of the public servant ethics and its factors [122, p. 326]

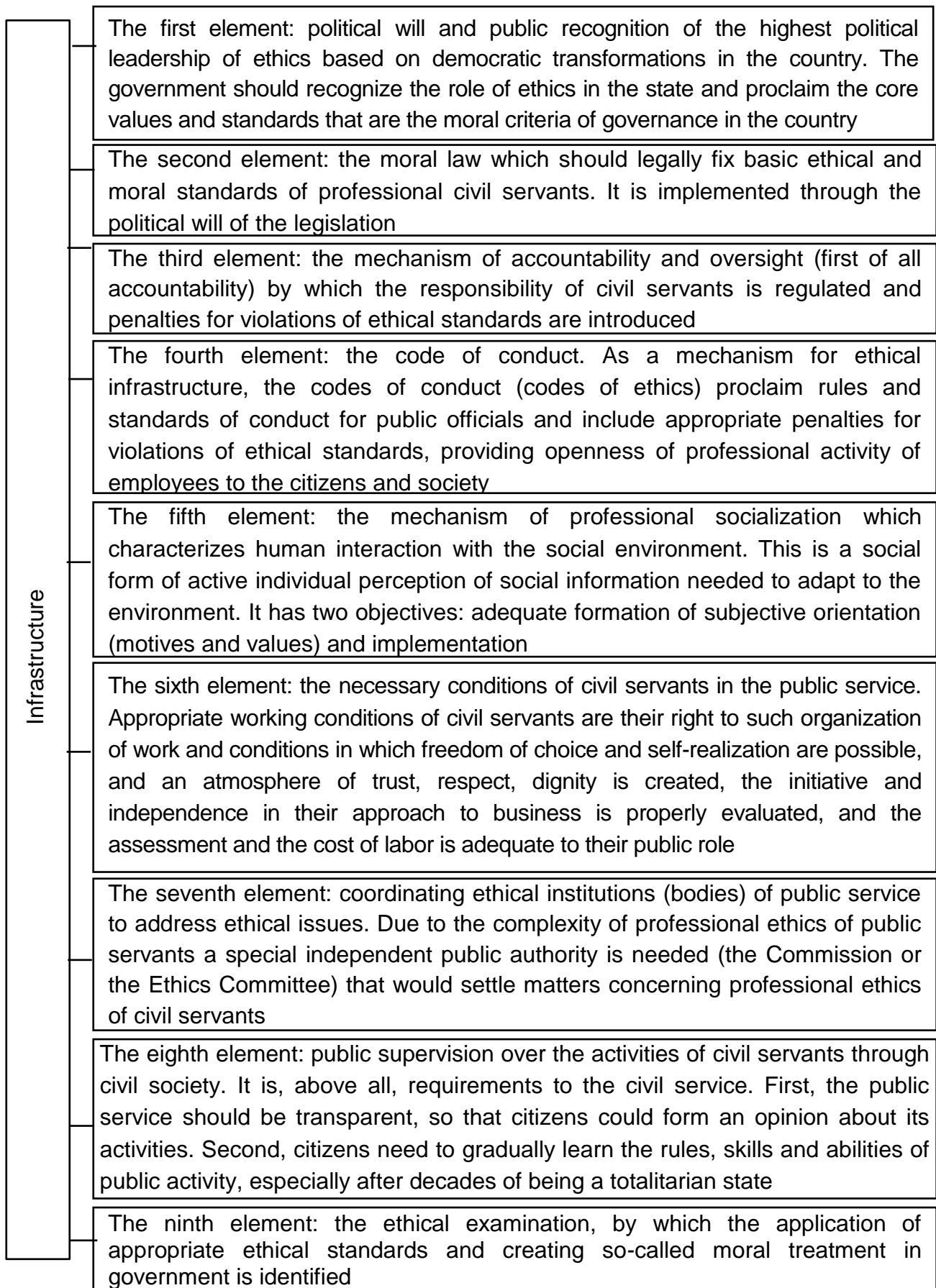


Fig. 5.2. The elements of the formation and functioning of ethical infrastructure

It is designed to inform individuals and businesses about what behavior they can expect from public servants [163, p. 84].

For the ethical infrastructure element to be effective, the Code should be established on the basis of:

- voluntary (the code is not created in order to regulate the activities of other agencies/organizations, but to improve their own work and help others);
- cooperation (the main task of the coalition of like-minded authorities/organizations is to help each other to comply in cases where agencies/organizations try but fail to meet the standards);
- consent and belief in the idea (work on the Code creates a coalition of organs/organizations which use the Code of Conduct regarding beliefs; coalition can be expanded through the expansion of like-minded people, convinced in advantage of the Code) [78, p. 77].

The Code of conduct for public servants determines the style and methods of servants exercising their official powers. Among others, the Code defines such general provisions as: providing service support for the constitutional government, the implementation of laws and the Constitution; conscientious performance of official duties which provides for the enforcement and protection of rights and legal interests of citizens and the state; considering appeals of citizens and associations, as well as enterprises, institutions and organizations, state agencies and local governments and making decisions in accordance with the rules established to maintain internal labor discipline, job descriptions, work rules with official information, supporting the level of skills; keeping state secrets and confidentiality of data relating to private life, honor and dignity of citizens [78, p. 12].

Today, the general rules of conduct for public servants in Ukraine generalize the standards of conduct and integrity of public servants. The general rules of conduct set basic requirements for the ethical conduct of public authorities that hold positions assigned to the relevant categories of civil servants under the law of Ukraine "The Civil Service Act"; for civil servants working in the office of the prosecution, courts, diplomatic, customs and tax services, the National Bank of Ukraine, the Security Service, the Internal Affairs, the Armed Forces and other military units, the relevant authorities that have approved the Code of Conduct allowing for the operation of these authorities. They are based on the Constitution of Ukraine and laws of Ukraine, define the principles of public service designed to create conditions for increasing the authority of the civil

service and strengthening the reputation of public servants and inform citizens about the behavior they should expect from public officials. Breaking the rules by civil servants is the basis for the application of disciplinary sanctions envisaged by the Administrative Code of Ukraine and laws of Ukraine "The Civil Service Act" and "Anti-Corruption Act" [78, p. 12].

The codes are oriented to achieving only practical minimum by these organizations. The purpose of ethical codes is to prevent corruption, and identify areas for resolving conflicts of interest – both personal and public. An acceptable code of ethics should include five elements: the purpose; a list of positive values that need to be focused on; conceptual standards of what is allowed and what is not; real sanctions; a system of procedural safeguards.

But even the best code is only a starting point for constant work on the improvement of the ethical climate in departments and agencies. Creating professional standards involves ethical infrastructure which usually consists of a committee of ethical professional conduct (or committees at various levels), rules of ethical behavior within the organization.

5.2. The principles and standards of behavior of public administration

In today's Ukraine, morality plays a special role because morality has recorded human values. The increasing role of ethical factors in government is a natural phenomenon of any civilized society. The current state of public service demonstrates the need to discuss ethics. The issue of professionalism, ethics and development of a code of conduct for civil servants has been recognized an area that has become increasingly important. For a person to successfully perform their duties, it is not enough to be only competent in the chosen activity; observing etiquette and rules of conduct in a variety of formal and informal situations is also a must. In order to make ethical principles, norms, rules and standards turned into the reality of business life, they should be included in decision-making at all levels of government, and the practice of all civil servants [83, p. 84–86].

Recently, professional ethics has been seen as a social necessity, generated by specific professional civil servants. An aesthetic form of expression of professional ethics morality is etiquette that acts as a kind of cultural unity of moral consciousness and behavior.

In the public service there is some system of rules and business etiquette attributes that characterize a particular institution or company and should meet their business objectives. These include:

- styles and standards of communication, the art of conversation;
- behaviors concerning the greeting card;
- doing business with entities of the external environment;
- measures to create the image of the organization;
- standards of business registration papers and business correspondence institutions;
- requirements for the appearance of a public servant;
- the use of business cards in business practice;
- businessman manners, gestures, facial expressions [80, p. 124].

The most important laws in the system of organization and functioning of public service define the principles public of service. Depending on the nature and content of the objective they are:

- basic (initial, general);
- organizational;
- functional (special, specific).

The first sign of systematization principles of public service is the consideration of certain general characteristics that are inherent in the whole system of public service. The first group includes such principles as: serving the people; rule of law; priority of rights and freedoms of man and citizen; division of powers into the executive, legislative and judicial branches; equal access to public service in government according to skills, education, professionalism, training, etc.

The second group includes the principles that point to those laws, peculiarities, the relationship between the elements of public service that define it as the organizational structure. These principles include vertical subordination between the structural elements, coherence, subordination, unity of information system and so on. In the second group there are additional variations of these principles: organizational and technological, organizational and procedural, organizational and administrative depending on the direction of professional particular.

Features of public service in the office of the prosecution, courts, customs, security, internal affairs, tax authorities, etc. are determined by special laws for these bodies and consequently manifest themselves in the principles that make up the third group – the functional principles. In general, two groups of principles of public service are identified – constitutional, organizational and functional.

These include: the principle of democracy and the rule of law, the rule of law and the Constitution of Ukraine, the principle of equal access to public service; the principle of personal responsibility for the performance of official duties and discipline, the principles of professionalism, initiative, competence [78, p. 21–22].

Public service is based on the following basic principles: serving the people of Ukraine; democracy and the rule of law; humanism and social justice; the priority of human and civil rights; professionalism, competence, initiative, honesty, commitment, personal responsibility for the performance of official duties and discipline; the rights and interests of local and regional self-government, the rights of enterprises, institutions and organizations, public associations.

The necessary qualities of a civil servant are patriotism, citizenship, law abiding, humanity, respect for the dignity of others, dedication, professionalism, honesty, responsibility, integrity, consistency, discipline, moral and financial cleanliness etc.

The level of professionalism of a civil servant is determined based on the necessary personal and professional moral qualities and compliance with professional ethics, norms and standards of conduct. The moral requirements that apply to representatives of public administration can be divided into four groups (Fig. 5.3).

The norms, standards of conduct for public officials serve a specific guidance on how representatives of the public service have to act so that their behavior be according to their social and legal status.

Public service implies the following standards:

behavior in the interaction and communication with citizens, representatives and religious associations, mass media;

attitude to professional duties;

intra-service behavior – behavior in relationships with managers, colleagues and subordinates;

participation in associations and political impartiality etc.;

business relationships of civil servants with other branches of government, foreign delegations;

management of conflicts of interest;

anticorruption behavior;

dealing with confidential information;

rights of employees;

official revelations, etc.

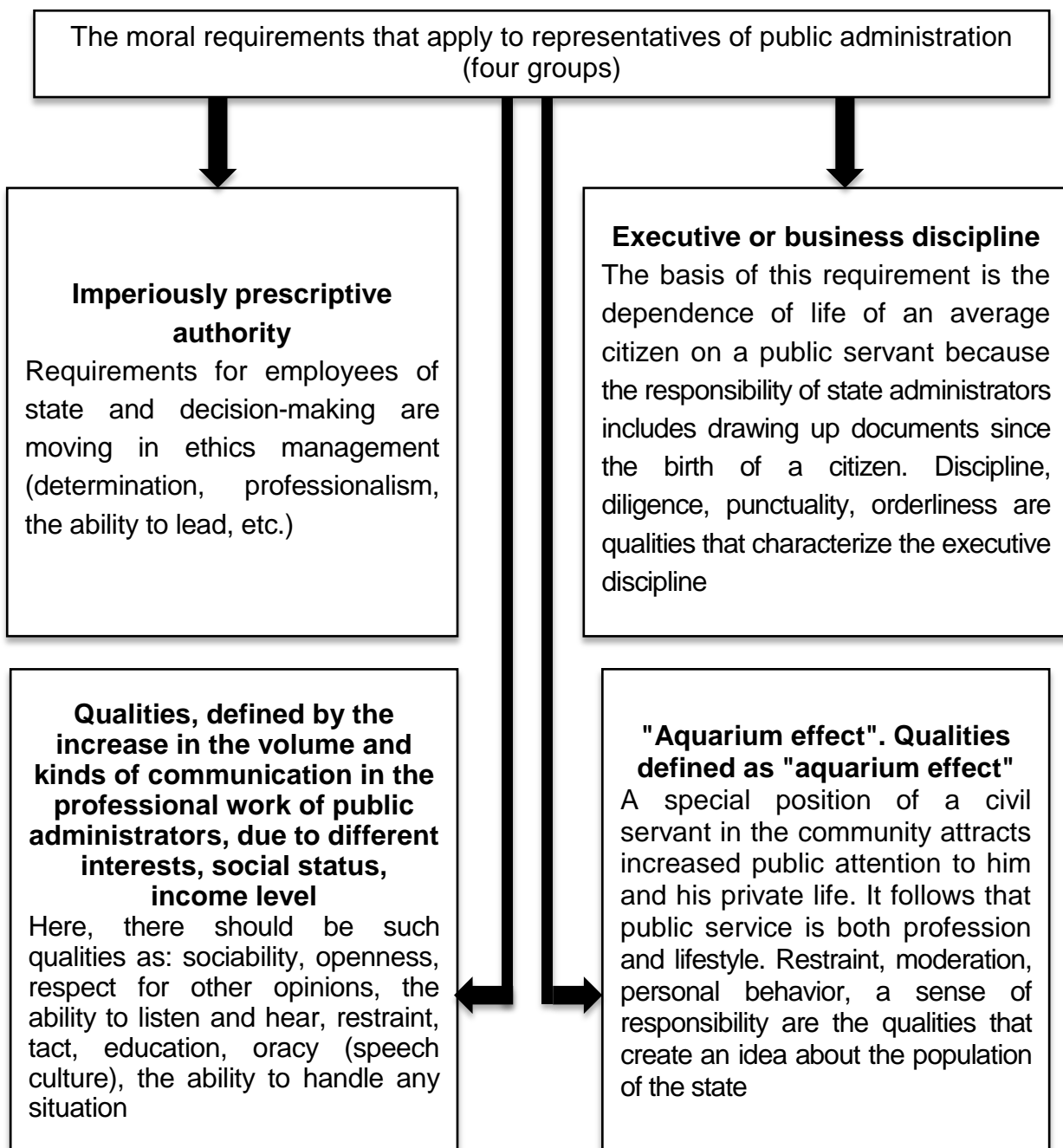


Fig. 5.3. The moral requirements that apply to representatives of public administration (four groups)

The Law of Ukraine "The Rules of Ethics" states the rules of behavior of state and local governments as to legality, priority interests, political impartiality, tolerance, objectivity, competence and efficiency, the formation of trust in the government, privacy, refraining from illegal decisions or orders, preventing conflicts of interest, preventing illegal obtaining of benefits or gifts (donations), declaration of assets, revenues, expenditures and financial commitments) [22, p. 15–16].

A public servant is a carrier of professional culture, so the level of his professionalism is determined, in fact, by the level of political maturity, which

is an integral part of moral culture. For public servants perform their duties it is important to know and have skills of business communication, be able to make the interlocutor interested in joint work, and when necessary, to demonstrate their interest in cooperation. It should be noted that each employee often faces a situation where he is forced to act according to their moral concepts of good and evil, justice, honor, dignity, common good, and can only rely on their conscience [92].

The ability to make the right moral choice is an indicator of the integrity of their spiritual culture based on obtaining public good, informed choice of direction, a sense of responsibility to their own conscience and to public opinion and the consequences of their activities. All this, as part of the spiritual culture of the civil servant, manifested through attitudes towards people he serves.

5.3. The definition of the image of a servant and peculiarities of its impact on the efficiency of public administration

The concept of image originates from the Latin *imago*, which is associated with the Latin word *imitari* (a representation of something) [13, p. 14].

As defined, image is an artificial picture that is formed in the public or individual consciousness by the media and psychological impact. The image is created for the purpose of mass consciousness related to a specific object. It can be combined as a real and flimsy, non-existent object [92, p. 14–24].

An object or an image carrier can be an individual, a group, an organization, a company and an institution. The image can be personal and professional. It is closely connected with the environment, where the person is (office, home, car); human dimensions (his/her constitution – athletic, thin, stout – and accordingly selected style of clothing); the ability to express his/her thoughts; the ability to keep his/her body and use non-verbal signs (posture, facial expressions, gestures). In the minds of other people the image of a specific person is formed in the first moments of contact under the influence of first impressions. The reliability of visual assessment is 80 percent.

The characteristic features of the concept of image is: integrity (the unity of its elements), the availability of internal and external manifestations, heterogeneity of the audience of perception, image correlation with other image systems.

The image must be clearly structured, managed, developed and implemented by the relevant scheme, depending on the circumstances. An important component of effective image of servants is public trust in them, the

ability to take responsibility for decisions, charisma of employees, internal and external positioning of the power component, the ability to present himself, the personal factor and developed communication skills.

Factors influencing the image of public administration representatives are: ensuring the effectiveness of the activity of authorities in the public interest; openness and transparency of government to the dialogue with citizens; accountability of public servants and its coverage in the media; effective and objective HR policy in the bodies of public administration as part of the mechanism of image formation; organizational culture.

For representatives of public administration, image is, in the first place, a decent representative appearance – restrained, formal, quiet, but classy, modern and with the necessary accessories.

But appearance is only a shell, a beautiful picture. After all, for carrying out the tasks and functions of the state this is not enough. What do citizens expect from public servants? Attention, respect, understanding and support. Appearance without deep internal moral content does not meet the needs [6].

A composite image of public administration representatives includes: professionalism, psychological climate in the organization, management culture (Fig. 5.4).

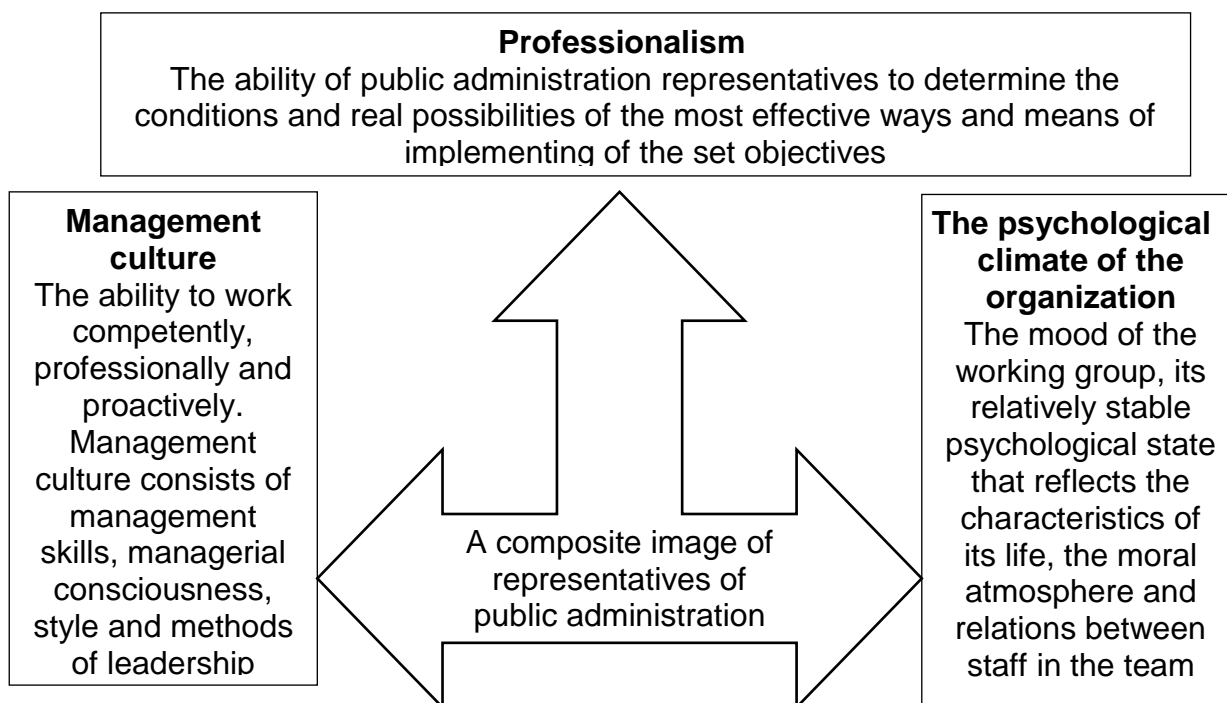


Fig. 5.4. A composite image of representatives of public administration

The system image is divided into two subsystems. The first of these bases on the image which spontaneously appears in the mass consciousness.

It is often created and implemented in a very long period. One of the main features that characterize this subsystem is the relative stability of stereotypes, which is explained by the connection of the newly formed associations with existing traditions and peculiarities of mentality.

The second subsystem contains information on the artificially generated image, created and implemented in mass consciousness specifically to the needs and requests of the recipient and on the basis of a particular purpose. The process of updating in such circumstances can take a minimum amount of time, which is its absolute advantage, but rapid disappearance of ideas can be a significant drawback. That is why there is a need for ongoing support and stimulation of the image till the need disappears or a stereotype itself loses relevance.

If the creation of a positive image of not being purposeful work, the image that will be formed in the minds of citizens may be inappropriate to the real state of things and have undesirable deviation from reality, which will impact on the attitude of people to power, deepen the existing conflicts and cause distrust in state structures.

Clearly forming a task, you can highlight the characteristics needed to achieve a positive image in accordance with the requirements of the audience. That image must meet the expectations of the masses. When simulating it one must take into account the requirements of the population. Knowing requirements, expectations and language (slang) gives people the ability to successfully adapt the characteristics of the image in their minds [2].

The types of image can be classified as follows:

- objective or real (current, perceived) image, that is the impression which a candidate produced on the voters;
- subjective (mirror) image, that is the idea of the candidate and his team about what the image of the leader is in the eyes of the voters;
- simulated image, that is the image which the team tries to create with the help of experts;
- preferred self-image, that is what one candidate or political authority should be in the eyes of voters;
- required (perfect) image, that is what voters expect the candidate to be.

According to the mechanism of formation and spreading, image can be:

- a) that which spontaneously emerged in the public consciousness (the formation and implementation continues over time. However, it is quite stable, because it is not only based on the association of the newly created image with

a traditional one, but it becomes such. In the mass consciousness there are always conservative instincts just as adamant as primitive people had. "Masses" are the toughest guards of the traditional ideas and ardent opponents of their change);

b) artificially generated and deliberately introduced into public consciousness with the help of various tools and techniques (may be formed as soon as possible, up to a few months' time). In this case it disappears from the public consciousness almost as quickly as it was implemented. So, it is relevant until the required image carrier appears or until it becomes a traditional one [2].

When modeling a positive image one should consider the following principles of its formation:

The principle of addition. The merger of several images forms a much stronger image, which absorbs the weaker components or features.

The principle of subtraction. Recognition of some minor negative features of the image does not weaken a strong image, and in many cases makes it even stronger.

The principle of division. Isolation of certain features of the image may change its assessment.

The principle of multiplication. The image can be transferred from the object to its individual components.

The principle of spreading the image. Image ratings increase if the conditions of spreading – the communicator and the channel – also have a positive image, or fall if their image is negative.

It is advisable to supplement these principles by **the principles of the context representation of the image**. Its essence is that the image can be enhanced characteristics or worse, if they are submitted in the context of certain events.

5.4. The service etiquette and ethics in public administration

Public administration provides each employee with a volume of government regulatory powers, because public service ethics includes all the basic elements of ethics and culture management (decision-making, preparation, implementation, predicting the consequences of decisions). At different levels of public administration the volume of authority implies different regulatory powers. Grassroots volume of these powers is smaller because of rigid centralization of

public administration. Ordinary workers perform executive functions, but, nevertheless, they have a certain set of powers.

Ethics in public administration is the subject of research in Ukraine for a number of sciences – philosophy, sociology, psychology, law, political science, management, education and others.

In carrying out our duties, we all become the object of attention of others. The way we enter, greet people, sit, eat, talk and listen, ask, answer calls, discuss and condemn, indicates our suitability or unsuitability for the job.

The behavior of public administration should indicate a high level of credibility and promote public authority. The behavior of public administration officers should not evoke suspicion with citizens about the lack of decency or impartiality. This causes the formation of a set of ethical requirements to the conduct of a public servant [256].

Public officials often use natural and legal persons law in their work. This imposes additional responsibilities on them to adhere to relevant legal culture and moral and ethical standards.

The legal culture of civil servants cannot be separated from the legal culture of citizens, social groups of society, the level of legal and moral education. Public servants are citizens of Ukraine, but unlike other citizens they also apply the existing legislation to other citizens. These public servants do not represent their own interests, but government (public). The activities of public servants are based on common moral and legal principles of fairness, humanism, rule of law, transparency, impartiality, independence and integrity. All the principles of breaking moral norms of behavior in the relevant area of social life are common with the whole society and every citizen. For a public servant it is important to respect the principles of public service, fulfill his obligations and implement the authority granted to him on behalf of the state within the competence of the body. A public servant must direct his activities to addressing the needs of others, providing relevant administrative services.

The ethical principles of public service do not arise spontaneously, but it is a gradual process of forming ideas about the requirements to the conduct of public servants. This process results in the development of appropriate principles fixed in a legal act, mainly in the code of ethics. Such acts must be flexible and take into account the changing perceptions of society as to the conduct of a public servant.

Ethical behavior of public servants is shaped by the demands that society determines at a certain level of development [256].

Professional ethics is a system of moral principles, norms and rules of behavior of a specialist with the peculiarities of his professional activity and situation. It should provide basic principles of professional ethics of a public employee.

First of all, the starting point for the professional ethics of public servants is the principle of humanity, that is respect for each person, understanding its uniqueness and self-value. The principle of humanism is opposed to purely utilitarian respect for an individual, considering it mainly as a means to achieve some other, albeit a very important purpose.

The principle of optimism intersects with the principle of humanity (the occupational one). Thus, a civil servant does not just perform his duties without the belief that his efforts, his work as a decision made by him contribute to the development of the state, strengthening of democracy, law and order. This faith celebrates and helps develop good start in man.

Any activity, especially one which is directly aimed at the person must be inspired by a high idea. Because professional ethics of a civil servant should include the principle of patriotism, true patriotism involves constructive attitude to the achievements of other nations.

Ethics of a public servant is a system of norms of conduct, the order of actions and rules, relationships and principles of public service relations that are a most appropriate set of deeply conscious and concrete rules, which belong to the society and are norms of human morality.

Basic ethical requirements to civil servants imply that they should:

- comply with the principles of public service;
- honestly serve and be loyal to the state;
- observe the highest moral principles;
- put national interests above individual goals and objectives of political parties and other public organizations;
- constantly fight against corruption in government;
- never accept for themselves and their family members any benefits and advantages using their authority;
- never use their official position for commercial purposes;
- never use any information obtained confidentially in the performance of their duties as a means for personal gain;
- prevent discrimination in the relationship with colleagues and citizens;
- observe accepted rules of conduct in communicating with citizens both in the office and out of office.

The service ethic is a broad concept in professional ethics. The service ethic is a set of certain moral obligations, principles and standards of conduct, which is realized in the relationship of workers in the workplace. It aims to explain morality, inculcate moral principles and rules of duty, honor, nurture moral rights. Call of ethics is a concrete realization of human moral norms of behavior, relationships, activities.

In practice the ethics of a public officer is realized through forms, methods, techniques, rules and procedures. All this, and even psychological, aesthetic and professional ethics form a service office etiquette.

Office etiquette is the most appropriate set of rules, ethics and the behavior of people in the workplace. These rules are conditioned by the most important principles of morality and ethics.

In the public service, where relations are based on the chain of command, each type of communication (subordinate and boss, colleagues, officials and visitors) with sufficient specificity and subordination, worked out rules of etiquette practices, based on honor and dignity as the highest value.

Etiquette in public service performs different functions. The information function models feature the standardization of individual and group behavior, the function of social control and social influence, the function of creating psychological comfort.

The rules of etiquette inform about how public servants have to behave in some particular situation and what behavior should be expected from colleagues, from the chief or subordinates.

Standardizing the behavior of each member of the team, etiquette helps them without thinking, sometimes almost unconsciously, to choose the course of action in accordance with the actual situation and the expectations of others, without risking to get into awkward or difficult situation or cause complications in relations with others. Following the rules of conduct adopted by each party in communication strengthens confidence in the correctness of their actions, creates self-esteem, and a sense of psychological comfort.

The general principles of modern etiquette of civil servants are given in Fig. 5.5. Modern etiquette of the public service institution is focused on the unity of form and content of actions of their officials and employees.

So, friendly attitude towards people should be aesthetically arranged otherwise any elegant and noble intention behind the act could look unattractive and pointless or even lose its noble moral content. Most of this is manifested in manners, gestures, facial expressions.

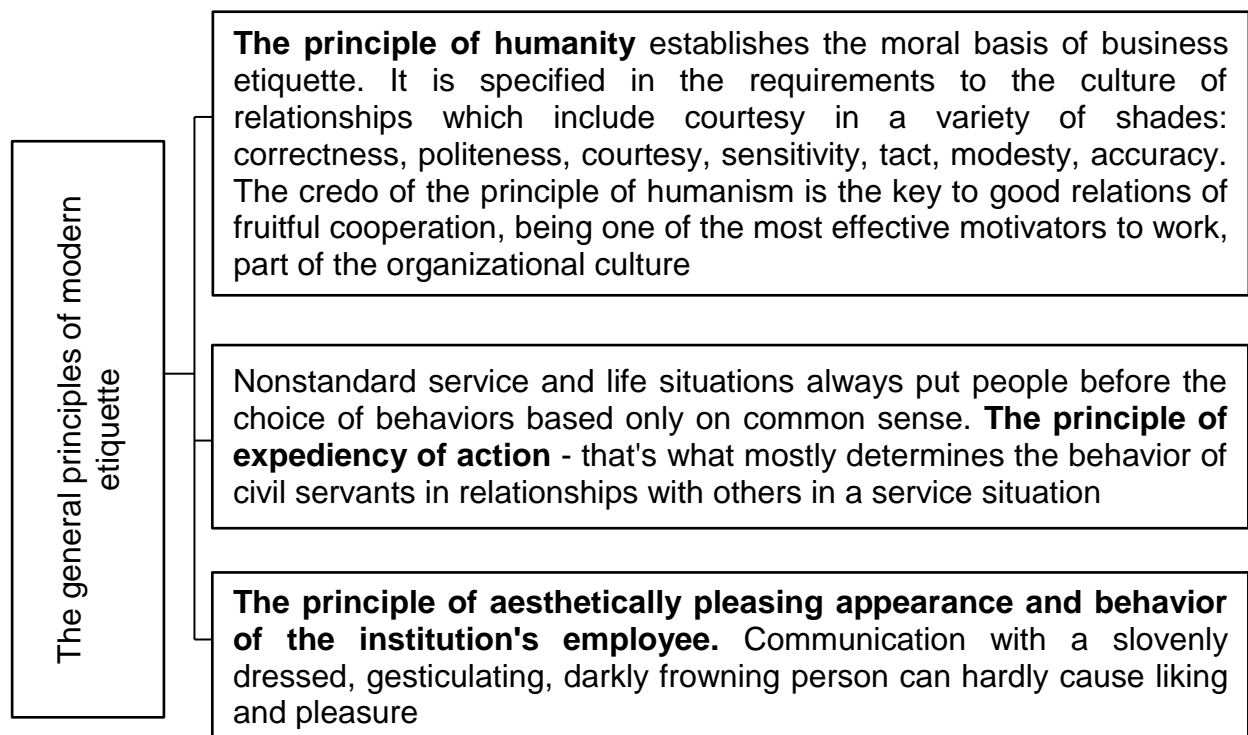


Fig. 5.5. **The general principles of modern etiquette of civil servants**

The basic principle of behavior in terms of service etiquette is deep respect for the interests and feelings of other collaborators, all citizens who both enter public institutions of the local government and contact in an informal situation.

Conclusions

The strategic direction of public service in Ukraine as part of government at this stage is the construction of a new system of power relations. An important factor in the development and formation of the managerial elite ready for effective operation is instilling ethical norms in the managerial staff as part of professionally important qualities in the context of the European standards.

Professional ethics of public servants requires conscious and voluntary consent to keep to the principle of self-limitation of individual civil rights and liberties. This necessitates internal and external control over the ethics of civil servants of both the government and civil society.

Ethical infrastructure is a set of complementary mechanisms, methods and controls of professional work of civil servants and regulation of relations which ensure the formation and operation of professional ethics.

In determining the level of professionalism of a civil servant one must assess the necessary personal and professional moral qualities and compliance

of the servant's behavior with professional ethics, norms and standards of conduct.

The activities of each employee often involve a situation where he is forced to act according to their moral concepts of good and evil, justice, honor, dignity, common good, and is the only judge serving his conscience. The ability to make the right moral choice is an indicator of the integrity of its spiritual culture based on obtaining public good, informed choice of direction, a sense of responsibility to his own conscience and to public opinion and the consequences of their activities. All this is in the spiritual culture of the civil servant, manifested through attitudes towards people he serves.

Image is an artificial picture of a specific object that is formed in the public or individual consciousness by the media and psychological impact. It can combine both real and flimsy, non-existent features.

A composite image of public administration representatives includes: professionalism, psychological climate in the organization, management culture.

Public officials often use natural and legal persons law in their work. This imposes additional responsibilities on them to adhere to relevant legal culture and moral and ethical standards.

The service ethic is a set of certain moral obligations, principles and norms of behavior that are realized in the relationship of workers in the workplace. It is designed to explain morality, inculcate moral principles and rules of duty, honor, nurture moral rights. The code of ethics is a concrete realization of human moral norms of behavior, relationships, activities.

Office etiquette is the most appropriate set of rules of behavior in the workplace. These rules gave rise to major principles of morality and ethics.

Questions for self-assessment

1. What are the main categories of ethics? Identify the main features of ethics.

2. Evaluate the appeal to universal moral values in management in public authorities. Name them and analyze.

3. What forms of morality exist in everyday life? Argue in favour of your opinion.

4. Explain the difference between ethics and morality. Define the basic ethical principles.

5. Practical philosophy emerged within the philosophy of ethics. When and how does it take shape as "morality" – the science of human characters

and the relationship between people? Give examples of the earliest professional codes.

6. Is there a need to fix the ethical requirements to professionals in the professional codes of ethics? What caused it?

7. On what basis do you think should the ethical codes of individual organizations form – voluntary or forced? What is the most successful way for public administration?

8. What requirements, in your opinion, must be first of all fixed in the ethical codes of organizations?

9. In your opinion, what are the most efficient and effective mechanisms for monitoring the implementation of the code of ethics? Ground your opinion.

Tests for self-assessment

1. Ethical conduct of public servants in Ukraine is enshrined in

a) the Law of Ukraine "The State Service Act";

b) the Law of Ukraine "The General Rules of Conduct for Public Servants";

c) the Code of Ethics for civil servants.

2. The general rules of conduct for public servants aim to:

a) create conditions for increasing the authority of the civil service;

b) strengthen the reputation of civil servants;

c) establish the rule of law;

d) create conditions for political impartiality;

e) inform citizens about the behavior they should expect from public officials.

3. When taking the civil service position, the civil servant should get familiarized with the general rules of conduct for public officials, which is a written testimony to:

a) his personal file;

b) his workbook.

4. The State Service of Ukraine is based on the following principles:

a) serving the Ukrainian people and the Ukrainian state;

b) democracy, humanism and social justice;

c) the rule of law, which provides priority rights and freedoms of man and citizen;

d) professionalism, initiative, integrity, commitment, liability for exercising of power and respect for discipline;

- e) centralization;
- f) decentralization;
- g) political impartiality;
- h) openness, transparency and verifiability;
- i) territorial community service.

5. The behavior of public officials should:

- a) meet the expectations of the public and ensure the confidence of society and citizens in the civil service;
- b) promote the rights and freedoms of man and citizen established by the Constitution and laws of Ukraine;
- c) meet the psychological peculiarities;
- d) comply with their own political views of a public servant.

6. Public officials may participate in political or other public activities:

- a) outside their official duties;
- b) in a defined political or social organization;
- c) outside working hours.

7. A civil servant on duty should act on the basis of:

- a) honesty;
- b) fairness;
- c) compliance with the expectations of citizens;
- d) compliance with their own political views of a public servant;
- e) liability;
- f) openness and transparency.

8. A civil servant must:

- a) faithfully perform their duties;
- b) take the initiative;
- c) show creativity;
- d) improve the organization of work.

9. A civil servant must perform their official duties:

- a) fairly and impartially;
- b) taking into account their personal benefit;
- c) without giving any advantage and showing commitment to separate natural and legal persons or political parties;
- d) strongly opposing state manifestation of force that threatens the order in society or security of citizens.

10. The basis of effective business communication must be made of the following ethical values:

- a) integrity;

- b) dominance;
- c) truthfulness;
- d) sincerity;
- e) criticism;
- f) empathy;
- g) politeness.

Examples of practical tasks

Task 5.1

The reform of the civil service in Ukraine, which both the state and international institutions have recently been focused on, requires special attention to issues of morality in the activity of managers and administrative staff at all levels of governance. It depends on public confidence in the government and public participation in addressing social and political issues. Given the importance of adherence to moral values and norms in the sphere of public power, the following situations are offered to be resolved.

Situation 1. This morning you invited for a conversation your subordinate, who is often late for work. By chance you were delayed home and went to work late. The subordinate is waiting for you. How do you behave?

Situation 2. A worker is asking you to let him take a day off. You ask about the reason. It turns out that he wants to use this day to seek some other job. He is a diligent and qualified professional. How would you respond to the request of the worker?

Situation 3. You are holding a meeting. One of the participants is strongly opposing to your proposal, arguing his point of view by concern over the interests of the team. You do not respect this man and feel that this is his usual "kicker" bad joke. How will you respond?

Task 5.2

Observance of etiquette is an essential component of an effective image forming a businessman. In this regard:

1. Try to describe the image of any famous person (e.g. a politician) in terms of: a) external components of image (appearance, mannerisms, gait, speech, gestures, voice, facial expressions, clothing, hairstyle, the degree of possession of 14 basic etiquette forms and a dress code in general); b) the internal components of image (intelligence, thinking, professionalism, objectives

and means, erudition, ideas and interests); c) the procedural components of image (temperament, forms of communication, energy and emotion); d) the kernel image (legend, positions and attitudes).

2. Analyze your own image as a business person according to the scheme. Draw a conclusion about your own image matching your conception of the ideal image of a businessman (according to your field of activity).

Task 5.3

Name at least five moral means to combat corruption in the public administration.

6. Conflicts and stress in public administration

6.1. The content and etymology of the conflict varieties.

6.2. The mechanisms for managing conflicts of interests.

6.3. Conflicts of interest in public administration.

6.4. Moral regulators of the conflicts of interest.

6.5. Stress-forming factors in public administration. Means to avoid stress.

The key concepts and terms: conflict, conflict and stress, political conflict, consensus, economic conflict, ideological confrontation, morality and education, factors forming stress, public official means of preventing stress.

6.1. The content and etymology of the conflict varieties

The science of conflict management arose relatively recently and is one of the youngest branches of scientific knowledge which appeared on the verge of many sciences, and especially sociology and psychology. The science conflict management appeared as a relatively independent course in sociology in the late 50s of the 20th century and in the beginning it was called "sociology of conflict". This phenomenon is associated with research conducted by R. Dahrendorf (Germany) "Social classes and class conflict in industrial society" (1957), and L. Coser (USA) "Functions of social conflict" (1956).

At the same time a similar situation occurs in psychology. Thanks to scientific research done by M. Sherif, David Rapoport, R. Dose, L. Thompson, C. Thomas, D. Scott et al., psychology of conflict became a relatively independent trend.

In the history of the science of conflict management one can distinguish several stages of development (Table 6.1).

Table 6.1

The stages of development of the science of conflict management

Period	Characteristic	The scientists and their ideas about conflict
1	2	3
The first period	(6th – 7th centuries BC. The mid 19th century AD). In this period, there emerged and developed practical knowledge of the types of conflicts, the principles and rules of conduct in actual conflict, as reflected in philosophy, religion, literature, folklore and media. At the same time the first scientific knowledge about the conflict began to accumulate. The conflict within the study of philosophy, law, psychology, however, did not stand out as a separate subject of study	The ideas of Heraclitus about conflict and struggle, Plato's studies related to war, social analysis of conflict by N. Machiavelli, F. Bacon's research on the causes and means of prevention of social conflicts in the country, the theory of the war of all against all by T. Hobbes, "The Nature and Causes of the Wealth of Nations" by A. Smith, G. Hegel's positive role in the wars of social development, C. Darwin's studies of the problem of conflict
The second period	The middle of the nineteenth century – 1920. The period of origin, formation and development of the conflict theories and individual industries' conflict. It covers the first wave of publications on conflict	K. Marx's theory of class struggle, the struggle for existence by Herbert Spencer, the problem of the status of Max Weber, the theory of elites by V. Pareto, S. Freud's research into the conflict between the conscious and the unconscious
The third period	1920 – 1950 years. At this time, other sciences (social philosophy, psychology, pedagogy, political science and sociology) began studying conflict as an independent phenomenon. The intensity of conflict studies was growing, and by the end of the period publications were very rare. That was the period of the Second World War and the situation in the humanities at this point as a whole was influenced by war events	"The conflict of modern culture" by Georg Simmel, T. Parsons' "Structure of Social Action", E. Mayo's theory of human relations, Eric Berne's concept of transactional analysis

Table 6.1 (the end)

1	2	3
The fourth period	1950 – 1980 years. Works on the problems of conflict were published annually, the first thesis was defended. The first interdisciplinary research appeared, conflict began to stand out as an independent science	"Class and class conflict in industrial society" by R. Dahrendorf, "Functions of Social Conflict" by L. Coser, "Conflict and Defense: A General Theory" by K. Boulding, "Psychological Types" by C. Jung
The fifth period	1980 – present. There has been a constant increase in the annual number of publications on conflict, the conflict mediation centers have been created, regional and international groups of studies and conflict resolution have appeared	K. Thomas, the founder of the techniques for separation of people based on their tendency to a way of behavior in conflict situations

Conflictology is a special interdisciplinary field that combines theoretical, methodological and methodical approaches to the description, the study of conflict and conflict development practices with various kinds of phenomena that occur in various areas of human interaction [44, p. 45].

The place of conflictology among other sciences is shown in Fig. 6.1.

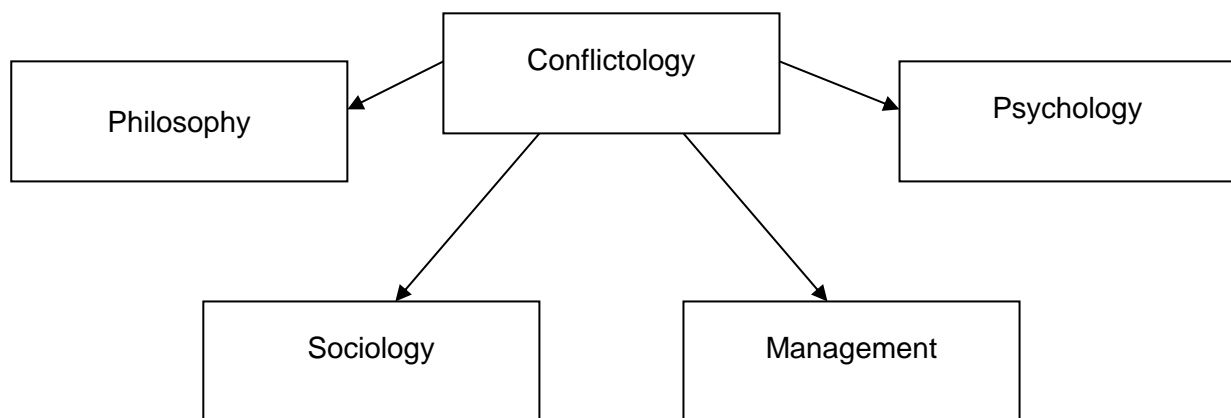


Fig. 6.1 **The place of conflictology among other sciences**

As an important branch of social science and human nature, conflictology arose, formed and is developing now in close contact with the social philosophy, sociology, psychology, economics, history, law, ethics, alongside other social sciences and humanities. Intensive studies of conflict took place in the twentieth century. At this time, many trends in the study of the problems of conflict started developing. They can be grouped by time into two periods: the approaches that

developed in the first half of the twentieth century and approaches developed in the second half of the twentieth century. All approaches deal with the psychological area of study and were mostly taken by foreign researchers. The classification of these areas is shown in Fig. 6.2.

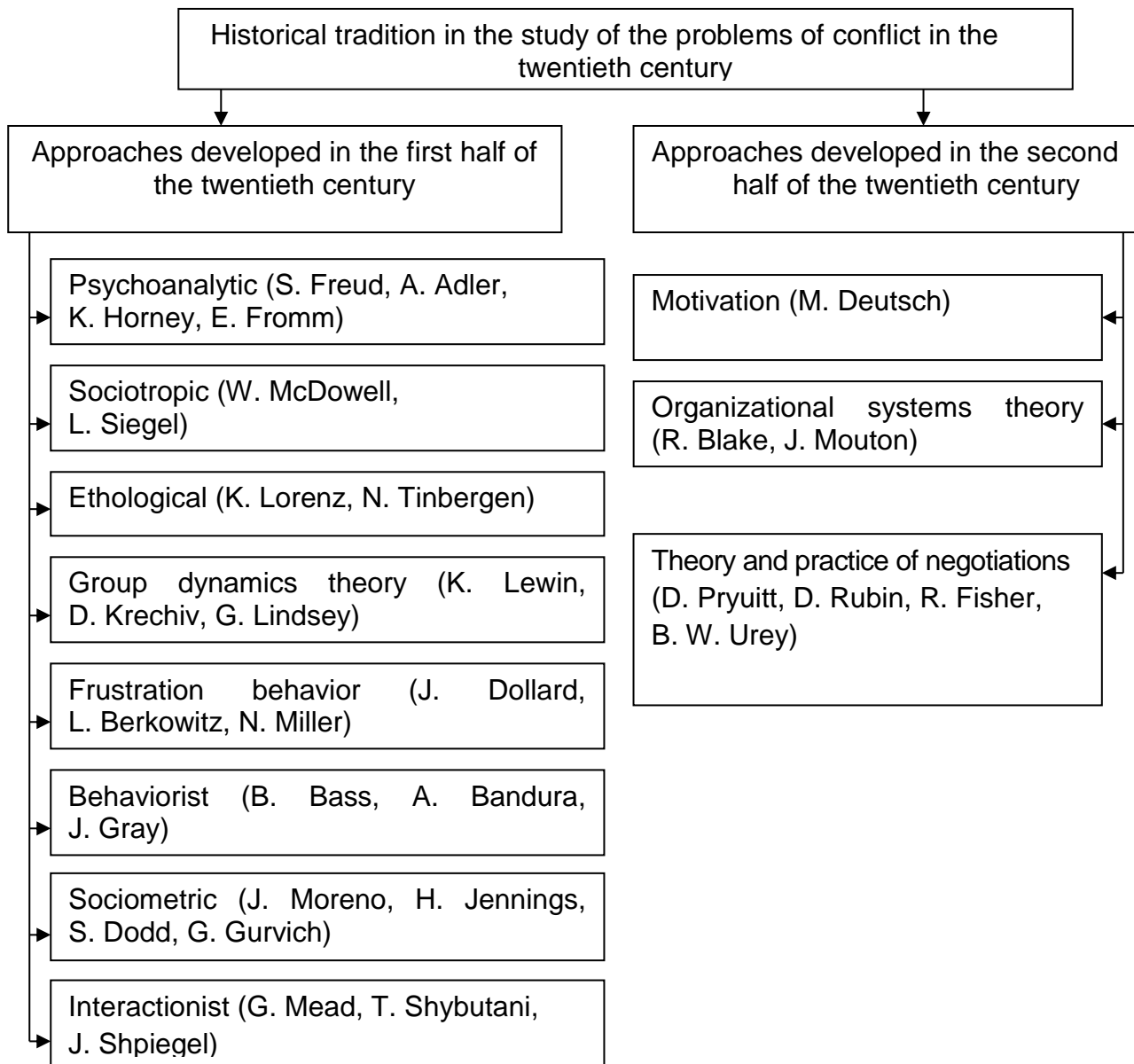


Fig. 6.2. Historical tradition in the study of the problems of conflict in the twentieth century

In the literature, there are different approaches to the content of the term "conflict". The most common understanding is manifested through the prism of contradictions as a general concept, primarily in social conflict.

The conflict is a clash of opposing interests and views; extreme intensification of contradictions, which leads to complications or severe struggle. In sociology, the essence of the conflict is defined differently.

Prominent social scientists have a view of the nature of the conflict and in their own way define and interpret it. They also variously defined the role of conflict in society and the individual.

So Herbert Spencer saw the conflict as a very necessary phenomenon in the history of mankind, as well as a powerful incentive to social development. M. Weber defined the conflict as a constant struggle. A number of scholars such as T. Veblen, L. Gumplowicz, Georg Simmel, K. Lewin and others defined conflict as a dispute and type of socialization.

R. Park divided conflict into three main types of social interaction, such as race, adaptation and assimilation. The famous American sociologist L. Coser defines conflict as an ideological phenomenon that reflects the direction and sense of social groups or individuals in the fight for the objective goals – change of status, reassessment of values, power, redistribution of income, and so on. He attributed the conflict to an important element of social interaction that helps cancel or strengthen social ties. R. Dahrendorf developed a sociological concept called "the theory of conflict".

Consequently, many social scientists define conflict as a contradiction that can be resolved. Opposing to conflict categories are order, agreement, peace and stability. But peace is a permanent state of modern society, while conflict is the prevailing one.

Thus, conflict is a temporary aggravation of social contradictions, manifested in the collision of social communities – states, social groups, nations, social institutions, classes, etc., – which rises due to significant differences or interests, trends, objectives opposite to their own ones.

Conflict has its own specific features which are presented in Fig. 6.3.

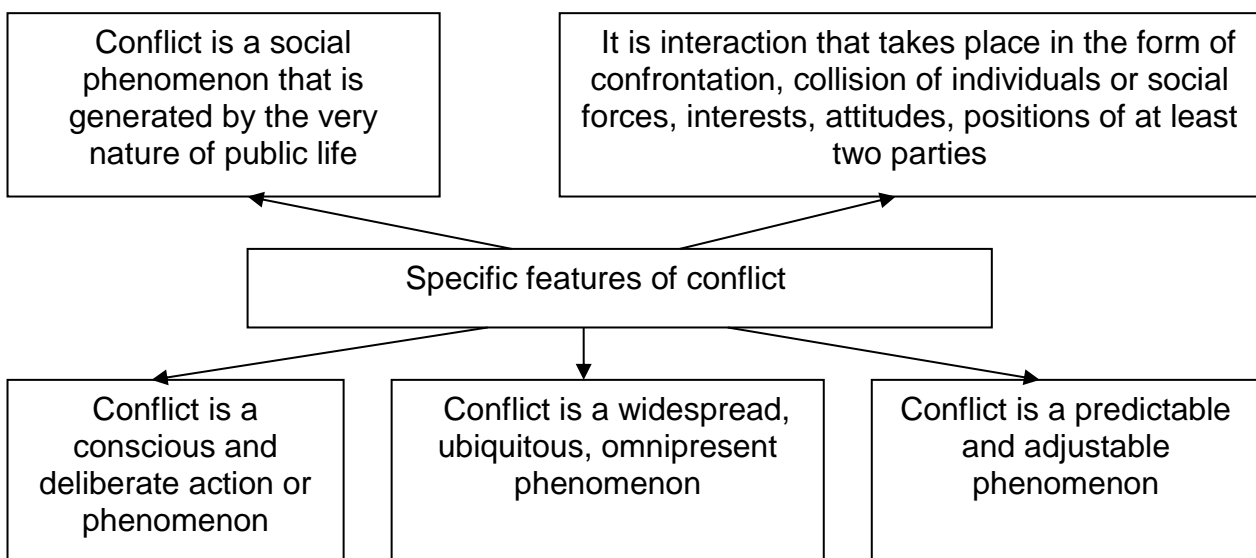


Fig. 6.3. **Specific features of conflict**

Conflicts are very diverse. To facilitate the understanding of their nature, a classification scheme is proposed based on the causes of conflicts (Table 6.2).

Table 6.2

Classification of conflicts based on the causes

Feature	Types	Note
System nature	System	This conflict is a result of the aggravation of the internal contradictions characteristic of any social system
The areas of manifestation	Economic, political, ethnic, cultural, social and so on	This approach is based on the identification of the subjects of conflict and areas of society where conflicts may occur
The degree of acuteness	Agonistic (reconcilable) and antagonistic (irreconcilable)	Missed opportunities for resolving conflicts sometimes cause their transition into the chronic form and even escalation into the antagonistic one
Other characteristics, when the classification may be based on the number of participants, motivation of acts, etc.	Legal, domestic, physical, spiritual, and others	One should distinguish a separate conflict called "uncontrolled emotions" – riots, pogroms, mass disorder and others. A separate group is also created by conflicts of interest, conflicts of views (cognitive conflicts)
The way of identification	Explicit or hidden	It may happen that, in fact, there is no cause of conflict. It exists only in the imagination of the conflicting parties, who mistakenly believe that the other party intends to commit aggressive, illegal or other unwanted actions

This classification is not exhaustive and may be supplemented by other characteristics and types of conflicts.

Among the large number of characteristics of conflict, researchers tend to identify two of them that clearly define the conflict nature and impact: these are the characteristics of the **subject of the conflict and its object**.

The subject of the conflict is an objectively existing or imaginary problem that serves the cause of misunderstandings between the parties. Thus, the subject of the conflict is the basic contradiction in respect of which the parties enter into a fight. This may be a desire for superiority, power relations, the desire to own some valuables.

The **object of the conflict** is some specific material or spiritual value which all parties seek to possess or use. The object of the conflict can often become any element of the material world and social reality, the subject is able to serve the public, private, government, group attacks. In order to be the subject of conflict, the set element is located at the intersection of interests of different social actors seeking complete control over it.

For greater clarity, the relationship of these concepts is shown in Fig. 6.4.

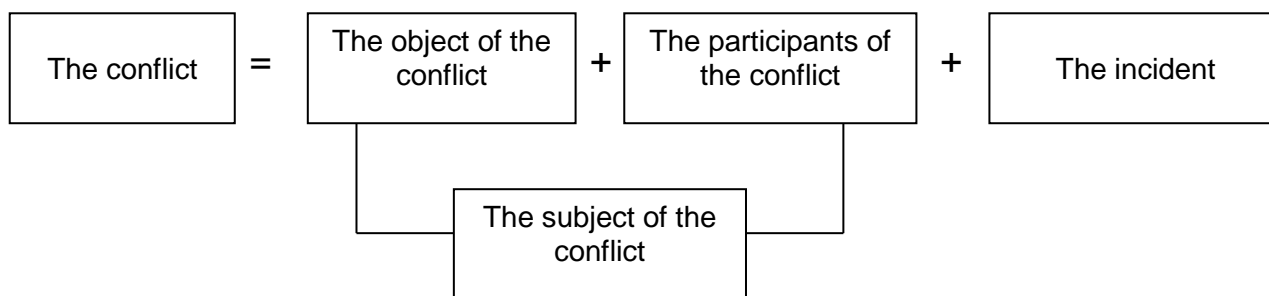


Fig. 6.4. **The chart of arising of the conflict**

The chart makes clear the nature of the conflict. It contains the notion of the incident. The incident is a conflict episode, the beginning of the conflict, the situation of interaction, in which there is a conflict of interests or objectives of the conflict parties.

Since the object of the conflict and the subject of the conflict may sound very similar, bear in mind the clearly defined differences between them.

The differences between the object and the subject of the conflict.

1. The object of the conflict is the side of reality which is included in the interaction with the subjects of conflict, while the subject of the conflict is the differences arising between the countervailing parties that they are trying to resolve.

2. The object of the conflict is true or false, illusory or potential, while the subject of the conflict is only real.

3. The object of the conflict may be deeply hidden, while the subject is clearly defined.

To find out more precisely the nature of the conflict, it is necessary to define its boundaries, i. e. the outer limits of space and time. There are three aspects of the definition of the boundaries of conflict: **spatial, temporal and interconnected.**

The spatial aspect defines the boundaries of the areas where conflict arises. It is very important for social, ethnic and international conflicts.

Time is the duration of the conflict in time, its beginning and end.

Defining the intersystem boundaries of the conflict is closely linked to clear distinguishing of the conflicting parties in the circle of participants. Any conflict occurs in a certain system; it can be a group of coworkers, a family, an international community, a state, and so on. Thus, the boundaries of the conflict in a particular system depend largely on how many participants are involved in it.

The conflict has a number of features as shown in Fig. 6.5.

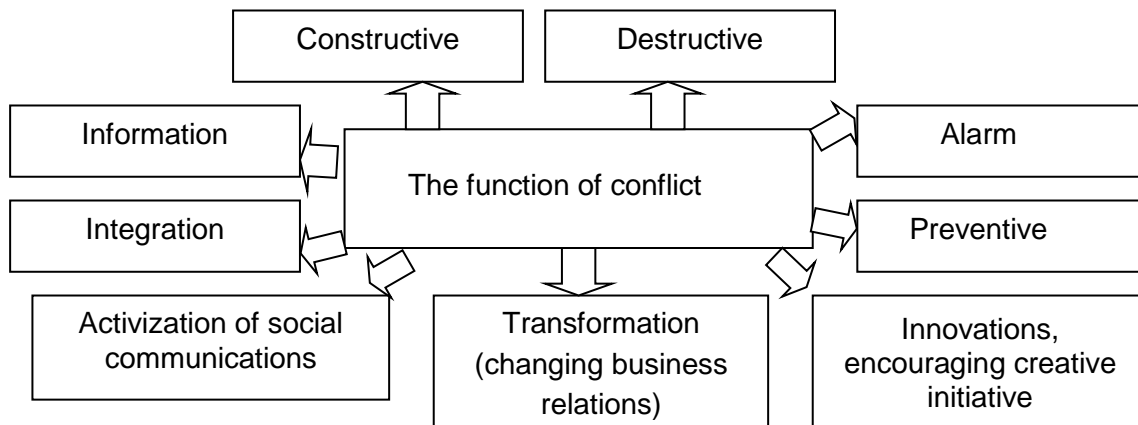


Fig. 6.5. The features of conflict

The overall picture of the functional orientation of conflicts and their consequences is presented in Table 6.3.

Table 6.3

The functional orientation of conflicts and their consequences

The functions of the conflict	Direction and consequences of conflicts	
	Positive	Negative
1	2	3
Integration	Relieving tensions in interpersonal and intergroup relations; harmonization of individual and collective interests; education and consolidation of formal and informal groups; deepening and stabilization of general interest	Weakening collective organization and unity; imbalance between the interests of individuals and groups; unfair pursuit of benefits for themselves at the expense of others; indulgence for selfishness, arbitrariness, anarchy
Enhancing social networks	Providing more dynamic interaction between staff and staff mobility; strengthening coordination in achieving functional and social partnership	Inconsistency in the actions of people engaged in a common cause; weakening of mutual interest in the overall success; setting obstacles to cooperation

Table 6.3 (the end)

1	2	3
Signal	Identification of unsolved problems of incentives; identification of gaps in terms of health and safety; implementation of the needs, interests and values of staff	Dramatic expression of dissatisfaction with the actions of the administration; protest against abuses by individual officers; increasing labor dissatisfaction
Innovation, promotion of creative initiative	Increased activity and motivation to work; stimulating training; promoting creativity, new and best solutions	Creating additional obstacles to labor and social activity; suppression of business sentiment, enthusiasm and creativity; lack of alternatives
Transformation (conversion) of business relations	Creating a healthy social and psychological environment; strengthening respect for labor and business enterprise; enhancing mutual trust	Breach of the moral and psychological atmosphere; complexity of the process of establishing business relations and partnerships
Information	Awareness of employees about the status of the organization; finding common ground	Strengthening unfriendly behavior; avoidance of cooperation; obstacles to dialogue and exchange of views
Preventive	Settling disputes on a reciprocal basis; weakening confrontation of social and labor relations	Tension and hostility; avoidance of conciliation procedures

All conflicts serve both positive (constructive) and negative (destructive) functions. Despite fairly clear distribution of them in theory, it is quite difficult to draw a clear line between constructive and destructive nature of a particular conflict in practice.

6.2. The mechanisms for managing conflicts of interests

The driving forces (or different underlying causes) of conflicts are very diverse in nature. Schematically, their composition and nature are presented in Fig. 6.6.

A. Zdravomyslov [55] suggests an effective scheme for cross-analysis of the driving forces of conflict and areas of human activity, which should help identify the major causes underlying conflicts between the subjects at the same level.

In economy conflicts are possible over resource allocation, due to problems in the functioning of various divisions of institutions, opposites in the economic systems of various types. In the field of politics the whole variety of

vital interests revolves around the means of social organization, degree of cohesion and powerful nature of the relationship.

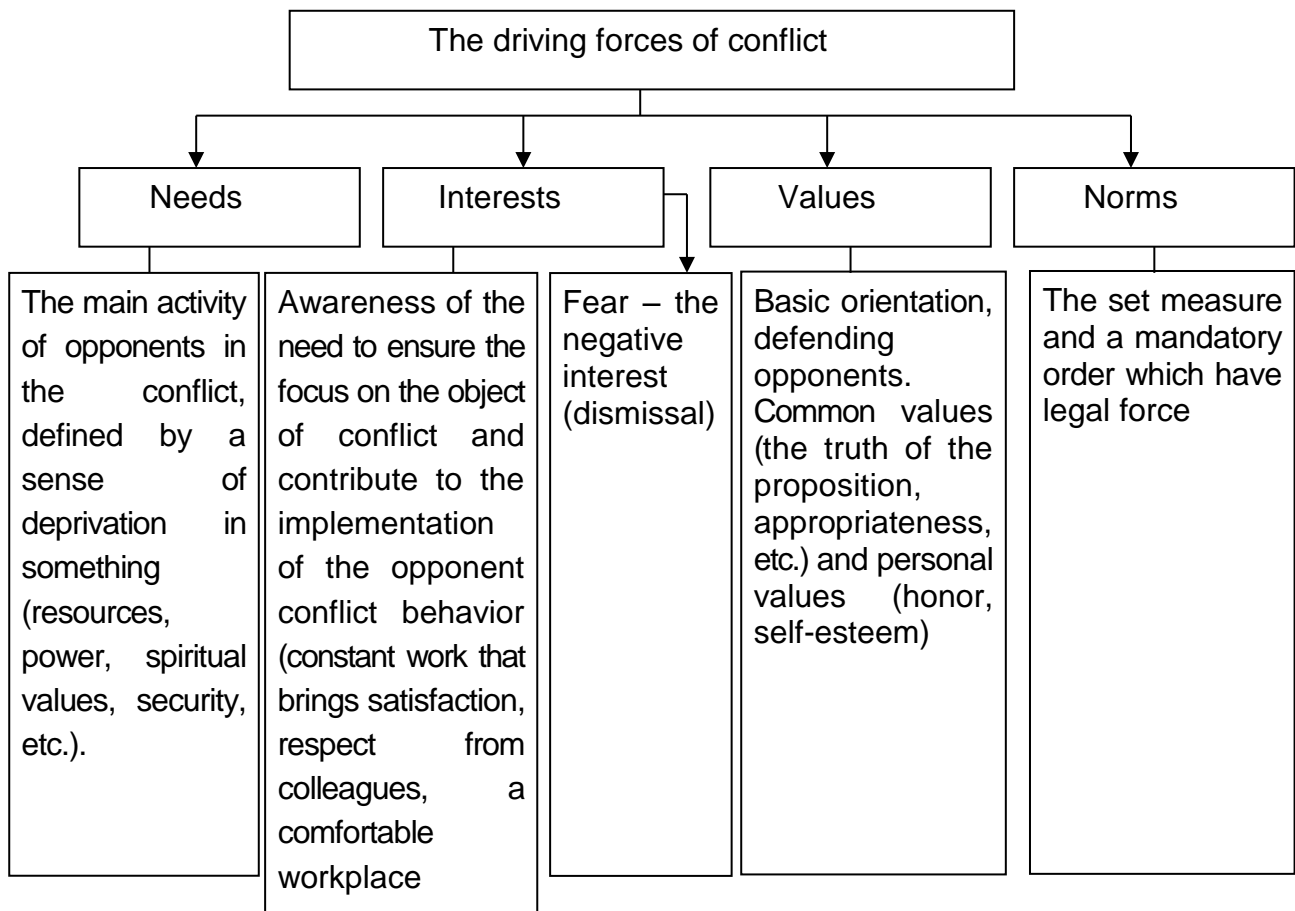


Fig. 6.6. The driving forces of conflict

In the field of spiritual life all contradictions are associated with the inner world of the individual, the nature of his freedom, a view of culture and understanding of higher values, justice and goodness (Table 6.4).

Table 6.4

Cross-analysis of the driving forces of conflict and areas of life

Dynamics	Areas of life		
	Economy	Politics	Spiritual life
Needs	Resource usage	Options for self-organization	Person: emotional and rational
Interests	Institute of distribution	Integration – split	Type of culture
Values	Targeting the market state	The government as a means or an end in itself	Interpretation of higher values
Norms	Contract – profit	Law – manipulation	Duty – satisfaction

The scheme allows you to analyze a real conflict, because the procedure helps show presentation of requirements of the conflicting parties, including their required minimum set. This set is used by each party. In some cases, the requirements may be expressed by the "mirror" nature: necessary needs, expressed by one of the parties, and offered by the other party. But as a rule, in real situations the nature and composition of requirements is unbalanced, it can more closely relate to the problems of mutual exchange of concessions, reaching mutual agreement and benefits.

Determining the nature of various conflicts is crucial to finding a means of conflict management and localization. In theory and practice of the science of conflict there are two standard formulae of conflict depending on the characteristics of their origin.

They should be roughly described as conflicts of "A" and "B" types. In practice, the importance of these formulae of conflict is manifested in the fact that these patterns can help quickly analyze specific conflicts and find tools to regulate and resolve them. But they are not absolutely universal evaluation means and in most cases they are just some guidance in the management of conflicts. The first formula of conflict (A) reflects the dependence of conflict (C) on conflictogenic factors (CF). Conflictogenic factors are words, actions (or lack of action) that give rise to conflict. Classification of conflictogenic factors is given in Table 6.5.

Table 6.5

Classification of conflictogenic factors

The nature of conflict	The form of manifestation of conflictogenic factors
Direct, negative	Order, threats, concerns, criticism and accusations, ridicule, irony, sarcasm
Order, threats, concerns, criticism and accusations, ridicule, irony, sarcasm	The joy of humiliating, degrading praise, rebuke, jocularity
Boasting	A fascinating story of real and imaginary success
Mentoring attitude	Categorical assessment, judgments imposing their point of view, an unpleasant reminder, morals and attitudes
Honesty and sincerity	Concealment of information, fraud or attempted fraud, manipulation of human consciousness
Violations of ethics	Ignoring the partner in communication, interrupting the companion, shifting responsibility to someone else
Regressive behavior	Naive questions, links to other comments in obtaining fair disputes

In theory and practice of the science of conflict there is a so-called law of escalation of conflictogenic factors. According to it, each subsequent factor is stronger than the previous one ($CF_3 > CF_2 > CF_1$ and so on).

The formula of the conflict development is given in Table 6.6.

Table 6.6

The formula of the conflict development

The formula and the cause	Remarks
Formula "A": $CF_1 + CF_2 + CF_3 + \dots + CF_n = C$ where CF_1 is the first conflictogenic factors; CF_2 is the second conflictogenic factor (in response to the first one); CF_3 is the third conflictogenic factors (in response to the second one), etc.	The mechanism of the conflict according to formula "A" is based on negative perceptions and negative reaction of the individual against whom conflictogenic factors was applied. Due to the absence of forceful regulation of such reactions the conflict situation tends to the law of escalation (increase)
The mechanism of the conflict according to formula "A" is based on negative perceptions and negative reaction of the individual against whom conflictogenic factors were applied. Due to the absence of forceful regulation of such reactions the conflict situation tends to the law of escalation (increase). Formula "B" reflects the dependence of conflict (C) on several conflict situations (CS). $C = CS_1 + CS_2 + \dots + CS_n$, with $n \geq 2$	This formula indicates the following methods of conflict resolution: Rule 1. Eliminate the conflict situation. Rule 2. Remove the incident. That is the sum of two or more conflict situations leads to conflict. Addressing these types of conflicts is reduced to elimination of all conflict situations

Important!

According to statistics, 80 % of conflicts arise according to formula "A". In this regard, psychologists offer two basic rules to be applied to conflict-free interaction.

Rule 1. Do not use conflictogenic factors.

Rule 2. Do not respond to conflictogenic factor with another CF.

With a large variety of existing intergroup conflicts there are a lot of them that tend to follow the center of the state or political power. So if a conflict between certain social groups is rather serious, it is likely to become a political one.

The political conflict is a conflict of politicians in their joint effort to realize their goals and interests related primarily to obtaining or redistribution of authorities, as well as change of their political status in society.

The structure of political conflict is presented in Fig. 6.7.

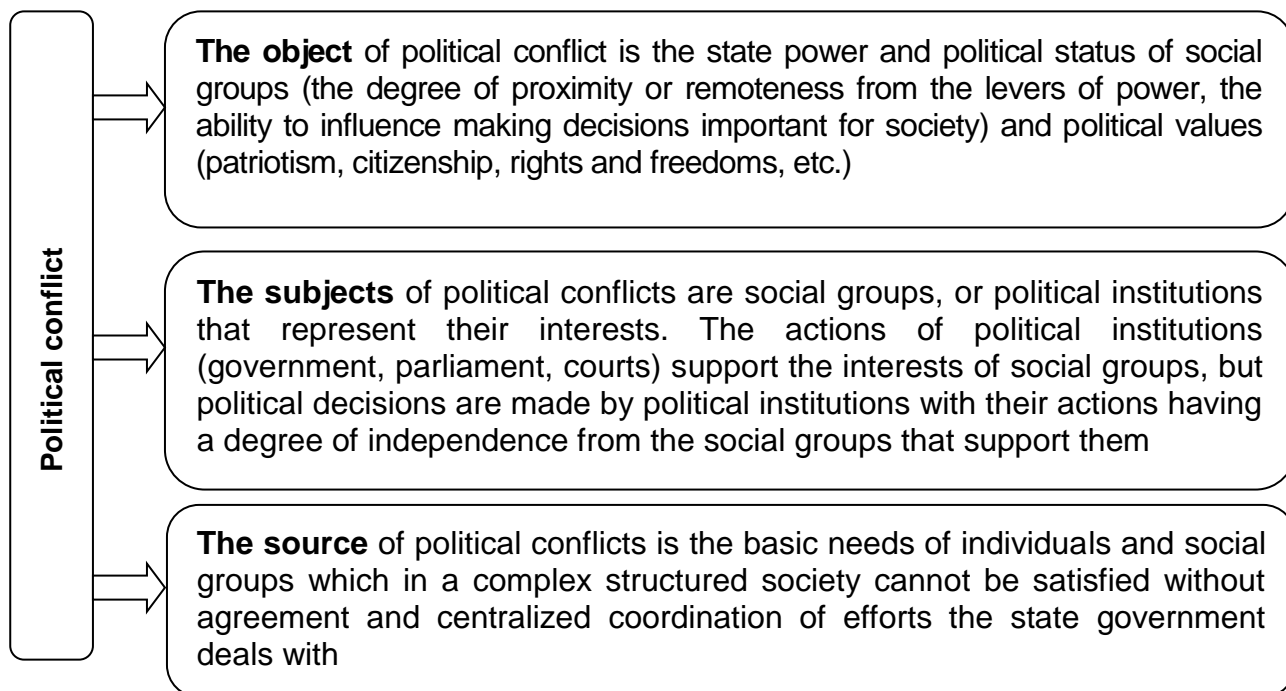


Fig. 6.7. **The structure of political conflict**

The unusual nature of the object and subjects of political conflicts provides them with certain characteristic features that makes this type of intergroup conflict different from others.

1. A normally open nature and a very sharp manifestation of the conflict of interest.

2. Mandatory publicity.

3. An increase in the number of political conflict recently observed.

4. The growing importance.

5. Mandatory established political predominance.

6. The possibility of involvement of law enforcement resources. Of all the powers in a modern society, only state has a legal right to use force.

Social and political tensions are the main feature of a society that is under transformation.

The indicators of social and political tension in the political sphere are a disagreement between:

social aspirations and desires and reality (non-payment of wages, prices, general negative attitude to the circumstances);

prevailing perceptions and official information (government actions that should be aimed at solving specific economic problems);

political attitudes, strengthening radical positions and their sharp opposition (in relation to language problems, various reforms).

Social and political conflicts have their own specifics. Their subjects are individuals and organizations who make political decisions on vital issues relating to large groups of people in the country.

There are certain mechanisms for regulating conflicts by executives. Such mechanisms make a system of elements intended to convert the movement of other elements in a given direction. Naturally, the mechanism is started in accordance with certain procedures, without which it will not work.

Most public administration theorists advocate a point of view that civil servants should not be involved in the conflict, they can only help a particular party of the conflict, without showing hostility to another party. In other words, officials are impartial executors of the will of people.

"Subjective conflicts" are regulated through intensive communication, mutual and fair exchange of information, joint search for agreement through negotiations without involving a third party as a mediator. "Objective conflicts" can be adjusted through three strategies:

- cooperation (joint and interested finding of answers to difficult questions);
- promoting their own interests (confrontation);
- a combination of the previous two strategies.

Modern theory and practice produced some common forms and methods for preventing, managing and solving political conflicts. Compromise and consensus are most common of them.

Compromise in various references and scientific literature is defined as an agreement based on mutual concessions. It is necessary to distinguish between voluntary and forced compromise. The former is reached on the ground of agreement on specific issues and meeting some of the interests of all parties interacting. The latter is effected under duress imposed by the circumstances.

Consensus is an agreement of the vast majority of people of any community on the most important aspects of its social life which is expressed in actions.

The stages of development of political conflict and solutions to it are presented in Fig. 6.8.

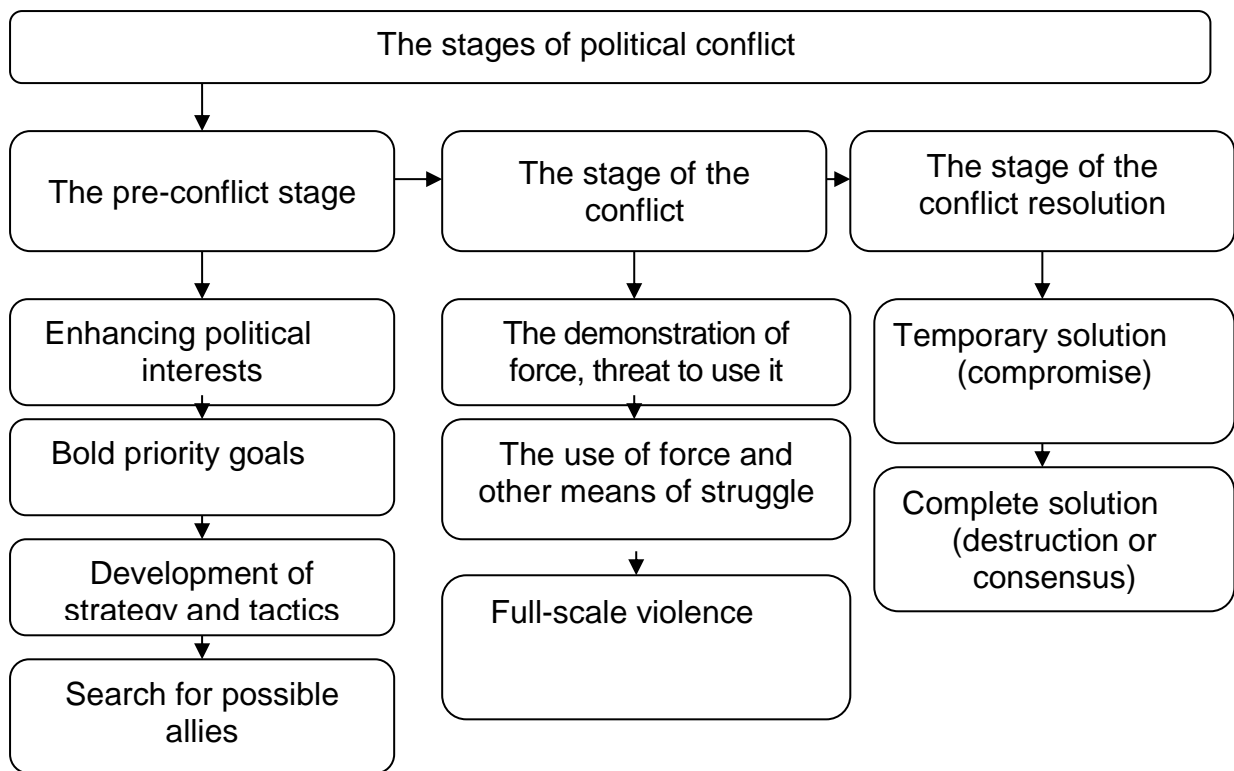


Fig. 6.8. The stages of development of political conflict

Overall, consensus effectiveness depends on many factors: the welfare of society and participation in the distribution of rewards, benefits, power and so on.

6.3. Conflicts of interest in public administration

Economic conflict is the confrontation of social and economic relations caused by the lack of economic resources. To solve it, social, economic or political means are applied. It should be kept in mind that almost any social conflict is attended by some economic elements.

Economic conflict is motivated collision of economic contradictions based on the needs of the parties of conflict. Economic conflict can cause massive contradictions between certain groups of people, between individuals and even countries.

The subject of economic conflict is a real or imaginary problem over which conflicting parties are fighting.

The object of economic conflict is often consumers, markets, wages, finance, generally all that is directly related to the market.

The main lines of contradictions are presented in Fig. 6.9.

Macroeconomic conflicts are primarily resolved through cooperation.

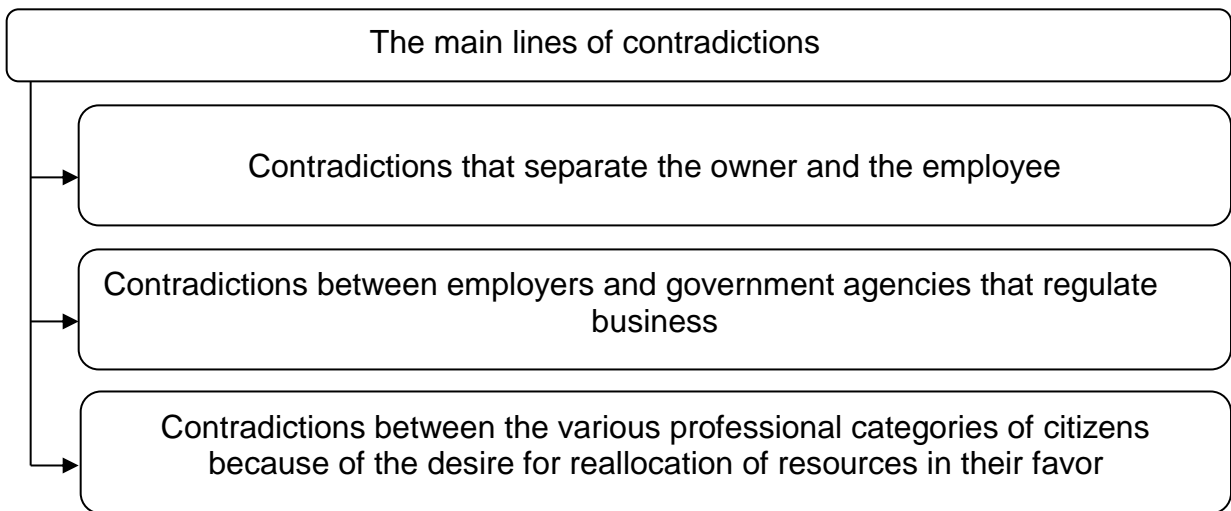


Fig. 6.9. The main lines of contradictions

Mutual interest of conflicting parties in the inviolability of the system and the availability of a legal framework defines the conditions for addressing the emerging conflicts.

Another manifestation of conflict is confrontation.

Confrontation is juxtaposition, collision of interests, classes, beliefs, parties and states. The extreme degree of confrontation is armed conflict, war.

Ideological confrontation is associated with cold war. The term "cold war" usually means total and global confrontation between two superpowers in the framework of the bipolar system of international relations. The term "cold war" is closely related to such concepts as information and psychological war, ideological struggle, political propaganda, ideological propaganda, propaganda.

The place of cold war in the ideological confrontation is schematically presented in Figure 6.10.

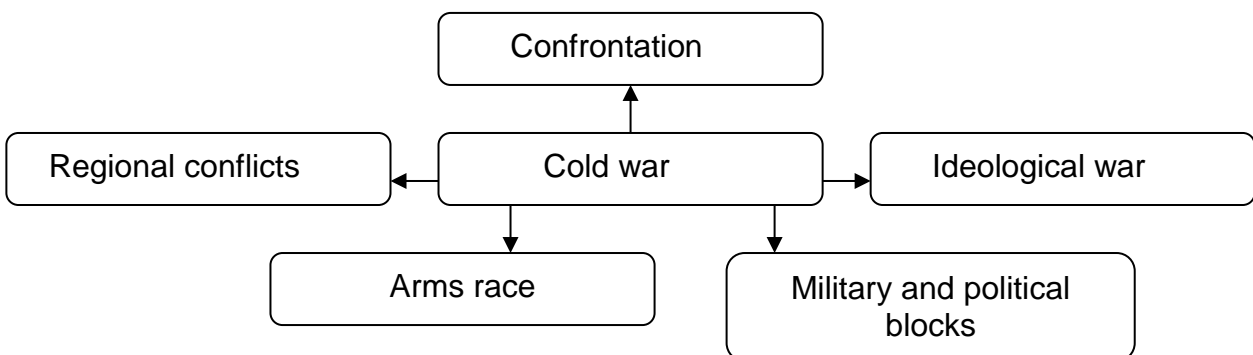


Fig. 6.10. The place of cold war in the formation of ideological confrontation

Ideological conflict is based on the contradictions inherent in the settings, people's views on various issues of life of the collective, state, society, the difference in stance. Specified conflicts arise at the level of society and in small associations among individuals. Such conflicts are severe, complex and deep, often affect the attitude towards the country's policy of different parties; may be related to family relations, interethnic relations in a formal setting and in the home.

Any ideology is a project of the future structure of society, a specific proposal to change the world in the specified direction. And as history shows, the higher the level of dissatisfaction with the whole society, the more different ideological values. Always and everywhere, there are those who mutually negate each other, and therefore create conflicts.

Conflicts in the spiritual sphere reflect a struggle of social interaction on the ground of difference of values, attitudes and interests in the production, distribution and consumption of different spiritual values.

Spiritual conflicts are diverse in nature. The most acute and frequent ones are religious conflicts, ideological conflicts and conflicts in the arts. The main manifestations of these conflicts are criticism, persecution of dissidents, discussion, and more. The most common form of acute and religious conflicts can be called ideological struggle.

Conflict prevention and management in the field of spiritual values must involve all activities that affect the prevention, forecasting, management and solution of such conflicts. In the administrative sphere one should bear in mind the fact that conflicts often concern spiritual culture of peoples, nations, their traditions and specific habits which makes them more acute and protracted. Therefore, a solution to such conflicts is only possible based on deep mutual respect for these national cultural values, the recognition of the right of every people to their spiritual and cultural heritage.

6.4. Moral regulators of the conflicts of interest

Prevention of conflicts is a certain set of methods, areas of organization management that significantly reduces the possibility of various conflicts.

Prevention activities should be carried out both before and after the occurrence of conflict. The very essence of prevention is the destruction of the objective and subjective factors of various conflicts. In general, social conflict prevention should include implementation of economic, cultural, social policies, strengthening the legal framework of society, fight against social polarization, changes in personal values and more.

Conflict prevention should be started with education and instilling of high moral principles. The main function of morality is to regulate the relations of social groups and members of society. Moral norms are reflected in the categories of conscience, good, evil, honor, duty, responsibility, dignity, have a concrete historical content and depend on the degree of development of society. The formation of moral consciousness and moral behavior of society members is related to their education and the moral ideal. It should be noted that the purpose of moral education is the establishment of unity of moral consciousness and moral behavior, establishing moral beliefs. The moral development of people becomes very important because of the need to prevent various conflicts both at the enterprise and state level.

Education in conflict prevention plays an important role. But the theory of modern education rarely analyses contradiction, because in the Soviet times it was assumed that there was no controversy in the communist upbringing. Yet, some contradictions between man and team were not only resolved, but also used for educational purposes by Makarenko. The teaching science should recognize the conflicting nature of the individual, group and society in general, set priority objectives in the education of conflict resolution with focus on the goal of building humane relationships in our society and achieving a peaceful resolution of existing conflicts.

Prevention of conflict has to be done by leaders at all levels, by key experts and team members, staff psychologists and specialists in conflict resolution, in the following areas [69]:

1. Creation of favorable conditions for prevention of destructive conflicts, optimizing specific organizational and management solutions (creating comfortable working conditions for employees, fair assessment of their labor contribution, objective distribution of wealth, etc.).
2. Recruitment of competent management staff.
3. Eliminating or leveling personal and socio-psychological factors of conflict.

Educational establishments and the institution of family play an important role in the regulation of conflicts.

Constructive and peaceful conflict regulation is gradually included in modern education. It's done in the overall context of formation of tolerant consciousness. In domestic educational institutions the idea of tolerance is reflected in the pedagogy of experiences, cooperation pedagogy, pedagogy of success, and the dialogue pedagogy.

Tolerance is willingness to accept other logics and views, the right to otherness, differences, a factor that stabilizes the system (an individual, a society) from inside. Tolerance is positioned as a special value, and setting some personal quality.

There are different interpretations of the tolerance education. It is seen as: a unifying principle of all current pedagogical teachers who advocate human rights in all educational institutions, peaceful resolution of differences and conflicts in the educative sector, unacceptability of different types of aggression in the Ukrainian educational environment;

a separate trend, organized on a number of principles: defining the methodological basis of tolerance and humanistic values; analysis of the essence of tolerance, psychological conditions of their formation characterized by the principles of tolerance and tolerant interaction.

The goal of modern pedagogy of tolerance in education and educational institutions of Ukraine is the education of the younger generation for peace based on tolerance, cooperation, peacefulness, respect for the rights and freedoms of others. The rejection of violent methods of resolving intrapersonal, interpersonal, interfaith and interethnic conflicts is one of the main goals of the education of tolerance. An important task is the development of tolerance pedagogic skills to manage conflicts by developing the capacity for patience (endurance, self-control) and perception (understanding, empathy, assertiveness) in relationship with the "other", "alien". Another task of the pedagogy of tolerance is the implementation of measures for retraining managers of education and educational institutions, teachers, and all those directly involved in the educational activity, acquiring professional abilities and personal characteristics, special skills that will help in resolving conflict situations and avoiding them in the future.

The family as a social institution developed from the gradual formation of society. During the creation and development, the family institution has statutory value-stabilizers. In modern society, the process of weakening of the family as a stable social institution is observed, social functions of family relationships have partially changed. The family loses its leading position in terms of socialization of individuals in the organization of leisure and other important functions.

In the modern world society has to defend the family, education and maintenance of children. Family serves an important mechanism that helps the individual in education, establishing close and constant contact with others, helps with communication and conflict resolution. Healthy relationships provide family members with feelings: of security, friendship, self-worth, love and pervasive sense of well-being.

Scientists-functionalists put emphasis on the function of the family to meet interests of the whole society. But supporters of the theory of conflict perceive the family as a social structure in which some people win and others lose. The famous psychoanalyst Sigmund Freud and sociologist Georg Simmel used the conflict to approach family problems. The researchers noted that close family relationships are manifested not only in love, but in the confrontation. The family is based on the ground of dialectics of two opposing needs: competition for independence, privilege and power and simultaneous participation in the life of each other at the expense of others.

6.5. Stress-forming factors in public administration. Means to avoid stress

Service in the public administration implemented through interpersonal relations is possible without the consideration of human factor research and actualizes the importance of personal management approaches.

Conflicts in the work of officials, working public administrators require that participants do not only achieve their own goals, but also develop further meaningful relationships in their professional activities. So, there is a definite need for self-regulation during in-house collaboration that the individual forms as a result of perceived need for self improvement.

According to N. Shargorodskaya, requirements for professional competence of officials working in public administration can be divided into two separate groups. The first group should include knowledge and skills regarding professional work in the system of public administration, namely deep knowledge of the development of public administration, legal and regulatory framework; knowledge regarding the experience of other regions; the ability to use modern information technologies, communications; the capacity and ability to provide discipline and protect the interests of business; distribution of certain powers and personal responsibility of all employees; coordination of all services and departments as a single cohesive system of public administration system; the ability to identify high intelligibility for themselves and their employees; observance of specificity and clarity in solving operational problems and current affairs; control over the results of their work and of the services related to public administration.

The second group of conditions for the professional competence of officers affects the ability to work with visitors and to govern themselves. In the

course of performing their duties, public administration officials interact with a wide range of people – managers, colleagues, citizens, subordinates, and so on. To work with people, this category of workers must have a number of specific personal qualities that reinforce the trust in them and high respect from those with whom they deal. These are, above all, a deep sense of duty and loyalty to the cause; honesty in dealing with people; purposefulness; tact and consistency in different circumstances; confidence in decision-making and energy, perseverance in their implementation; self-criticism in the analysis and evaluation of their behavior and actions; the ability to defend their views; adequate perception and criticism of the ability to draw right conclusions; the ability to enjoy their rights and act within the powers [160, p. 9–10].

With the development of the science of conflict, the notion of competence of the conflict is a certain capacity of a person (organization, social movement, social groups, etc.) in the actual conflict to carry out activities aimed at minimization of the effects of conflict and channelling socially negative conflicts in the socially positive direction. Such competence is a certain level of knowledge of the conflicting parties, possible strategies and skills at assisting in the implementation of constructive cooperation in specific conflict situations [140, p. 11].

The term "stress" means "tension" in English. This concept was introduced in the scientific use in 1936 by the known Canadian physiologist Hans Selye who developed the general concept of stress as the body's adaptive response to the action of extreme factors (stress factors) [127].

As defined by H. Selye, stress is a nonspecific response of the organism to any demand to it in the form of strain, designed to meet the emerging challenges and adapt to the growing demands [127].

The list of causes of stress is not exhaustive. Stress factors may be: unstable political situation in the country, international conflicts, socioeconomic crises.

Most of the factors that provoke stress are associated with professional activities. Many researchers believe that stress factors should be divided into two groups: organizational and personal (Fig. 6.11).

The bulk of stress a person receives is a result of conflicts triggered by a variety of production situations. So, in any case, there is clear violation of "vertical" business relations: head – subordinate. For even if there are conflicts between the rank-and-file employees, their head cannot influence the resolution of this conflict. Therefore, appropriate recommendations on the prevention of

stress, have been developed and divided into two groups: for managers whose duties are to reduce stress their employees face, and for employees who have to beware of stress and avoid being the cause of stress to others (Table 6.7).

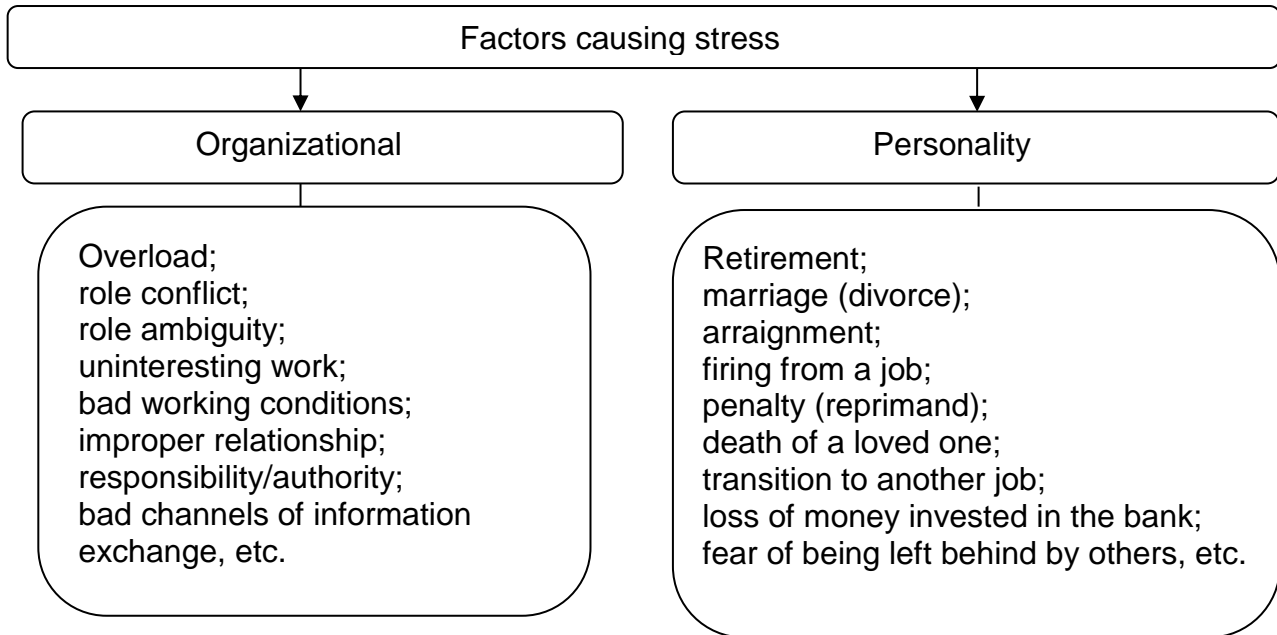


Fig. 6.11. Factors that cause stress

Table 6.7

Anti-stress advice for managers and employees

Anti-stress management recommendations	Anti-stress advice to subordinates
1	2
1. Be aware of the abilities and aptitudes of your employees	1. If you are not satisfied with the terms and content of work, wages, etc., try to carefully analyze the real possibilities of your organization to improve these parameters
2. Do not ignore the clear definition of the functions, powers and limits of liability of employees	2. Discuss your concerns with colleagues from management
3. Do not get annoyed if the employee refuses to do the received tasks. It is better to discuss with him the validity of the refusal	3. Try to develop effective business relationship with your supervisor
4. Show your confidence and support for subordinates as often as possible	4. If you feel that the amount of work you've been assigned clearly exceeds your ability, find the strength to say "no"
5. Use the leadership style, according to specific production situation and characteristics of employees	5. Do not hesitate to demand complete clarity and certainty from the leadership and colleagues who give you assignments

Table 6.7 (the end)

1	2
6. In the case of staff failures evaluate first the circumstances in which the person acted rather than his personal qualities	6. If there is industrial "conflict of roles", discuss the problem of incompatibility of the role entrusted to you immediately, focusing on the fact that it is leadership that will suffer as a result of the case, not you personally
7. Do not exclude the use of such means of communication with subordinates as compromises, concessions, apology	7. In the case of hard work try to include short rest and recreation
8. Do not allow yourself to use sarcasm, irony, humor directed at subordinates	8. It is also useful to remember that failure to do work is rarely fatal
9. If you need to criticize someone, do not overlook the rules and ethical constructive criticism	9. Be sure to discharge your negative emotions in socially acceptable forms
10. Periodically reflect on how the dismissal of subordinates has accumulated stress	10. Try not to mix personal and official relations and so on

Stress can also exercise a positive influence on people. Overcoming some stress, people feel the "height". Sometimes, people who are under stress, may feel strong belief in the important attitudes that can change views on current events and their close relationship with the environment – all this can affect further personal growth or provide their vital security. Stress is almost daily part of life, and it cannot always be avoided. So, along with carrying out the recommended measures regarding the prevention of stress it is necessary to exercise control over themselves in situations that are inevitable.

Here are the recommendations made by M. Burley-Allen [16, p. 193–194].

1. It is necessary to prolong their half-hour lunch break (with the manager's agreement).
2. Indulge yourself – make yourself a small gift (a ticket to the theater or a sporting event, a bouquet of flowers, a meal in a restaurant).
3. Spend some time alone.
4. Take the time to do what you like, hobbies.
5. Sometimes take leisure doing nothing.
6. Take time to do what you have long wanted to do, but for what you lacked time.
7. At the weekend, take a long sleep.

8. Tell your family and friends about your achievements.

9. Spend some money from your savings on a commemorative valuable trinket.

Experts advise to relieve emotional stress accumulated in stressful situations by reducing muscle tension. R. S. Belyaev, V. S. Lobzyn, V. A. Kopylov note that muscle activity is directly connected with the emotional sphere of man and muscle tension is a direct external manifestation of our unpleasant emotions (anger fear, etc.). Therefore, muscle relaxation is an expression of positive emotions, balance, satisfaction, state of peace.

The above instructions on how to prevent stress are mostly very general. Each stressful situation is unique, as it is characterized by individuality, subjected to stress (character, style of behavior, temperament, etc.). Additionally, the susceptibility to stress in the workplace depends, to a large extent, on the background of life, such as how people can successfully avoid stress caused by family, age, general and other factors.

Conclusions

1. Conflicts existed always and everywhere, in all spheres of human activity. The ancient philosophers believed that the conflict itself is neither bad nor good, it exists everywhere regardless of the views of people about it. The world is full of contradictions inevitably linked with the life of nature, people and even the Gods. They believed that the conflict does not exhaust a lifetime, but is only part of it.

2. Conflict is a special interdisciplinary field that combines theoretical, methodological and methodical approaches to the description, the study of conflict and development practices with various kinds of phenomena that occur in various areas of human interaction.

3. Based on generally accepted principles, the notion of conflict has been generalized and defined as a temporary aggravation of social contradictions, manifested in the collision of social communities – states, social groups, nations, social institutions, classes, etc., – which result from significant differences or opposite interests, trends, objectives.

4. All conflicts serve both positive (constructive) and negative (destructive) functions. Despite the fairly clear distinction in theory, it is quite difficult to draw a clear line between constructive and destructive effects of a particular conflict in practice.

5. To prevent conflict, department managers, team members, staff psychologists and specialists in conflict resolution must be aware of its origin.

6. To avoid conflicts in public administration, participants should not only aim to achieve their own goals, but also build further meaningful relationships in their professional activities. So, there is a definite need for self-regulation during in-house collaboration that the individual forms as a result of perceived need for self-improvement and acquisition of the conflict of competence.

7. Conflicts always cause stress that is why both leaders and subordinates should try to prevent stress. For this purpose various methods of prevention of stress have been developed which can be used both fully and in a combined form. All these measures aim to help understand the nature of stress, protect against the consequences, etc.

Questions for self-assessment

1. Describe L. Coser's views on the nature and functions of the conflict and its role in a democratic and undemocratic society.

2. What science, besides the science of conflict management, investigates the issues of conflict?

3. What are the concepts disclosed in the subject of conflict?

4. What are the circumstances according to which conflicts can be classified?

5. What is the conflict? What are its main features?

6. Explain the similarities and differences between the concepts of the object of conflict and the subject of conflict.

7. Name and describe the types of the limits of conflict.

8. What are the functions of conflict? How does the contradictory nature of conflict manifest itself?

9. Describe the main drivers of the conflict.

10. What formula of conflict is used to analyze conflict?

11. Describe the concept of a conflictogenic factor. Supply an example.

12. What are the features of a political conflict? Describe its structure.

13. List the main indicators of social and political tensions.

14. List the stages of a political conflict.

15. Explain the concept of conflict and consensus as a means of conflict resolution.

16. Describe the conflict and its economic structure.

17. What are the features of ideological conflict and conflict in the spiritual sphere?
18. Identify the areas of conflict prevention.
19. What are the moral regulators of conflicts?
20. Explain the necessity of the conflict of competence for official public administration.
21. Describe the concept of stress and the factors that cause it.
22. Give examples of measures to prevent stress.

Tests for self-assessment

1. Confrontation is:
 - a) open dissent on any issue;
 - b) conflicts of interest;
 - c) causing mutual damage;
 - d) conflict of opinion;
 - e) competition on any subject.
2. Conflict is:
 - a) conflict of opinion;
 - b) dispute, the discussion on the acute problem;
 - c) confrontation based on the collision of opposing motives or reasoning;
 - d) competition aimed at achieving victory in the dispute;
 - e) clash of opposing positions.
3. That which is why there is a conflict is:
 - a) the reasons for the conflict;
 - b) the positions of the conflicting parties;
 - c) the subject of the conflict;
 - d) the parties to the conflict;
 - e) the image of the conflict.
4. The incident is:
 - a) coincidence, that is the reason for the conflict;
 - b) the real cause of the conflict;
 - c) the accumulated contradictions associated with the activities of social interaction that create the basis for a real confrontation between them;
 - d) that, because of what conflict does not arise;
 - e) a necessary condition for the conflict.

5. The parties to the conflict are:

a) the subjects of social interaction that are in conflict or those that support (explicitly or implicitly) the conflict;

b) only subjects of social interaction that are in conflict;

c) specific people in the state of conflict;

d) subjects of social interaction that are in conflict, and the intermediary (mediators);

d) the conflicting parties in the negotiation process to resolve the conflict.

6. Determine the type of conflict which is characterized by the fact in that it involves two persons, it is based on objective contradictions, and it promotes the development of an appropriate social system.

a) interpersonal rapid and fleeting;

b) interpersonal, constructive;

c) interpersonal, economic;

d) acute and long-term;

e) destructive.

7. Conflict management is:

a) a meaningful impact on the process of its dynamics;

b) purposeful influence, driven by the objective laws, on its dynamics for the development or destruction of the social system where this conflict takes place;

c) focused on the impact of conflicting interests in the reduction of tension between them;

d) targeted due to objective laws of influence on the formation of an adequate image of the conflict in conflicting interest in reducing tensions between them;

e) focused on the impact of conflicting motives.

8. What type of conflict between workers and employers is about establishing and changing conditions?

a) collective labor dispute;

b) contradictions;

c) interpersonal conflict;

d) confrontation.

9. The area of special scientific knowledge about the nature, causes and dynamics of conflict, methods of prevention and solutions is called ...

10. Name the conflict caused by the clash of mutually exclusive political interests.

a) intrapersonal conflict;

- b) ethnic conflict;
- c) political conflict;
- d) international conflict;
- e) intergroup conflict.

11. State the political system of society resulting in deepening and aggravation of existing conflicts.

12. Determine the required term that describes the conflict about assignment, disposal, use, organization, production management distribution of wealth:

- a) political conflict;
- b) economic conflict;
- c) social conflict;
- d) socioeconomic conflict;
- e) sociopolitical conflict.

Practical tasks

Task 1. Think of some stressful situation at work (training). Analyze the causes and ways out of it for all participants. Formulate recommendations on the best way out of this situation.

Task 2. Formulate a list of recommendations to the head under the motto: "Head, avoid being a stress driver!"

Task 3. Resolve the conflict situation.

You are the head of a company department. You call the director of the company and say that an employee of your department has come to the reception and said that you are biased against him, not objective. For you, this is a complete surprise. The leader asks you to talk to the employee to resolve the matter. In what way will you build the conversation? What questions will you ask? How will you start the conversation? How will you finish it?

Section 2. Current mechanisms of social control development

7. Theoretical and methodological principles of public development administration

7.1. Interaction of authorities, political and social organizations and improved governance at central and national levels.

7.2. Current trends in social development.

7.3. The innovative potential of social development.

The key concepts and terms: the state, civil society, public policy, local government, local community, social development, post-industrial society, global civil society, globalization, e-government, European integration, separatism, national consolidation, an innovative model of development, modernization, social innovation, social innovation activity, social innovation potential of the individual, social and innovative potential of society, reformist potential of society, adaptive capacity of society.

7.1. Interaction of authorities, political and social organizations and improved governance at central and regional levels

The problems of interaction between authorities, politicians and civil organizations today are extremely important for Ukraine as they are related to the formation of public administration and policy integration. Particularly acute is the lack of civil society traditions – namely, the capability of people for organization, solidarity, community and the existence of collective cooperation. This significantly slows the process of democratization, the possibility of effective interaction between government and citizens.

The essence of the concepts of state and civil society is presented in Fig. 7.1. State and civil society have a close relationship, though the relationship between them is subordinate (asymmetric). Civil society is not introduced by law, but it is created, formed spontaneously in social history through sovereignization of life of individuals and communities. Thus, the state regulates the activities of civil society by supporting its development or braking it. State support for creating an environment for civil society is an important task in today's environment.

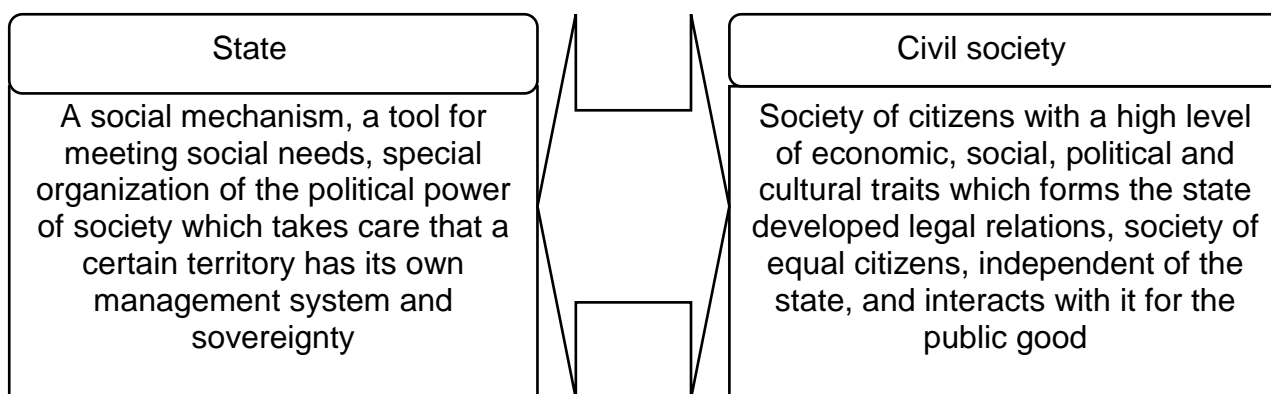


Fig. 7.1. The essence of the concept of state and civil society

The main initiator of interaction between state and society is civil society (Fig. 7.2).

Various types of civil society are often referred to as nongovernmental, nonprofit organizations, public associations. All these terms combine the concept of the "third sector". It is civil society in the narrow sense. These institutions are not created by the state, so their functioning is a measure of the maturity of civil society, awareness of their own needs and a high level of consciousness.

The primary mission of civil society is full protection of its interests of citizens. To realize its social purpose, the third sector can only be effective in cooperation with the state, because the relationship between government and civil society, as part of a single social system, leads to ensuring democratic development. This fact is the basis of partnership of state and civil society institutions.

Promoting civil society is the main condition for the formation of Ukraine as a legal, democratic state. One of the important regulations which promote civil society in Ukraine and improve the forms of cooperation of the state and civil society institutions, present public policy strategy to promote the development of civil society in Ukraine, was adopted by the Presidential Decree of Ukraine No. 212/2012 dated March 24, 2012 [246].

The strategy of the state policy to promote civil society in Ukraine is aimed at realization of priorities, principles and objectives of state policy in the sphere of civil society. The strategy defines the conceptual directions of agencies, local governments, executive authorities to create appropriate conditions for the development of civil society [246].

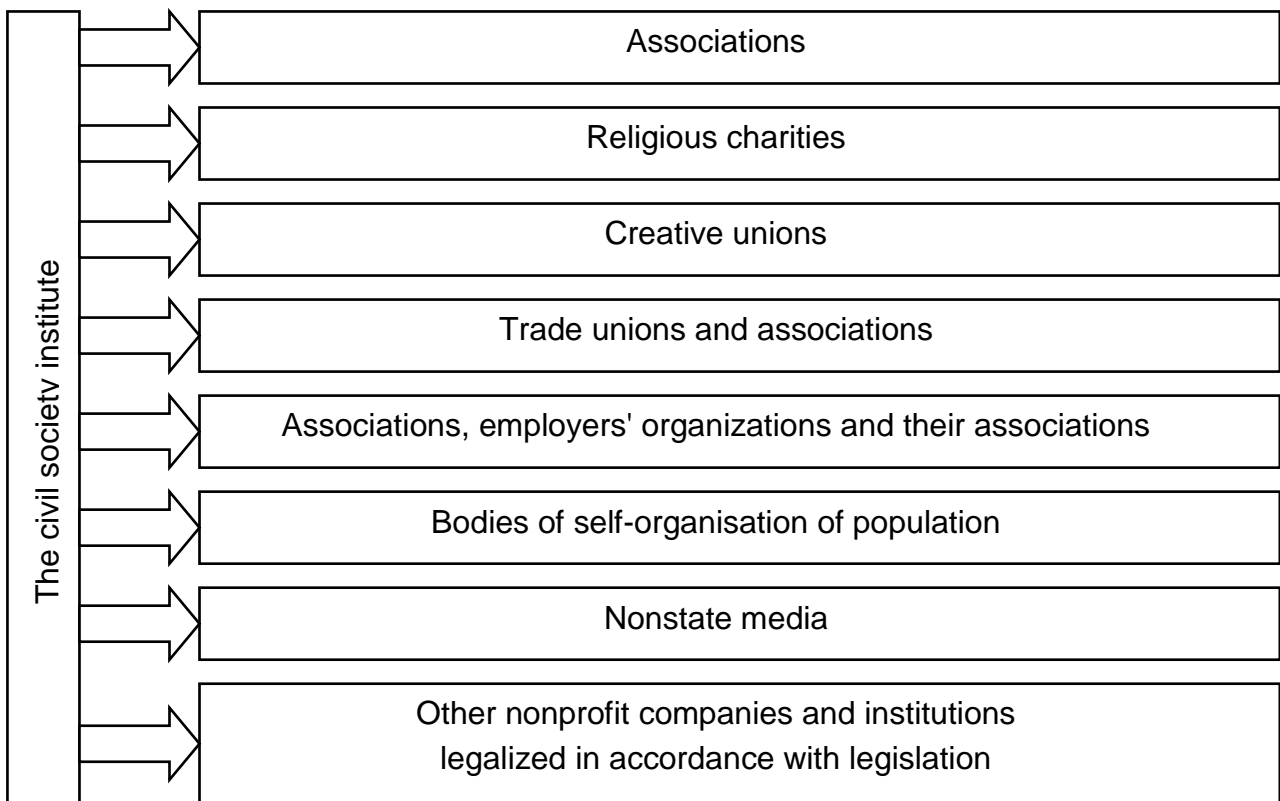


Fig. 7.2. **The composition of civil society**

The government policy for promotion of civil society based on the need to ensure human rights and freedoms, guarantees is enshrined in the fundamental international instruments: the Universal Declaration of Human Rights [53], the Convention for the Protection of Human Rights and Fundamental Freedoms and relevant protocols thereto [190], the International Covenant on Economic, Social and Cultural Rights [1894], the International Covenant on Civil and Political Rights [189], the Convention on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters [189] and other international documents in this area.

The strategy proceeds from civil perspective of society and its institutions as a condition of society in which fundamental rights and freedoms of citizens are freely implemented through various forms of public self-organization and public activity.

Ukraine's independence has taken some steps to strengthen and develop civil society. Thus, regulation of individual components of the promotion of civil society is based on the following laws and acts of Ukraine: Legal Aid Act [204], Charity and Charitable Organizations Act [205], Voluntary Activity Act [207], Access to Public Information Act [210], The Foundations of Domestic and Foreign Policy Act [212], Principles of Regulatory Policy in Economic Activity

Act [213], Information Act [221], Local Government Act [225], Youth and Children's Public Organizations Act [226], Public Associations Act [208], The BSP Act [229], The Employers' Organizations (their Associations, Rights and Guarantees of Activity) Act [230], Basic Principles (Strategy of the State Environmental Policy of Ukraine Till 2020) Act [232], Professional Creative Workers and Creative Unions Act [237], Trade Unions (Rights and Guarantees of Activities) Act [238], Freedom of Conscience and Religious Organizations Act [240], Social Dialogue Act [242], Social Services Act [243].

The Cabinet of Ministers of Ukraine in its Decree No. 1035-p of November 21, 2007, approved the Concept Promoting Executive Power of Civil Society [251]. For its provisions to be implemented by executive authorities, relevant regulations were issued. To implement the state policy for the development of participatory democracy, the Cabinet of Ministers of Ukraine issued a decree No. 996 dated November 3, 2010 "Public Participation in the Formulation and Implementation of Government Policy" which approved the procedure for public consultations on the formulation and implementation of public policy [211].

However, the analysis of civil society in Ukraine has revealed a number of problems relevant to the state and society (Fig. 7.3).

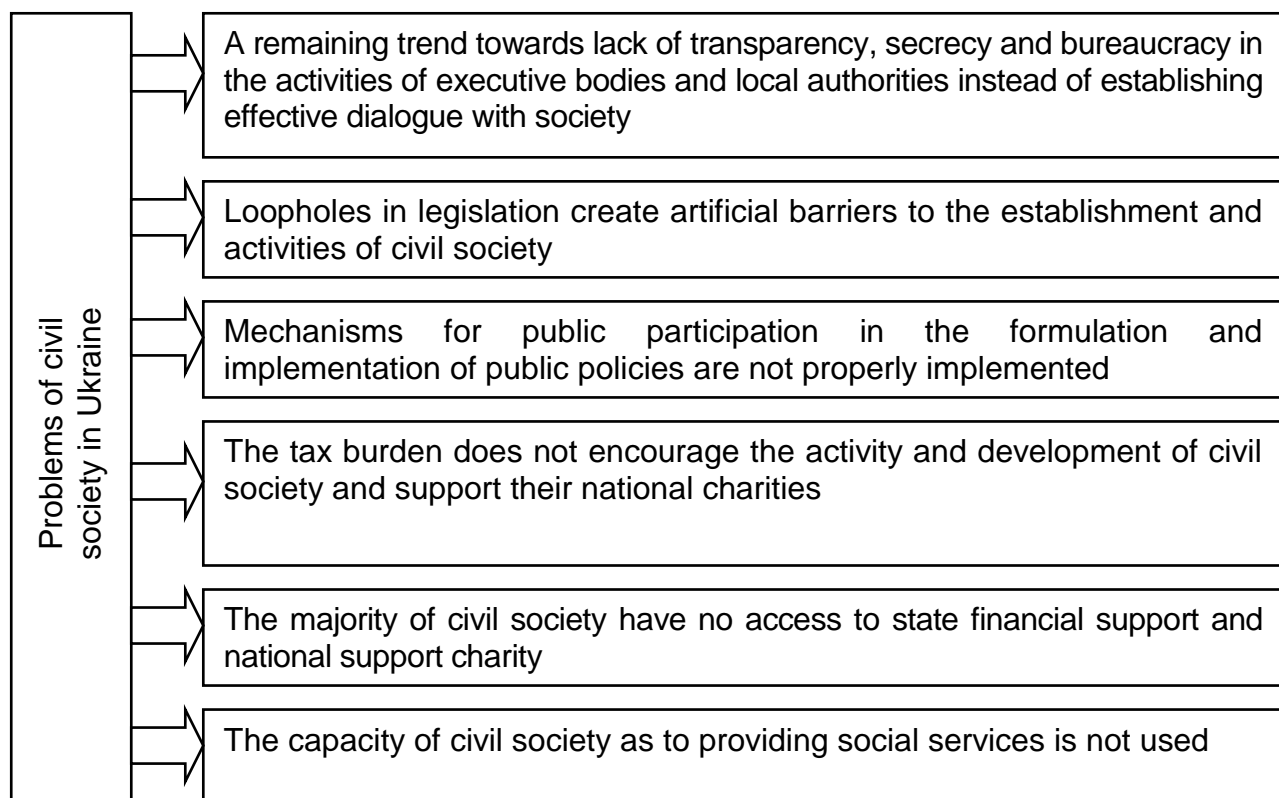


Fig. 7.3. The problems of civil society development in Ukraine

The activities of civil society in Ukraine are characterized by insufficient institutional, human and financial capacity. In this regard, international and national nongovernmental organizations pointed out a fairly low socially important voluntary activity of citizens.

Today, effective cooperation between local authorities, executive agencies and civil society is not a systematic practice. Mutual trust between public authorities, civil society and the business sector is low. This is manifested in alienation instead of shared responsibility for the state of social development [247].

The processes of civil society and strengthening democracy require full legislative support to meet international standards in this area, including recommendations of the Council of Europe on the legal status of NGOs in Europe and European best practices [257].

The goal of public policy for promotion of the development of civil society in Ukraine is presented in Fig. 7.4.

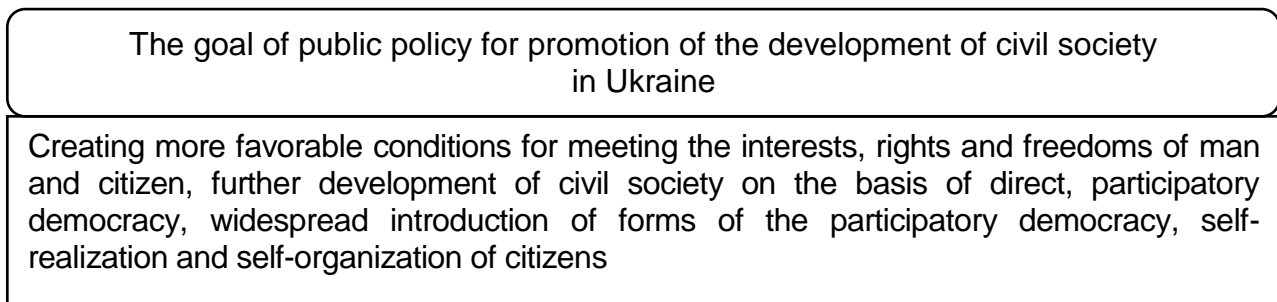


Fig. 7.4. The goal of public policy for promotion of the development of civil society in Ukraine

Strategic priorities of the state policy for promotion of the development of civil society in Ukraine are presented in Fig. 7.5.

The development of civil society in Ukraine should be guided by European standards for the protection of human rights: the introduction of the practice of good governance, transparency, integrity, accountability of government institutions, providing conditions for the implementation of various social interests, including social, economic, environmental, religious, cultural, territorial, etc., and forms of manifestation (social movements, civil initiatives, associations).

The optimal combination of control over the authorities and public influence on decision-making can raise the level of social competence and confidence in the government, and promote the development of democracy in Ukraine.

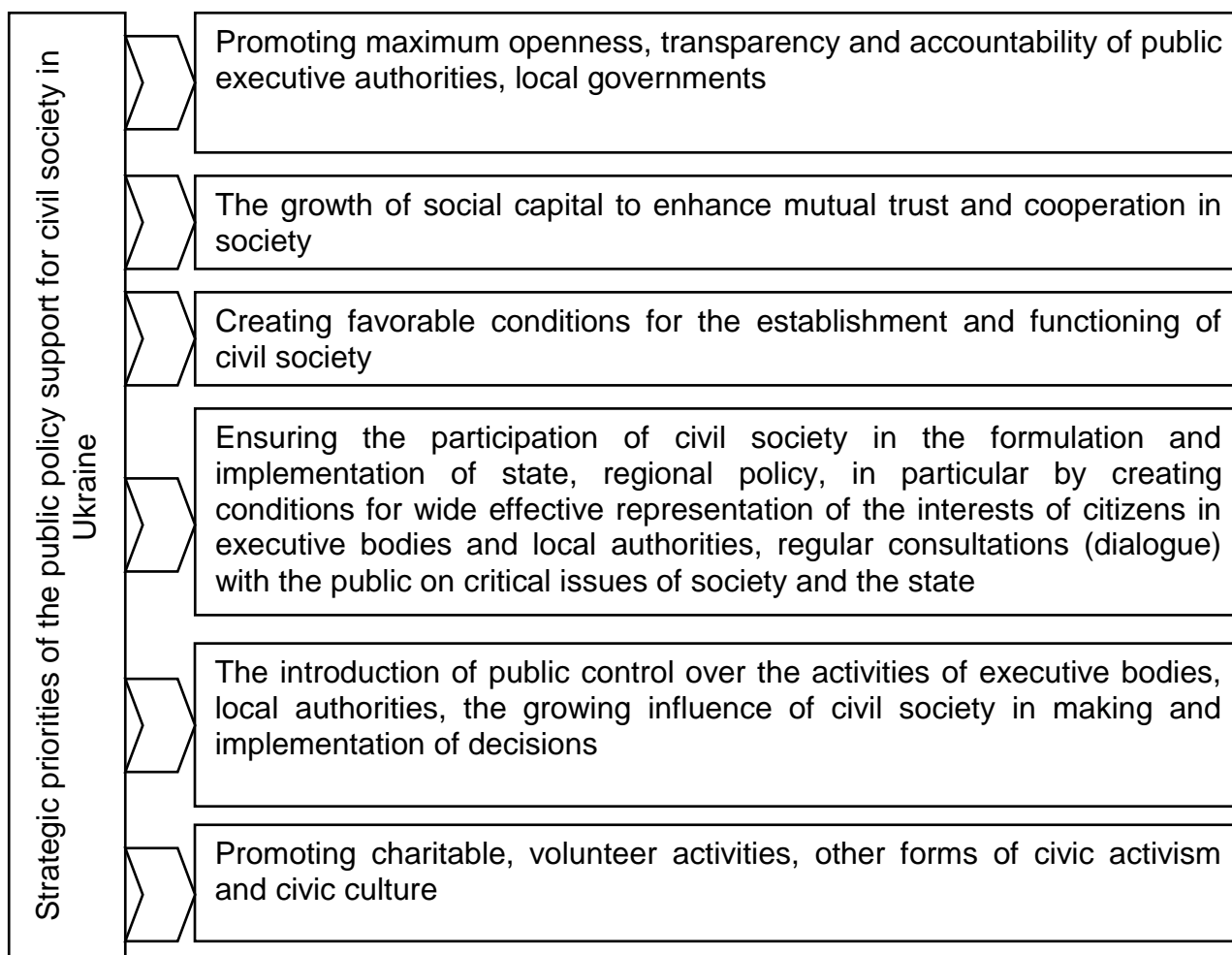


Fig. 7.5. Strategic priorities of the state policy for promotion of civil society development in Ukraine

State policy for promoting civil society should focus on the implementation of civil society capacity to provide non-conflict relations in cultural, ethno-national and religious spheres of social partnership between government, business sector and civil society, promote social understanding and social peace, and sustainable development and stability in Ukraine.

State policy for promoting civil society in Ukraine is based on the following principles [247]:

- 1) the priority of human rights and freedoms;
- 2) the rule of law;
- 3) equality and nondiscrimination;
- 4) mutual responsibility of civil society and the state for solving the problems of the state and society;
- 5) openness and transparency of local self-government bodies and executive bodies in the exercise of their powers;
- 6) partnership and constructive interaction between civil society and state;

7) promotion of public activity;

8) the involvement of civil society in the development and implementation of public policies at all levels;

9) interference of local authorities and executive bodies in the activities of civil society, including the media, except as required by law.

The task of implementing public policy for promotion of civil society in Ukraine is presented in Fig. 7.6.

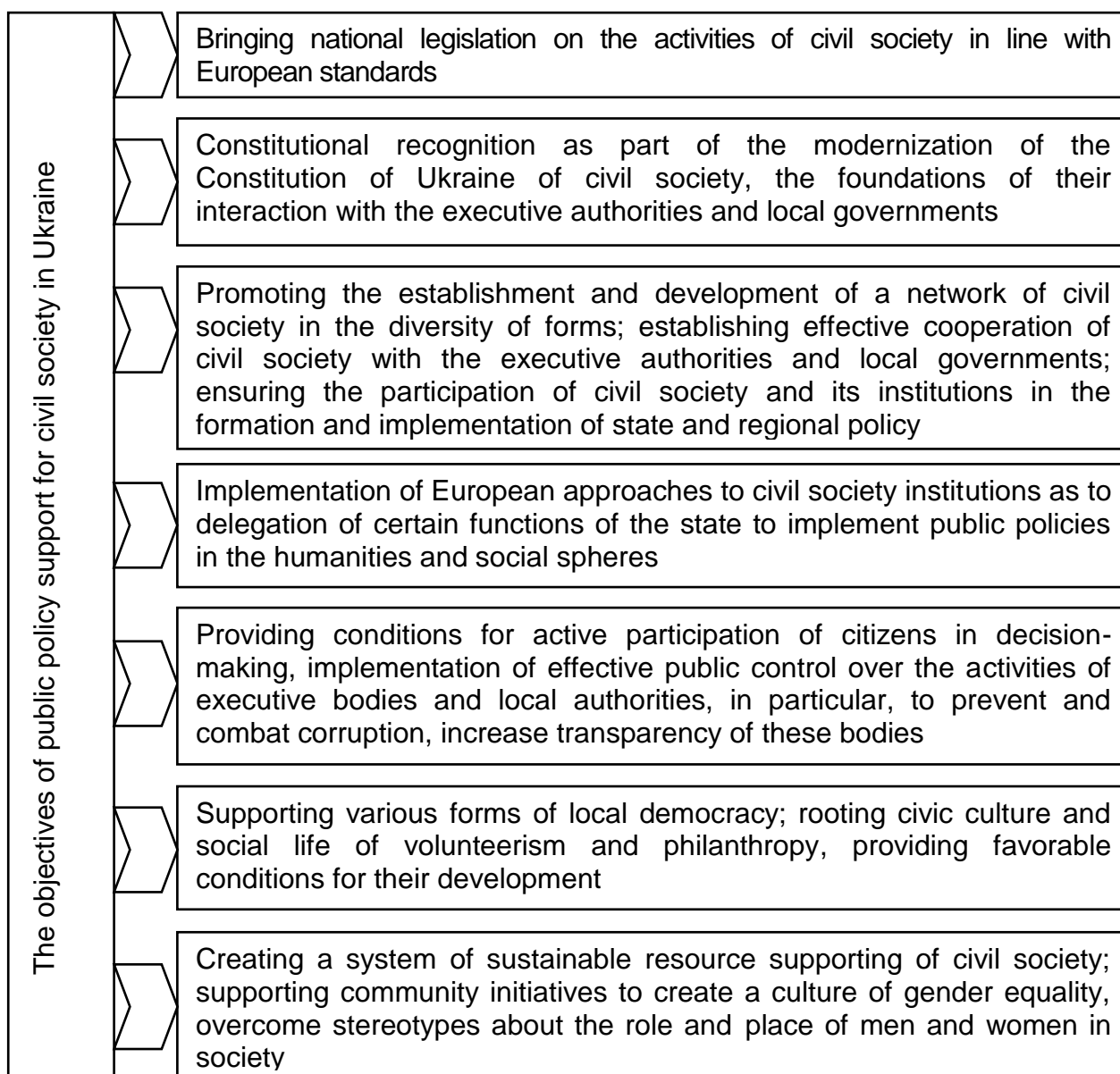


Fig. 7.6. The task of implementing public policy for promotion of civil society in Ukraine

Improved interaction between state institutions and civil society in Ukraine is closely linked with the qualitative transformation of the national political system and changes in the model of governance, decentralization, weakening

inefficient regulatory methods used in the days of the administrative-command system and more. This requires the construction of real effective civil society institutions that are able to get information at the initial stage of policy-making, offer alternatives and control.

In this regard substantial review of the system of local government in Ukraine is required.

The urgency of the problem lies in the fact that local government is a manifestation of self-organization of citizens at the lowest level of public administration, i. e. at the level of the local community. However, local government can only actively influence the creation of new social and economic relations if it has adequate legal guarantees of an effective system of legal relations, appropriate staffing, and most importantly – self-sufficient territorial community which shall have sufficient financial and material resources that can be used within their powers.

According to the Constitution of Ukraine, local government may be affected by a local community, both independently and through local governments. In this regard, the main objective of the territorial community is provision of life of a particular area either directly (by themselves) or indirectly (through local governments).

The definitions of local community are presented in Table 7.1.

Table 7.1

The definitions of a local community

Author/source	Definition
1	2
The Local Government Law of Ukraine [208]	Residents combined by permanent residence within a village, a town which is independent of the administrative-territorial units, or a voluntary association of residents of several villages with a single administrative center
Alferov S. V. [4]	The totality of citizens united by a territory in which they live, who have common interests in matters relating to residence in the territory, and are actively involved in settling them
Baymuratov M. O. [12]	Natural persons living in their respective territory and linked by territorial and personal ties of systemic nature
Batanov O. V. [14]	A primary subject of local government consisting of individuals-residents (citizens of Ukraine, foreign citizens, stateless persons, refugees, IDPs) who permanently live, work in the village (or voluntary associations in a joint community of several villages), town or city, directly or through municipal structures formed by them to resolve local issues, share the communal property, own real estate, pay municipal taxes

Table 7.1 (the end)

1	2
Vydrin I. V. [26]	A social community that exists within the borders of joint residence of citizens, has its basis in social need, caused by the activities carried out by a group of people united by common interests in the political, socioeconomic, cultural and everyday aspects of life; bringing people together in a residence with many formal and informal personally colored ties between them
Kravchenko V. I. [72]	The totality of citizens of Ukraine who live together in urban and rural settlements, have collective interests defined by law and the legal status
Orzikh M. P. [104]	The only (in the territory) social substrate that has its own interests, which includes citizens of Ukraine, foreigners, stateless persons permanently living or working in the area or territory to have real estate or pay local taxes and fees

Professor M. Baymuratov, based on the analysis of national legislation on local government, identifies the following characteristic features of local communities (Table 7.2) [12].

Table 7.2

Characteristic features of communities

Sign	Characteristic
Territorial	Linked to the "dislocation" of local government in a village, town, city, as the territorial basis of municipal democracy
Integrative	Local community emerged from the unification of all the residents who live in a certain area, regardless of whether they are citizens of the state, i. e. members of the territorial community, may be citizens of the state and foreign citizens, persons without citizenship who permanently live in a particular area. It is also possible to include refugees and displaced persons in the territorial community
Intellectual	Residents united by common interests which are specific in nature and are found in a wide range of individual and systemic regional ties
Property	Rights derived from these communities to have a common municipal property
Fiscal	Due to the fact that members of the territorial community pay the local taxes and fees

The analysis shows that the activity of local governments in the majority of communities does not provide creating and maintaining a favorable living environment necessary for personal fulfillment, full development, human rights and freedoms, granting affordable quality public services to the members of local communities. Consequently, the right of territorial communities to solve local problems, as established by the Constitution of Ukraine, remains unfulfilled. This is due to sufficient fragmentation of local communities, lack of development prospects, considerable outflow of the economically active population to large cities or outside Ukraine, aging population. Improvement of the quality of social and administrative services guaranteed by members of rural territorial communities is only possible through the implementation of the decentralization reform in Ukraine, which provides empowerment and increase of resources of local communities.

7.2. Current trends in social development

Society is an entity which is changing continuously passing certain stages of development. The essence of the concept of social development is shown in Fig. 7.7.

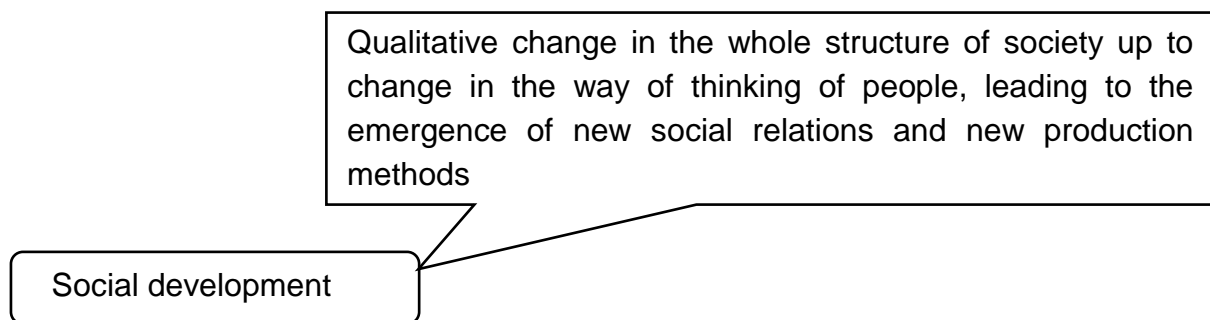


Fig. 7.7. The essence of the concept of social development [35]

Not every change in society, even a significant one, is a step towards development. Social development usually means only those changes that meet the interests of the majority, enhance the quality of life and allow you to move more confidently into the future. The current stage of social development is characterized by the transition to a postindustrial society and a global civil society (Fig. 7.8).

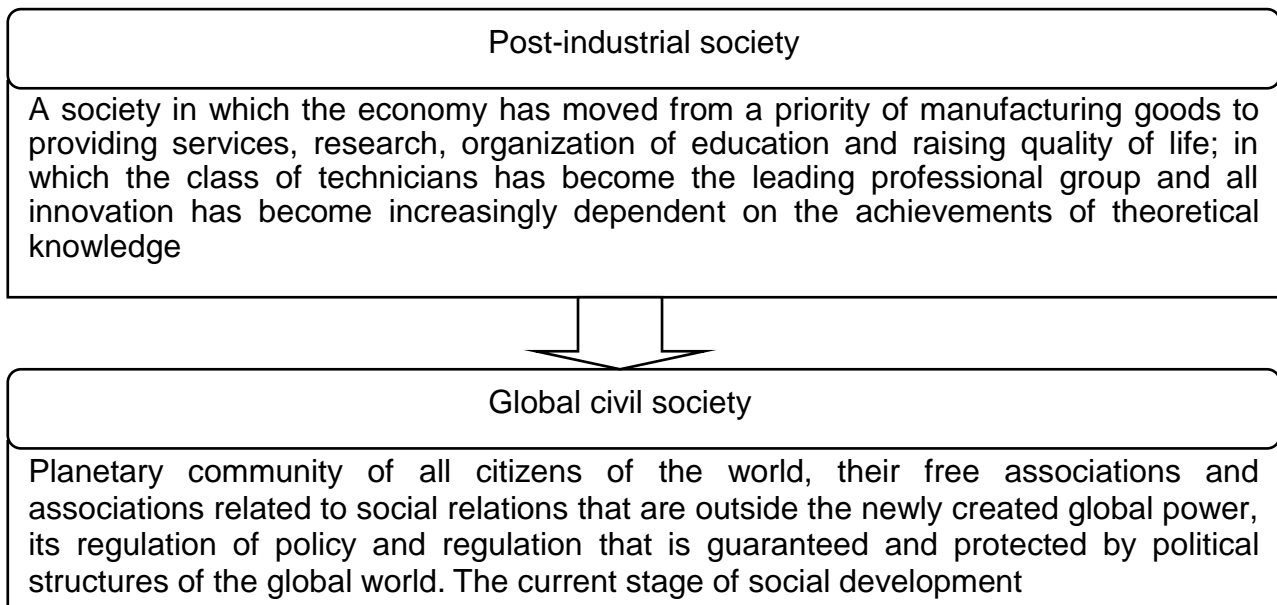


Fig. 7.8. The current stage of social development [70]

When making management decisions that influence social processes it is important to take into account global trends in social development, as presented in Table 7.3 [70].

Table 7.3

The global trends in social development

Trend	Characteristic
1	2
Interstate integration	Establishing and strengthening regional supranational organizations. This is evident gradual transition to the level of political integration, which is typical of the European Union, the Andean Community and the African Union. Their activity is quite pronounced properties previously characteristic only of government
Globalization of the economy	Formation of the global economic system, bound to the borders of the nation state, which extremely facilitates the movement of money, goods, technologies and labor across national borders, and these cross-border flows are less amenable to control by the state
The spread of information and communication technologies	The core of globalization from which a global information network emerged that is most clearly manifested in the form of satellite TV, mobile telephony and the Internet
Global unification (convergence) of culture	Within this process the universalization of social norms and values takes place by departing from traditional various value systems to a synthetic humanistic value orientation system

Table 7.3 (the end)

1	2
Growth of the role of supranational and transnational subjects in the global arena	Transnational corporations, international organizations such as the IMF, the OECD, the UN, the World Bank, global movements, especially those protecting human rights and environment which act as powerful actors in world politics, increasingly affecting not only international but also internal activities of individual states
The democratization of public life	After the collapse of communist regimes in Eastern Europe and the Soviet collapse in East European and Baltic countries a system of institutions, typical of countries with democratic political culture gradually developed, and most of the CIS countries experienced democratic transformations. Democratic orientation during 1970 – 1990s in several countries of South America, Asia and Africa
Personalization of society	Revitalization of the people towards the outer self, social recognition and underlining their individuality and at the same time expanding the conditions for such activities
Informatization of society	Global civilization process of active formation and widespread use of information resources which influence emergence of information society which has already formed in the developed countries

Interesting to know. The emergence of the Silk Road which connected China and the Roman Empire has been harbinger of globalization. Actually a global market began with Discovery which was made by Europeans and developed through their military-political and economic expansion across the globe. Globalization slowed down during periods of division of humanity into separate hostile camps (The Seven Years' War, American Revolutionary War, the French Revolution and Napoleonic Wars, World War II) and the Cold War, during which the cultural and economic development of individual countries – the Soviet Union and the People's Republic of China – was carried out in isolation from the development of the rest of the world society. The pace of globalization accelerated in the last decade of the 20th century and began in the 21st century. This is due to the fall of the Iron Curtain and the integration of Russia and China into the world economy and the rapid development of information technology, through which the possibility of free access to relevant information increased worldwide [178].

Global social trends lead to some changes in the management of social development, particularly in government. Interstate integration, increased the role of supranational and transnational actors on the world stage, especially global supranational organizations and regional organizations, especially the UN

and the World Bank which forced the state policy to adapt to globalization. These two trends, as well as the unification of culture in terms of universalization of social norms and values have led to the universalization of management principles. The system of basic principles of good governance has shaped democratization of public life. This, in turn, with the individualization of society has led to change in the nature of relations between man and the state interests in favor of the benefits of an individual, creating the concept of "marketing (service)" state. This concept has brought the proliferation of new public management. These changes were largely affected by globalization of the economy, which forced governments to take care of the competitiveness of their countries in the global economy. Decentralized governance and participation of citizens in this process were caused by the democratization of social life, an important attribute which today is the shift from hierarchical dominance to the dominance of polyarchical (network) model of building management systems. Individualization of society and the acceleration of social change have also led to a serious complication of social problems that prompted the governments of different countries to decentralize power and broadly involve citizens in decision-making. Thanks to the worldwide spread of ICT and informatization of society e-government has developed significantly [70].

The main trend in social development of modern Ukraine is the geopolitical vector. The desire of Ukraine for European integration is associated with the geopolitical situation and history of the state, which is one of the largest countries on the continent. In this regard, Ukraine is an objectively important factor of the processes taking place in Europe and it cannot remain aloof from dynamic integration processes that shape modern Europe.

As a European country in geopolitical terms, Ukraine is interested in the stabilization and expansion of institutions of collective security in Europe and the process of strengthening regional security. Strategic interests of Ukraine in Europe are the technological upgrading of domestic industrial production and the prospect of mastering high technologies. This is due to the fact that the Ukrainian national development strategy, which is based on the traditional industrial structure, is now unacceptable and even dangerous. Today, inertial industrial development should be replaced by innovation, which would take into account the requirements of the current stage of technological progress.

For Europe, Ukraine is a potential partner and an important factor in creating a system of collective security on the continent and a large consumer market, a source of relatively cheap labor force and as a country with high intellectual, scientific, technological and industrial potential, untapped to the full [15].

Prospects for Ukraine's joining the European Union depend primarily on how quickly and radically democratic changes take place in all areas of life, how strongly the economy will be reforming. The integration of the Ukrainian economy into the European space also requires the creation of a specific investment climate in order to attract and retain the country's global high-tech investment and ensure the reinvestment of profits.

The main criteria for raising Ukraine's importance in the modern European community should be: rule of law, open civil society, functioning market economy, consistency and predictability in foreign policy and civilian democratic control over the military. Our strategic partners in the West are concerned about some level of uncertainty as to the prospects for reforming the economic system, imperfect legislation, political instability in the country, lack of sufficient guarantees of private property, high level of corruption, lack of a proper system of guarantees of rights and freedoms, lack of a developed democratic institutions, many unresolved social problems [100].

The establishment of strategic partnership between Ukraine and the United States is also important. The national interests of Ukraine in the development of partnership with the US determined the exceptional role of this country in the geopolitical perspective. This is the most powerful country in the world, the only superpower whose status is determined by the military and economic potential, the influence of international financial organizations, leadership in developing and implementing new technologies and many other factors [165].

The United States is also interested in developing partnership relations with Ukraine, due to certain features of its geopolitical position, considering it as a kind of geopolitical center of Central and Eastern Europe.

The negative impact on the social development of Ukraine is effected by separatist tendencies that are threatening national integrity. Separatism as a phenomenon is potentially present in any public education. It flared up in certain circumstances under the influence of various factors relating to the political and sociocultural transformation of society and the significant weakening or strengthening of the central government. Overall separatism as the desire of some regions of the country for isolation, gaining greater political independence, sovereignty is a kind of expression of the protective response to processes that do not suit a particular part of society in the crucial moments of its development. According to news sources in the world, today, there are over 50 major hotbeds of separatism, which extend to the territory of 12.7 million square kilometers with a population of 220 million people [256].

Given that the separatist movement intensified at a time when the socioeconomic situation in the country changed dramatically for the worse and reached political instability, no country in the world is immune against the threat of separatism, including the rich and highly developed ones. The potential separatism depends primarily on the capacity of regional communities, where separatist sentiment can spread, strength and attractiveness of the relevant identity, common interests other than the interests of the rest of the population, the existence of significant linguistic, cultural and religious characteristics due to the history of the region. Often the creation of a community is favored by certain geographical barriers that impede communication within the state (mountain, water obstacles, etc.). An example would be the Crimean peninsula in Ukraine. Finally, a major factor of activation is the presence of separatist foreign allies of separatists and their relative strength compared to the state where there is a separatist movement. Foreign allies can become a source of resources to provide political and information support, to exert diplomatic, economic or even military pressure in favor of separatists. The mere existence of regional communities with expressed identity is not a threat to the territorial integrity of the state. The real danger of this is when the regional elite, at least a substantial part of it begins to support the idea of separation. In addition to these main factors each country has its own specific and unique to the society factors that intensify separatist movements. Ukraine-specific factors that intensify separatist movements are given in Table 7.4 [256].

Table 7.4

Ukraine-specific factors that intensify separatist movements

Factor	Characteristic
1	2
The historical factor	Long stay of individual parts of the territory of Ukraine in other states, which formed a special regional identity. Just before World War II and as a result of it Ukraine as part of the USSR got its lands of total area of 150 thousand square km, i.e. a quarter of the current area of Ukraine
The religious factor	It is not just about global distinction of denominations through the existence of two faiths dominant in Ukraine, and therefore two churches – the Orthodox and Greek Catholic ones – but about their commitment to one or the other in the manifestations of regional separatism, that is a local mix of ethnic and religious factors in some regions that greatly enhances regionalistic practices
The ethnic factor	The south-eastern part of Ukraine is more russified while the northwest is Ukrainian

Table 7.4 (the end)

1	2
The economic factor	The existence of a significant gap in social and economic development between regions, which stimulates dissatisfaction of the richer territories with, in their view, unfair distribution of the national income of the state. Ukraine is more dependent on industrial and raw material supplies from Russia. While in the left bank region heavy industry, engineering, energy, military production dominate, the right bank is the agricultural region
The political factor	The incomplete process of establishing the status and competence of the central government (parliament, the presidential structures, the Cabinet of Ministers) and as a result – spontaneous regionalization of the functions of government and decision-making in the socioeconomic sphere
The administrative factor	Low domestic co-production of certain territories in Ukraine against the backdrop of mostly one-sided orientation of foreign economic relations to Russia, especially in eastern and southern Ukraine. The southeastern part of the country with a larger population is more urbanized than the north-west. Pretty big industrial centers such as Dnipropetrovsk, Donetsk, Kharkiv, Odessa are situated in the southeastern part and are not available in the north-west
The language factor	The linguistic peculiarity of the regions: the western, northern and central regions of Ukraine are dominated by the Ukrainian language, while the Eastern, southern parts and the Crimea are Russian-speaking regions

Analysis of separatist practices in Ukraine since independence gives reason to believe that they are the result of powerful regional movements or organizations that rely on significant popular support. Instead, they can be described as information operations that are intended to demonstrate the weakness of the Ukrainian state, or as a means of pressure on the central government's position on the part of regional political establishment. The instrument for implementing the operations are small groups of activists, as well as some factions in the regional and local representative bodies. The ideas of disintegration of Ukraine burst into public discourse during revolutionary periods in 1991 and 2004 and in the late 2013 and early 2014. Given the strong potential impact (both political and economic, and purely military), the largest potential risk to national security is the ability to support large-scale separatist manifestations in Ukraine by the Russian Federation. Thus, political and ideological activity of that kind permanently takes place [256].

Traditionally, the discourse of separatism is exacerbated on the eve of parliamentary or presidential elections. Therefore, there is reason to consider the separatist movements in the context of an election technology and

development technologists. Potential ethnic separatism is mainly focused on national minorities of Ukraine who live directly near the border. As the world practice shows, an artificial "new regional identity" is purely political or geopolitical projects of neighboring countries which should be resisted. The key to combating the formation of separatist movements and moods is to strengthen the public authorities and conduct a reform in order to decentralize the state power in Ukraine and strengthen the constitutional and legal status of the local government.

Interesting to know. In the modern history of Ukraine, the most famous manifestation of regional separatism refers to the early 90s when the idea of rebirth of the Donetsk-Kryvyi Rih Republic that existed for a short time in 1918 was popular with Donetsk social and political activists. The authors of the idea appealed to such factors as: a) the use of Russian by the population in the vast areas that had to enter the Donetsk-Kryvyi Rih Republic; b) a significant level of urbanization of the territory of Ukraine; c) high economic potential; d) increased ethnic diversity of the region. The Donetsk-Kryvyi Rih Republic could mentally gravitate to Russia. At the beginning of Ukrainian independence Transcarpathian Rusyn separatism manifested itself. Unlike the Donetsk-Kryvyi Rih movement, this kind of separatism based on two positions: first, an attempt to demonstrate the language, cultural and historical distinctiveness of Subcarpathian Rusyns; secondly, the geographical location (the area around which the construction of the Carpathian Ruthenia was to begin is the geographical center of Europe). The lack of a strong resource base and heavy industry, according to the leaders of the Ruthenian separatists, had to be compensated by the tourism industry and probable interest in the region on the part of foreign countries (Transcarpathia even before World War II was seen as an ideal location for military bases) [256].

One of the key issues of the modern Ukrainian state is the consolidation of the Ukrainian nation. In this regard, it is vital to analyze the factors consolidating the nation and the impact of domestic and foreign factors on this process.

Analysis of the national consolidation in Ukraine shows that it is not attractive in this country, rather, deconsolidation processes dominate. The modern Ukrainian elite is not consolidated by the understanding of national interests and national perspectives. The ruling elite avoids issues that threaten national unity and puts them off to the uncertain future. The consolidation of the Ukrainian society is in organic connection with such important elements as the creation of a single nation, further development of democratic institutions and civil society [82].

Ukrainian authorities have developed a large number of programs on the formation of national development, national unity, interethnic and inter-confessional relations. But most of these programs show only a formal approach of the government agencies to the research on the current state and prospects of development of the ethno-political processes. The state policy in the ethnic area, including the development of the titular nation and ethnic relations, should be dynamic and oriented to the creation of a favorable domestic and foreign environment for integration of Ukraine into the European community. In addition, the divergence of interests of ethnic groups within a single state often gives rise to destabilization in the social and political life and creates conditions for conflict.

Practice shows that modern Ukrainian society is extremely non-consolidated, as can be seen at all levels of social life: at the level of political elites, in the situation with priority of the regional identity over the national identity, contemporary language policy and cultural identity in general. National division can be explained by the fact that Ukraine inherited many problems that impede the achievement of national unity, in particular the ethnic-national and socio-cultural problems that are solved very slowly.

There is no single method or universal classical model to address the complex set of problems that slow down the process of national consolidation in Ukraine. The main role in this process should be given to public policy, within which the strategy of national unity shall act.

The historical experience of many countries that were at the stage of political and economic transformation, indicates that without national unity the achievement of the key strategic goals in the development of the nation and the state is impossible. This is a necessary condition for the implementation of reforms to stabilize the economy and further national development. In general, national consolidation is around the national idea, national symbols and national leaders [82].

Exploring the question of national unity, it is necessary to identify the components of the consolidation process in Ukraine (Fig. 7.9) [82].

A very important factor in the development of national consolidation, as many researchers emphasize, is the negative Russian influence on the formation of the Ukrainian national identity and the unwillingness of large Ukrainian elites to contribute to sovereign existence. One can't but note the role of the Russian Orthodoxy which is used by Russia as a powerful tool braking the establishment of the Ukrainian statehood. In general, globalization is trying

to destroy the national identity, dissolve it in the process of modernization, information, cultural standardization and universalization of values.

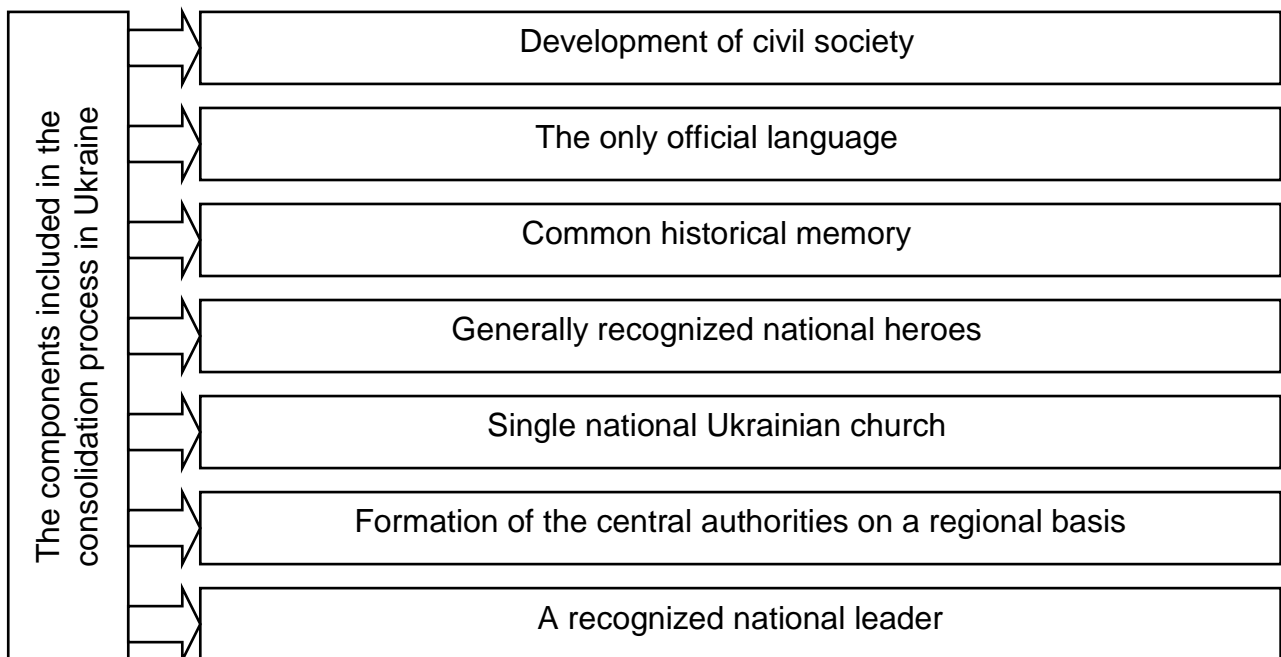


Fig. 7.9. The components of the consolidation process in Ukraine

Thus, we can conclude that the national consolidation is an important component of national revival, the main principle of which is the principle of unity of traditions and national progress. The process of national consolidation is primarily expressed in the national consciousness of the people. The nation consolidated and formed a new initiative of political power. Therefore, the question of national unity must cease to be the subject of an instrument of struggle of various political forces and has to become the basis of the state and public policy.

7.3. The innovative potential of social development

The problem of modernization and transition to an innovative model of economic development of Ukraine is now very important. However, social and cultural issues of this transition began to be widely discussed only recently. It became clear that the main task of modernization is not technological, but social and economic sphere. Efforts to artificially impose the innovation process from above at a time when there is no receptive social environment cannot be successful.

In the 90s of the twentieth century Ukraine experienced an unprecedented rise of social innovation. In terms of radical transformation of all structures of

society citizens realized their potential in many forms of social and innovation activity (opening their own business, creating commercial and non-profit organizations, housing privatization, etc.). Most people demonstrated the ability to adapt to liberal innovations of economic life. This particular part of it was able to actively absorb these innovations to change the structure of their values and behavior, their way of life. At the same time many citizens were included in the negative components of these processes – poverty, degradation of the status and cultural patterns of conduct [93].

The modern period of reforming the Ukrainian society provides a good chance for increasing the innovation activity. In this regard, more attention should be paid to the evaluation and formation of social and innovative potential, which lies in the near future of society. This is the measure of the willingness and ability of people to innovate and determine the level of constructability and creativity.

Innovation can be divided into two groups: technology, implemented through changes in production technology, and social – causing change in social relations. Accordingly, the structure of the innovative potential can highlight social and innovative potential as a collection of resources and human capabilities, social groups, organizations, social institutions, etc. regarding the achievement of socially significant goals through the creation, implementation and spread of innovation [93].

Social innovation potential can be seen at a particular individual level and at society level as a whole (Fig. 7.10).

Social innovation potential	
of the individual	of society
determining the person's ability to generate new forms of behavior and activities using available opportunities, and provide self-realization as a strategic factor of life	the ability and readiness for radical transformation of its own system, its fundamental institutions and therefore the social structure

Fig. 7.10. The types of social innovation potential [93]

In the case where the social and innovative potential of society is low, any attempt to reform the system in a resisting society gets stalled and ultimately degenerates. Thus, T. Zaslavskaya considers social and innovative

potential as one of the components of the innovative potential of society (along with reformist and adaptive capacity). The reformed potential of society is determined by attitudes and activities of elites who deliberately influencing the course of the transformation process, developing new rules, giving them a legal form, organizing and controlling their execution, of course, do not forget about their own interests. However, the ability of the elite is limited – on its own, it at best can only change the formal legal institutions of the apex of power and property, without affecting their sociocultural basis, implemented in specific economic practices [178].

Social innovation capacity of society depends on the capacity, quality and social nature of the relevant sections which have, though smaller than the elite has, but still very tangible economic, political, social and cultural resources – those that the American sociologist R. Florida called a "creative class" [147]. The Ukrainian creative class includes those within their professional or social activity who are innovators, creators of the "points of growth" – researchers, developers and distributors of high technology engineers, the military-industrial complex, representatives of some segments of business (mostly medium that has been created from scratch, as well as venture capital), the active part of the urban intelligentsia, who work in the formation of spiritual and informational activities, as well as representatives of the "routine" occupations that tend to innovate within their professional activities, including bureaucrats, innovators [189]. Their activities, that promote rooting the game rules of social practice established by elite, at the same time change, adjust and even qualitatively convert these rules to their advantage.

As for the adaptive capacity of society, it depends, according to T. Zaslavskaya, on the object's subjective state, attitudes, activities and behavior of ordinary citizens – peasants, workers and employees, media intellectuals. Not having sufficient resources for independent influence on the socioeconomic transformation, often even becoming their hostage, they nevertheless play a significant role in the social innovation process. They can either support and accelerate its activities to implement reforms or sabotage the new rules, which do not correspond to their interests or actively form new, often illegitimate, codes of conduct [178].

There are three levels in the structure of social innovation potential (Table 7.5) [33].

Description of the socio-innovation potential

Level	Characteristic
Resource	A set of resources (human, material, technical, informational, financial, etc.) used in certain socioeconomic forms for the creation and dissemination of social innovation of the logistics innovation environment
Effective	The result of the implementation of existing opportunities in the form of new behaviors, changes in living conditions (employment, consumption, education) mass groups, new types of jobs, status, etc.
Motivational and legitimized	Includes the passive aspect – recognition and agreement of the changes made and the active aspect – readiness to participate in them; the quasi-legal nature of transformational activity can be an obstacle to social innovation aimed at building market institutions because of its illegality and illegitimacy and therefore inability to formalize legal consolidation

Factors affecting the formation and implementation of the social and innovation potential of society impact are presented in Fig. 7.11 [93].

Social and innovation potential of society is affected by many factors, and its support at the appropriate level requires special effort.

Firstly, the motivational component of the potential requires attention. The political and economic elite and subelite layers with sufficient resources, apart from having no incentives to innovative activity, turn transformation into separate partial reforms, limit the content of social innovation by manipulation of consciousness or criminal schemes, thus forming an illegal and illegitimate overall social context of innovation.

Criminal aspects of redistribution of power and property have given their own content to the innovative social process, and the rhetoric of market and democratic reforms is the instrument of its legitimacy.

Secondly, strategic social innovations cannot be implemented just by the elite – they should germinate in society, creating a complex feedback system. The concentration of innovation potential (both intellectual and business readiness to participate in the innovation process) in a narrow segment of society with a significant margin of general population can result in negative, reaction, growing rejection of innovation and opposition to it. Therefore, the sociostructural field should focus on the involvement of the general public in the social and innovation activity, creating a positive attitude to innovation.

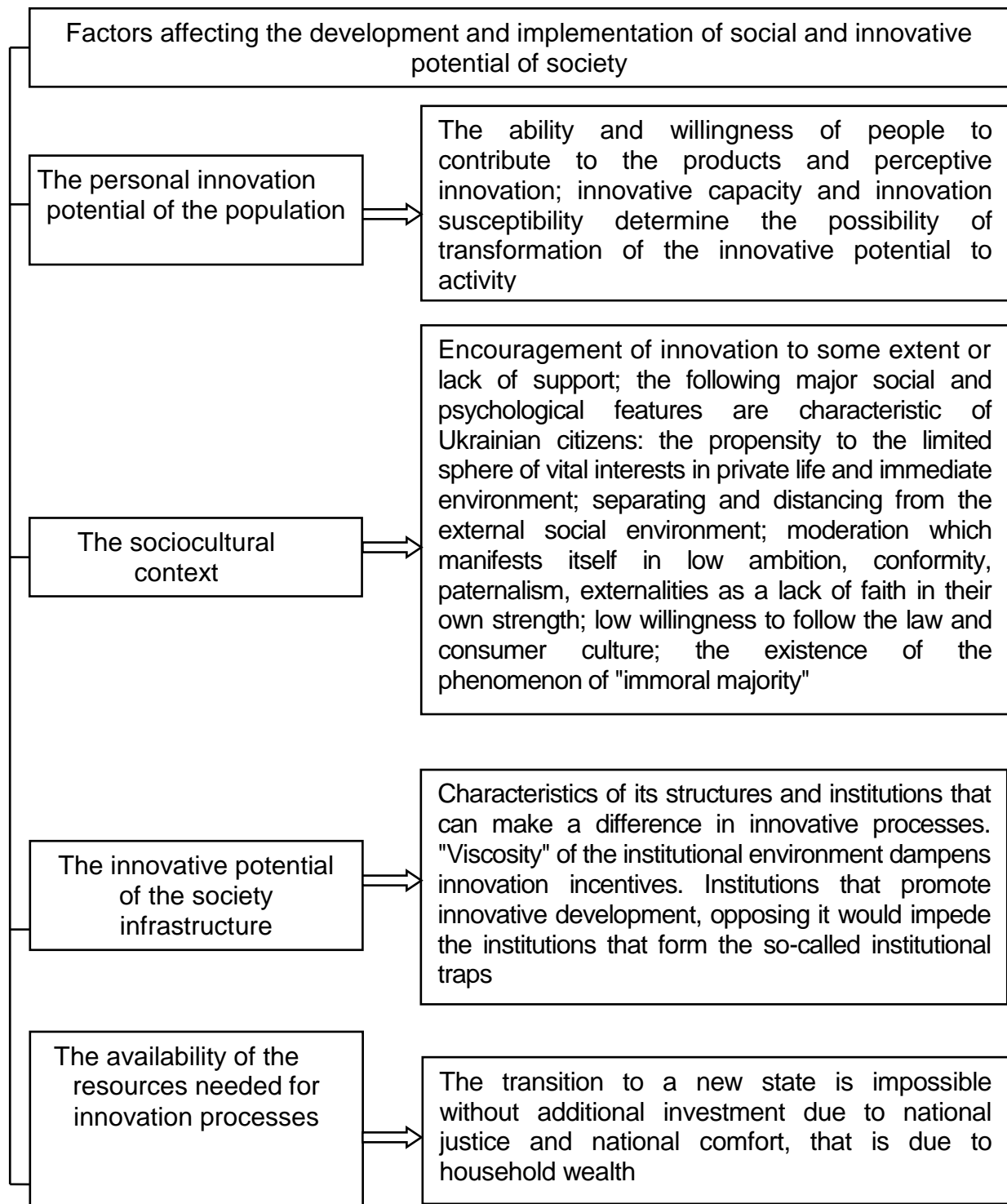


Fig. 7.11. Factors affecting the development and implementation of social and innovative potential of society

Thirdly, it is necessary to create favorable conditions (institutional, financial, information) for business development (as a pattern of behavior of a self-sufficient and creative personality able to overcome difficulties and create

value) and civil society, in the depths of which the internal regulations of initiative, activity and individual awareness of personality as a part of society and at the same time as the creator of social reality is formed.

Fourthly, to enhance innovation activity of the most mass segment of the population it is necessary to improve its objective status, primarily to organize and provide legal nature of employment relations, which determines the level, the way and quality of life of most Ukrainians, to overcome excessive inequality, social rejection and marginalization [93].

Conclusions

1. Problems of interaction between power structures, political and public organizations are extremely important for Ukraine today as they are related to the lack of civil society traditions. Civil society is seen as the society of citizens with a high level of economic, social, political and cultural traits which forms developed legal relations with the state, society of equal citizens, independent of the state, and interacting with it for the public good.

2. Civil society in Ukraine includes: associations, religious and charitable organizations, creative unions, trade unions and associations, associations of employers, community organizations, nonstate media, other nonprofit companies and institutions legalized under the law.

3. Promoting civil society is the main condition for the formation of Ukraine as a legal, democratic state. One of the important regulations which promotes civil society in Ukraine and improves the forms of cooperation of the state and civil society institutions is public policy strategy promoting the development of civil society in Ukraine.

4. Local government is a manifestation of self-organization of citizens at the lowest level of public administration, i.e. at the level of the local community. However, active influence of the local government on the creation of new social and economic relations is only possible if it has adequate legal guarantees of an effective system of legal relations, appropriate staffing, and most importantly – self-sufficient territorial community, which shall have sufficient financial and material resources and can use them within their powers.

5. Social development is the qualitative change in the whole structure of society up to change in the way of thinking of people, leading to the emergence of new social relations and new production methods. The current stage of

social development is characterized by the transition to a postindustrial society and a global civil society.

6. When making management decisions to influence the social processes it is important to take into account global trends in social development such as interstate integration, economic globalization, the spread of information and communication technologies, standardization (convergence) culture on a global scale, the growth on the world stage and the role of supranational and transnational actors in the democratization of social life, individualization of society, development of information society. The main trend in social development of modern Ukraine is a geopolitical vector.

7. The social development of Ukraine is negatively affected by separatist tendencies that are threatening national integrity. Separatism as a phenomenon is potentially present in any public education. It flared up in certain circumstances, under the influence of various factors relating to the political and sociocultural transformation of society and significant weakening or strengthening of the central government. Overall, separatism as the desire of some regions of the country for isolation, gaining greater political independence, sovereignty is a kind of expression of the protective response to the processes that do not suit a particular part of society in the crucial moments of its development.

8. One of the key issues of the modern Ukrainian state is the consolidation of the Ukrainian nation. In this regard, it is vital to analyze the factors consolidating the nation and the impact of domestic and foreign factors on this process. Exploring the question of national unity, it is necessary to define the following components of the consolidation process in Ukraine: development of civil society, the only official language, common historical memory, generally recognized national heroes, a single national Ukrainian church, forming the central authorities on a regional basis, a recognized national leader.

9. The current period of reforming the Ukrainian society provides a strong case for increasing innovation activity of society. Social innovation capacity is a set of resources and human capabilities, social groups, organizations, social institution, etc. regarding the achievement of socially important objectives by creating, deploying and promoting innovation.

10. The formation and implementation of social innovation potential depends on such social factors as: personal innovative potential of the population, sociocultural context, innovation capacity infrastructure of society, the availability of resources required for innovation processes.

Questions for self-assessment

1. Expand on the essence of the concept of state and civil society and explain their interaction.
2. Describe the composition of civil society in Ukraine.
3. What are the main laws governing the individual components of policies promoting the development of civil society in Ukraine?
4. Identify the main problems of civil society development in Ukraine.
5. What is the goal of public policy promoting the development of civil society in Ukraine?
6. Identify the strategic priorities of the state policy promoting the development of civil society in Ukraine.
7. Give a definition of local community and describe the characteristic features of local communities.
8. Expand on the essence of the concept of social development.
9. Describe the current stage of social development.
10. Identify the key global trends in social development and describe them.
11. Identify the factors specific to Ukraine that intensify separatist movements.
12. Describe the main components of the consolidation process in Ukraine.
13. Expand on the essence of the concept of social and innovative potential, describe its main types.
14. What levels of the social and innovation potential do you know? Characterize them.
15. What are the factors that influence the development and implementation of social and innovation potential of society?

Tests for self-assessment

1. Civil society is:
 - a) a society of citizens with a high level of economic, social, political and cultural traits which forms a state of developed legal relations;
 - b) a society of equal citizens, independent of the state, and interacting with it for the public good;
 - c) a social mechanism, a tool for meeting social needs, a special organization of the political power of society which occupies a certain territory, has its own management system and has sovereignty.

2. Civil society in Ukraine includes:

- a) associations;
- b) religious, charitable organizations;
- c) creative unions, trade unions and associations;
- d) nonstate media;
- e) all answers are correct.

3. Residents combined by permanent residence within a village, a town, which is independent of the administrative-territorial units, or a voluntary association of residents of several villages with a single administrative center is:

- a) civil society;
- b) a local community;
- c) local authorities;
- d) a social community.

4. The characteristic features of local communities include the following types:

- a) language;
- b) integrative;
- c) religious;
- d) intellectual;
- e) fiscal.

5. Qualitative change in the whole structure of society up to the change in the way of thinking of people leading to the emergence of new social relations and new methods of production is:

- a) innovative development;
- b) socioeconomic development;
- c) social development.

6. A society in which the economy switched from priority of manufacturing goods to providing services, research, organization of education and quality of life, in which the class of technicians has become the leading professional group and all innovation has become increasingly dependent on the achievements of theoretical knowledge is:

- a) industrial society;
- b) postindustrial society;
- c) global society;
- d) technological society.

7. The global trends in social development include:

- a) individualization of society;
- b) democratization of public life;

- c) spread of information and communication technologies;
- d) unification of culture on a global scale;
- e) all answers are correct.

8. The combination of resources and capabilities of human social groups, organizations, social institutions, etc. regarding the achievement of socially important objectives through the creation, implementation and diffusion of innovation is:

- a) the potential of reform;
- b) adaptation potential;
- c) social and innovation capacity;
- d) creative potential.

9. The structure of social and innovative potential includes the following levels:

- a) the level of resources;
- b) effective;
- c) organizing;
- d) managerial;
- e) motivational and legitimizational.

10. The formation and implementation of social and innovative potential of society is affected by the following factors:

- a) personal innovation potential of the population;
- b) the sociocultural context;
- c) the innovative potential of the infrastructure of society;
- d) availability of resources required for innovation processes;
- e) all answers are correct.

8. The theory of state and society

8.1. The theory of law.

8.2. Civil society and the state.

8.3. The features of social stratification in the modern Ukrainian society.

Ways to overcome social stratification.

The key concepts and terms: state, political power, sovereignty, popular sovereignty, the sovereignty of the nation, the constitution process, constitutional and procedural norms, civil society, the model of interaction between civil society and government, social stratification, classes, strata, criteria of social stratification, the middle class, social inequality.

8.1. The theory of law

State power is a special kind of social power. In primitive society, social power has public character, but in the class-organized society it is the political one.

Political and public authorities have different mechanisms of implementation. State power is characterized by the presence of management personnel and apparatus of coercion. It has a forced overbearing influence on people's behavior and their organizations, provided by state-legal methods [131].

State power is the main focus of political power in the state class forms using only inherent in it instruments and methods [71]. The essence of government is shown in Fig. 8.1.

Political power has two ways of implementation: the indirect way which involves implementing powers by organizations and the direct way which is exercising powers through public performance.

Political power is public, volitional relationships formed between the actors of the political system of society on the basis of political and legal norms.

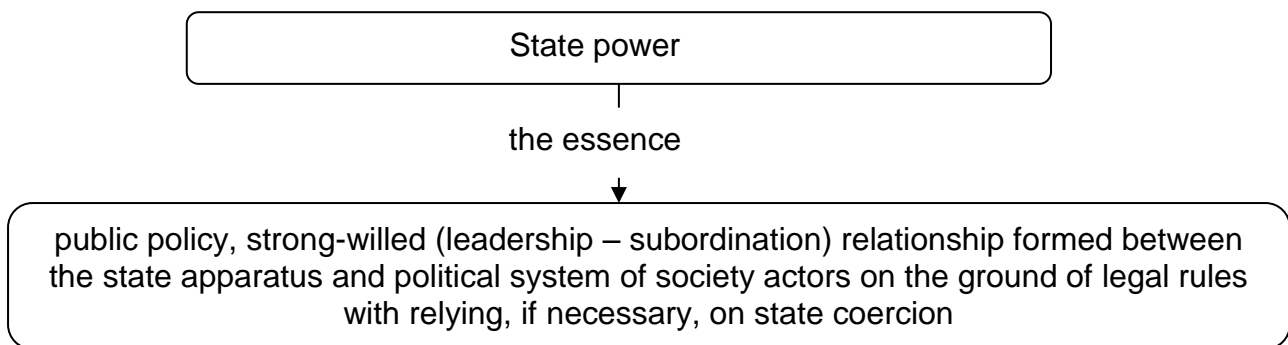


Fig. 8.1. The essence of government

The rule of government manifests itself in the fact that it defines the mechanism of legal relations in the state, establishes a general right-to-order capacity, rights and responsibilities of state bodies, public associations, officials and citizens [17, p. 7].

State power has the following features (Fig. 8.2).

Manifestation of the rule of government is bound throughout the state constitution and other legal acts issued by the highest state authorities.

The state is the main accumulator of universal political power, as it has the ability to provide interests, use special authorities to exert power, apply coercion, if necessary [90, p. 99].

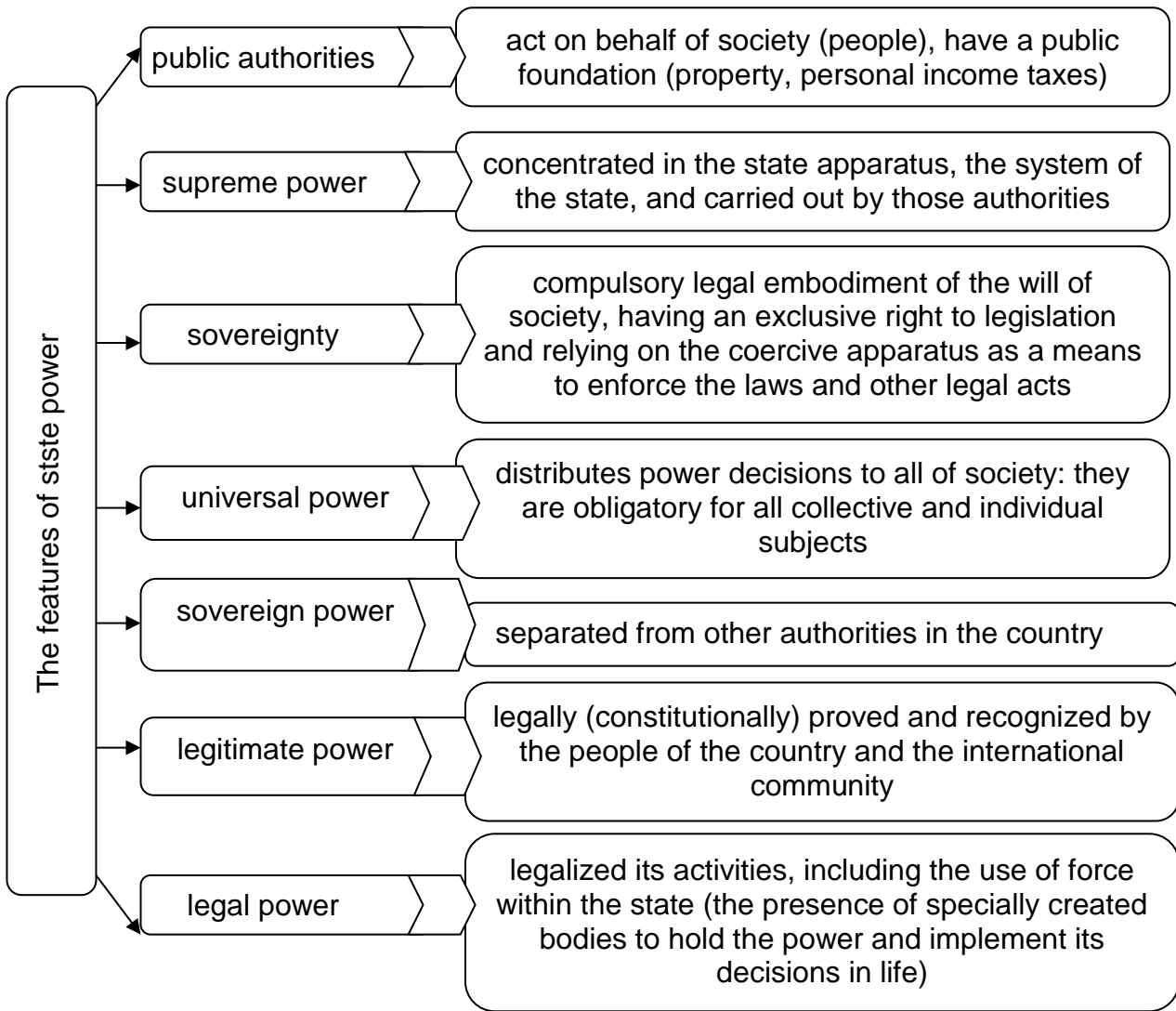


Fig. 8.2. The features of state power

The essence of the state is the inner meaning of it, which expresses the unity of general and narrow class (group) interests of citizens (Fig. 8.3).

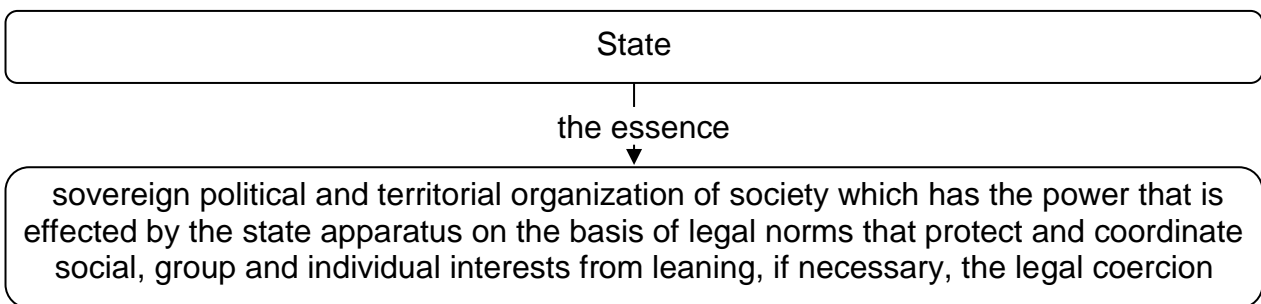


Fig. 8.3. The essence of the state

The aspects of the state essence have appeared since its beginning:

- the class aspect is based on protecting the interests of the economically dominant class, the implementation of organized coercion;

- the societal aspect involves protection of public interest, provision of public good, maintenance of order, performing other general social affairs.
- An obligatory feature of every state is sovereignty (Fig. 8.4).

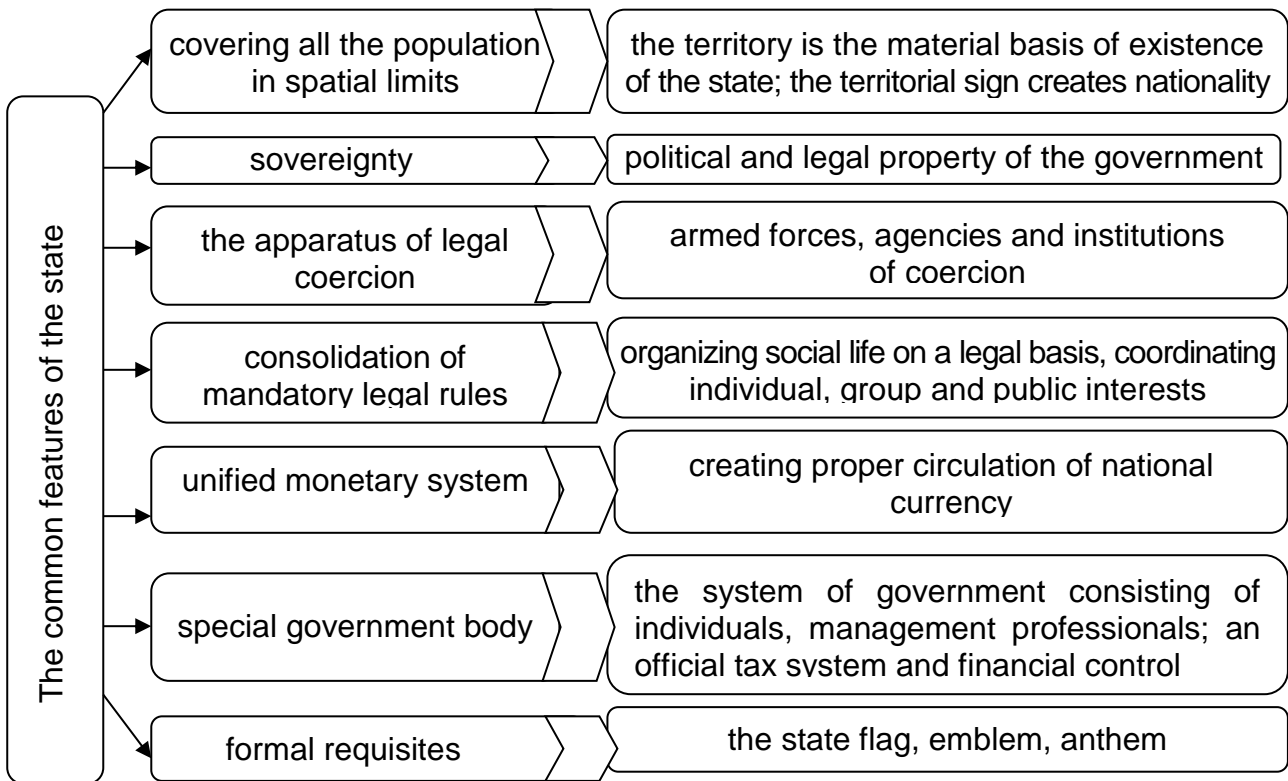


Fig. 8.4. The features of the state

Sovereignty characterizes the state as a special subject of political relations, as the main component of the political system, and distinguishes it from formal legal structures (Fig. 8.5).

The integral legal grounds of sovereignty are unity, supremacy and independence of state power.

The Declaration of State Sovereignty of Ukraine dated July 16, 1990 establishes the following principles of Ukraine's sovereignty: supremacy, independence, completeness and indivisibility of the state authorities within its territory and independence in foreign relations, equality in external relations, inalienability [178].

The sovereignty of Ukraine is based on the sovereignty of the people, because the people is the creator and bearer of sovereignty, identification of people generating state power.

State sovereignty should be distinguished from sovereignty of nation.

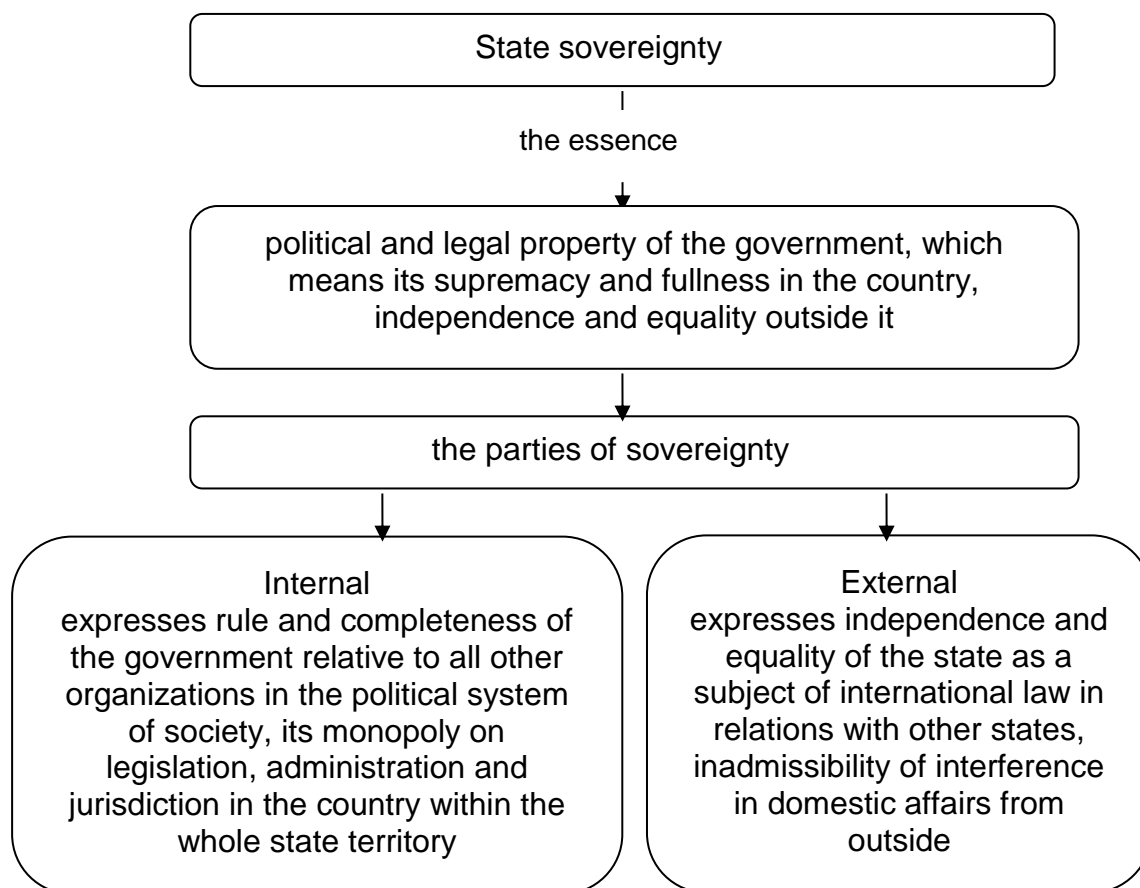


Fig. 8.5. The essence of the state sovereignty

The sovereignty of the people is the rule of the people as the source and carrier of power, its right to their own destiny, directly or through representative bodies, to participate in shaping the policy direction of the state, its authorities, monitor the activities of public authorities [135].

The sovereignty of the people is enshrined in the constitution, the qualitative characteristics of democracy, democratic regime in the country. The Constitution of Ukraine reads: "The bearer of sovereignty and the only source of power in Ukraine is the people. The people exercise power directly and through bodies of state power and local self-government" [135]. The people of Ukraine realizes sovereignty by democratically elected councils of people's deputies, the President, referendums.

The signs of state sovereignty of Ukraine are given in Fig. 8.6.

State sovereignty does not necessarily imply sovereignty of the people. The sovereignty of states can be combined with the lack of sovereignty of the people, with the presence of the totalitarian regime of despotism. The absence of external sovereignty entails loss of sovereignty as the inner freedom of its political status. The sovereignty of the nation is the possession of real opportunity to determine

the nature of its national life, to settle issues regarding the development of national freedom and national needs, the right to respect the honor and dignity of the culture, language, customs, traditions, the creation of national institutions [59]. The sovereignty of nations reinforces the sovereignty of the nation, which is realized through its fundamental rights. Authority of a nation is impossible without respect for the sovereignty of other nations and nationalities, with no respect for their national needs and rights. State, people and national sovereignty are interdependent in a democratic state.

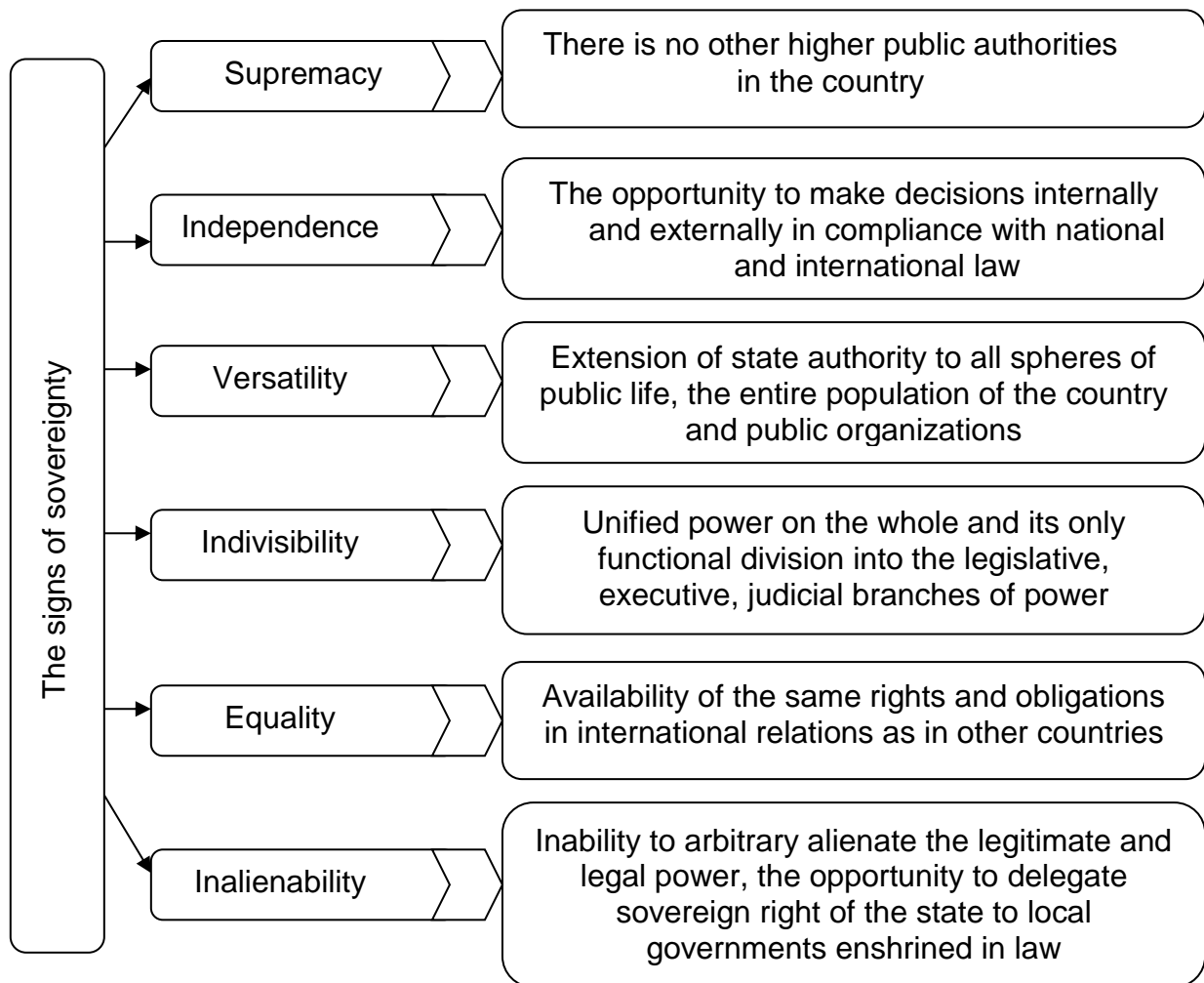


Fig. 8.6. The signs of state sovereignty

The concept of sovereignty means independence and the rule of power. Independence of political and legal obligations provides the exclusion of any subordination and dependence. Sovereignty is considered as one of the indicators of the excellence of state, the maturity of its institutions The constitutional process is the core of all kinds of legal processes (Fig. 8.7).

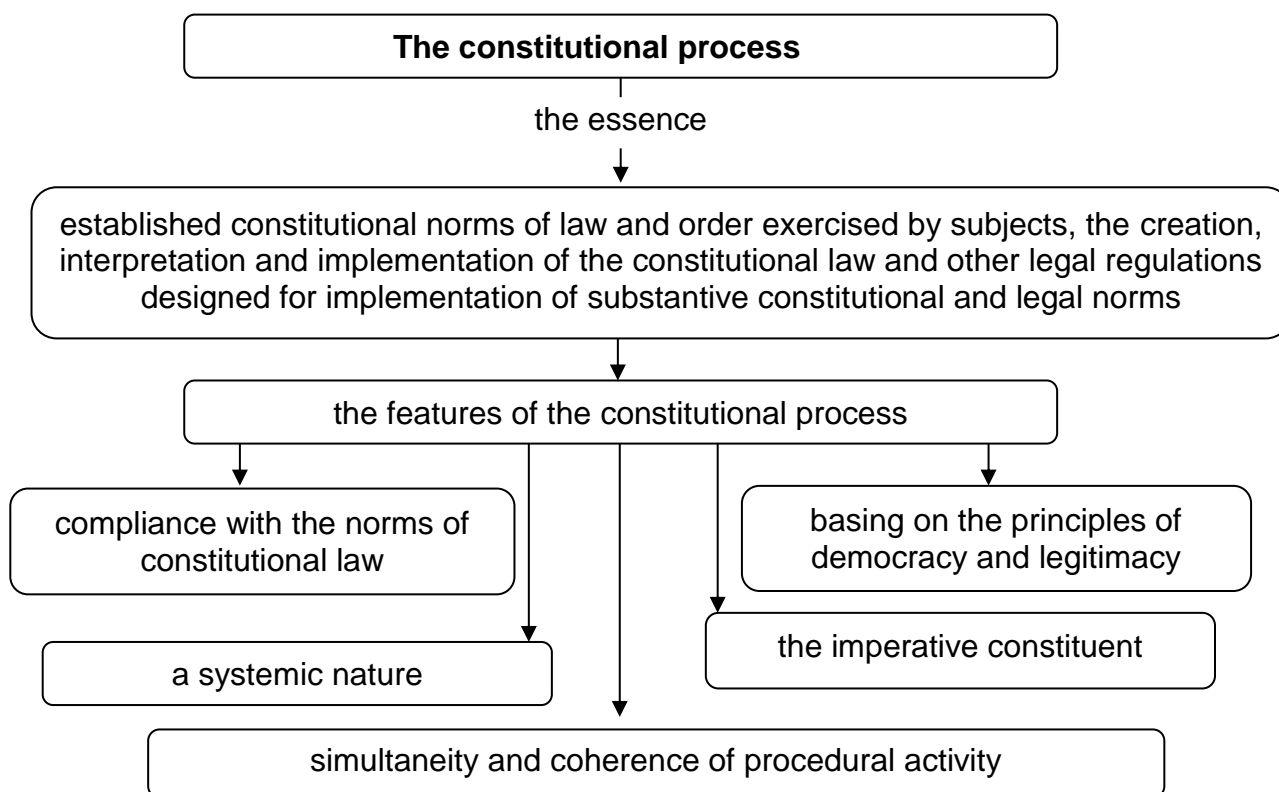


Fig. 8.7. The essence and features of the constitutional process

Constitutional and procedural rules, the formation of the constitutional process should determine the purpose of the latter type of controlled relations, the circle of people that are directly involved in this process. Actions should be carried out by them; the timing and sequence of implementation of these actions and legal means ensure the functioning of the process (the constitutional process and the features of reforms).

Constitutional law regulates the most important to the community social relations characterized by complex political and legal nature and multifaceted structural construction, mandatory regulation. It is logical to assume that the constitutional process is of decisive nature to the state and society (Fig. 8.8).

The constitutional law-making process is the procedure of the subjects of constitutional relations as established by the norms of the constitutional law dealing with the analysis and evaluation of the legal needs of society, the formation and adoption of appropriate laws and making adequate decisions concerning social development.

The constitutional process is based on a number of principles as governing ideas for its implementation (Fig. 8.9).

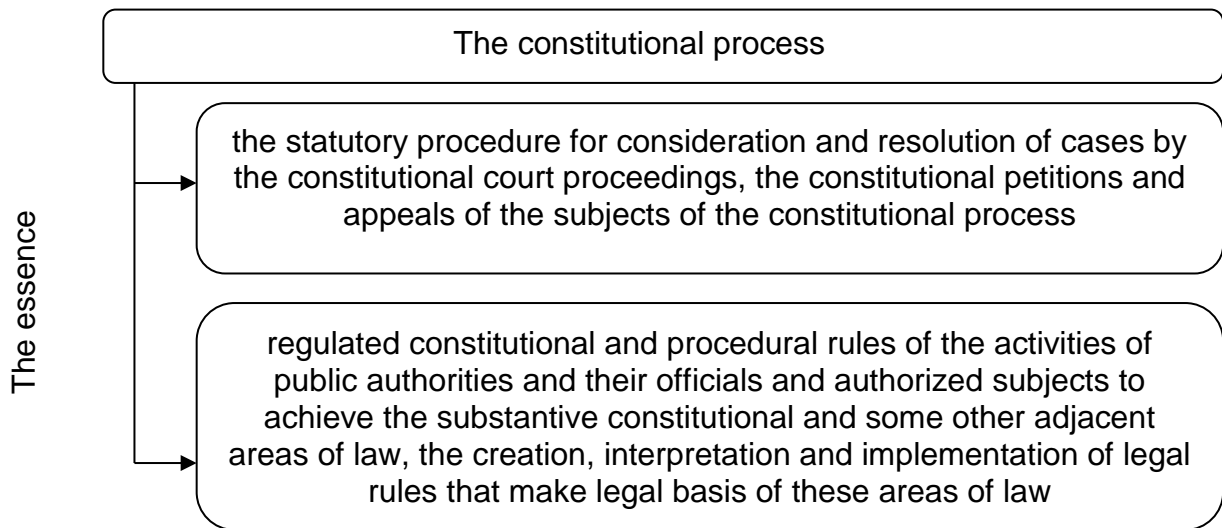


Fig. 8.8. The approaches to the definition of the constitutional process

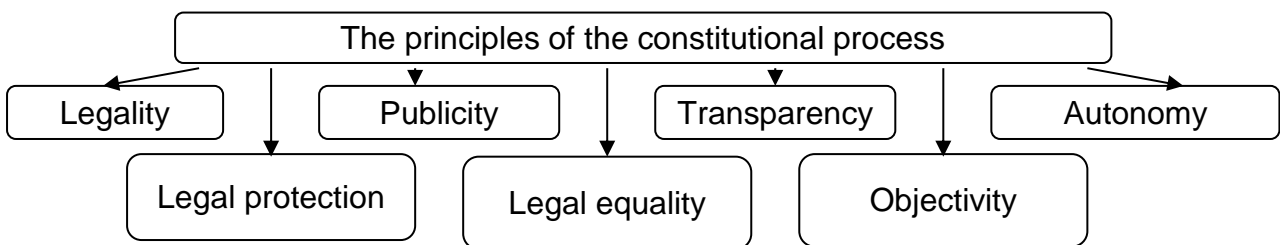


Fig. 8.9. The principles of the constitutional process

The state structure is the organization and operation of the state. The state structure of Ukraine, like that in any other state, is the predictable and constitutionally guaranteed state organization and its activity. In its content and form it is a multifaceted phenomenon which includes structural and functional foundations of the state, especially the political, economic, social, cultural and other basics.

The order of formation of government (the state apparatus) is of primary importance for the formation and functioning of a democratic state. A number of public authorities in Ukraine form a separate representative body of government – the parliament of Ukraine or the President as Head of State or jointly, by mutual participation, the submission, the consent of public authorities, on an equal footing.

The principle of democracy means that, the state mediates primarily mutual relations between the state and society, the state and the individual. This principle corresponds to the traditions of the Ukrainian state and is shown in the formation of the modern principles of public authorities in their system, structure, composition and basic principles of operation.

The key point is the proclamation of the state of democracy at the highest constitutional level, carried out by the Basic Law and connected with the constitutional recognition of the state status of the people as the sole source of power, of the right to realize their power both through government agencies and local governments, and directly, and fixing the exclusive right for the people to determine and change the constitutional order of Ukraine.

8.2. Civil society and the state

The formation of a modern democratic state requires effective cooperation of authorities and institutions of civil society. Public democratization based on citizens' initiative in making reasonable decisions leads to the delegation of powers to civil society institutions and thereby creates conflict of power and relations in society.

In such circumstances, Ukraine urgently needs a comprehensive study of social security of power relations in order to provide social stability based on clearly defined democratic principles, regulation of relations between state and civil society institutions which is essential for the formation of a legitimate control system.

The experience of the relationship between the state and civil society institutions indicates the absence of universal ways to improve the interaction of these institutions due to national specificity, economic, political and social conditions that reflect the culture, history and traditions [27, p. 282].

Models of interaction of public authorities and civil society are proposed by S. Leibfried, B. Diakon, N. Rosenblum, O. Bielokurova, M. Iliin, V. Liediaiev, O. Soloviov and others. But the process of research on the phenomenon of civil society and the process of its interaction with the government has not been completed yet.

Civil society is a society with a highly developed system of interaction of free and equal citizens, their associations with real power providing equal opportunities to freely and safely dispose of their powers, abilities, property, based on their own right and justice [58, p. 18].

Civil society is a set of interpersonal relationships and family, social, economic, cultural, religious and other structures that develop in a society without government interference [62, p. 27].

Civil society is also considered as a social, economic and cultural environment in which individuals interact freely, realizing private interests and exercising individual choice [124, p. 7].

Additional information. Distinction between civil society and state was firstly introduced by J.-J. Rousseau in his work "Discourse on the Origin and Basis of Inequality among Men". Civil society, in his view, resulted from the formation of private property but the state is built on the basis of the social contract. John Locke believed that people have agreed to establish a state specifically to ensure reliable natural rights, equality and freedom, protection of persons and property – the values of civil society (Fig. 8.10).

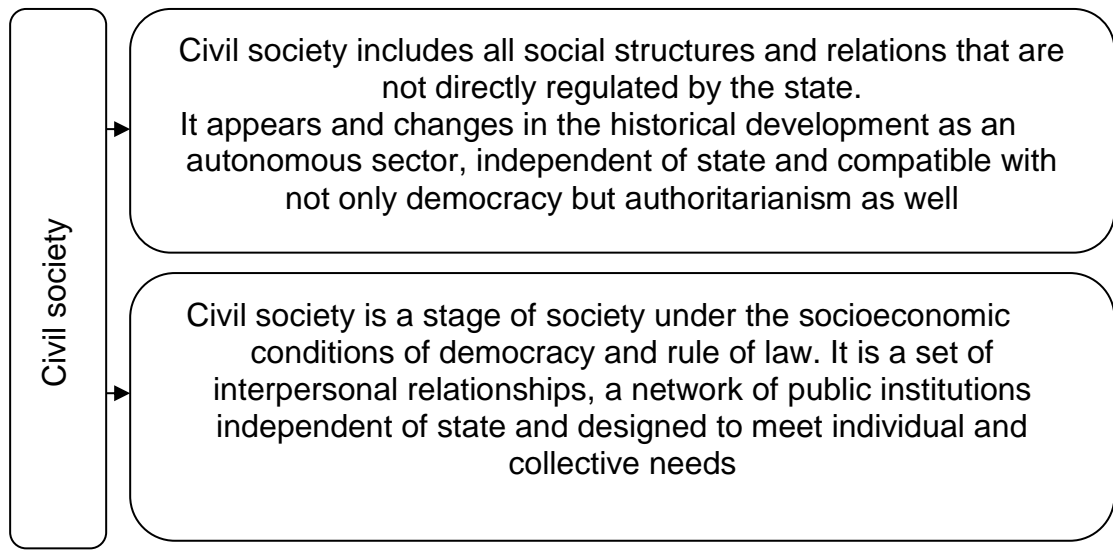


Fig. 8.10. The approaches to the definition of the term "civil society"

Separation of civil society from the state occurred with the elimination of class inequality and privatization of public relations, formation of new socio-economic, political and cultural realities. The formation of civil society requires certain conditions (Fig. 8.11).

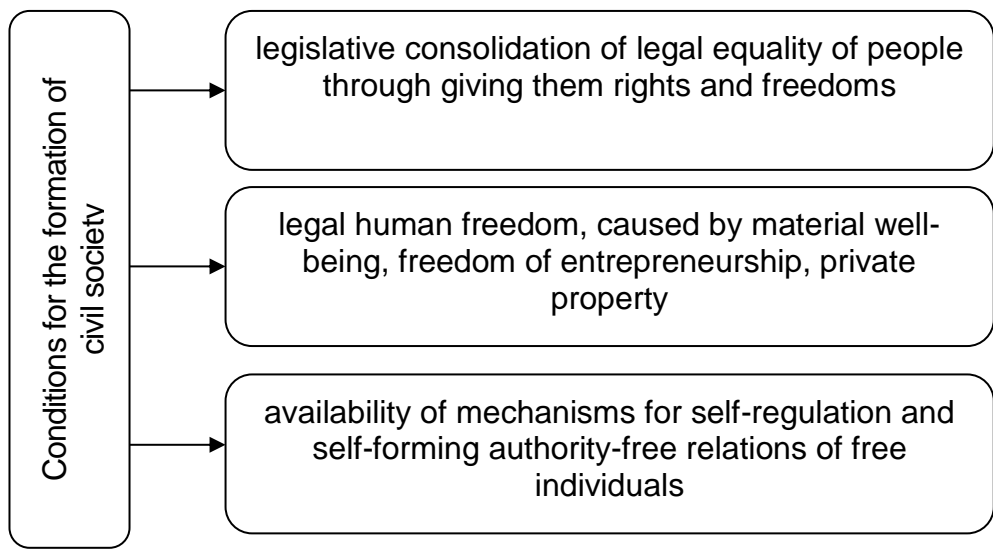


Fig. 8.11. Conditions for the formation of civil society

Civil society provides the availability of independent institutions, acting within the law and serving a barrier to the state power monopoly.
 Civil society spheres have certain subordination (Fig. 8.12).

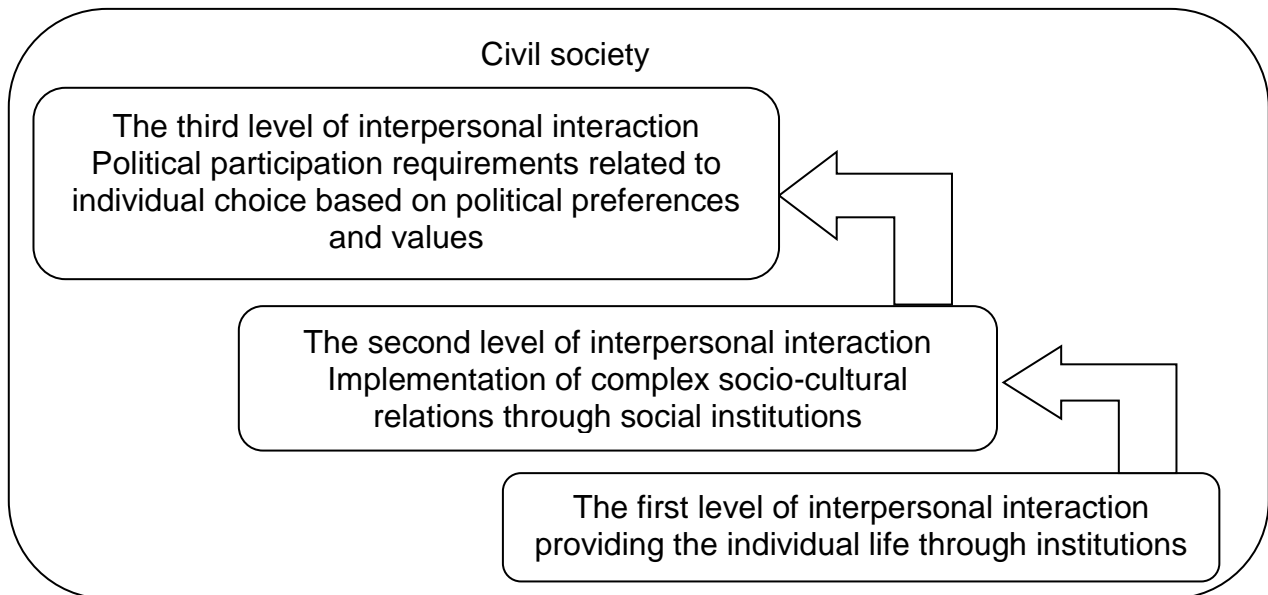


Fig. 8.12. The levels of interpersonal interaction in civil society

The signs of civil society are presented in Fig. 8.13.

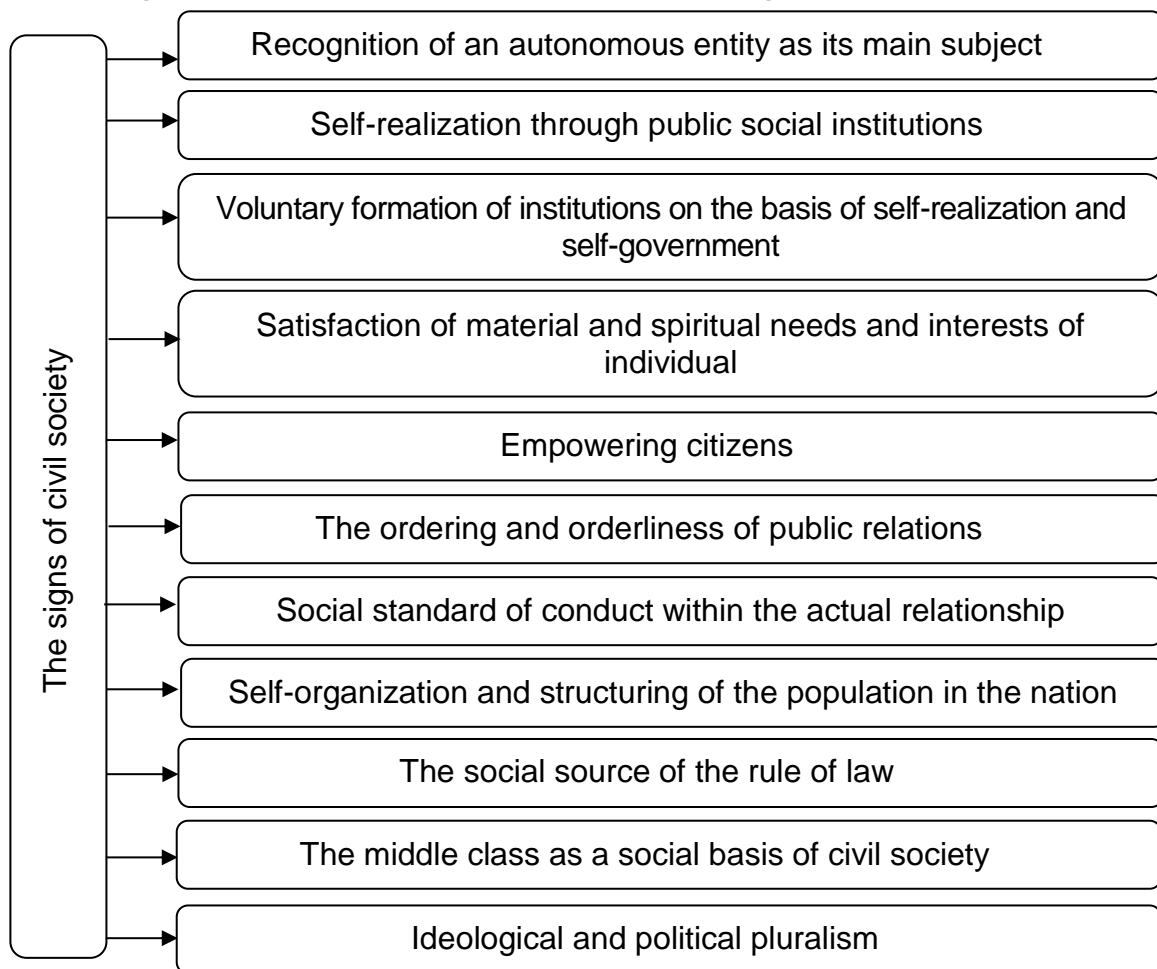


Fig. 8.13. The signs of civil society

The real social being and contemporary relationships involve a significant expansion of the public competence.

The public expects from the state not only economic growth but also participation in solving social problems. In this connection, special importance is attributed to the ability of states and formal institutions to define their own social significance, role and place in the structure of society and direct public responsibility in accordance with their activity [121].

The main subject of civil society is an independent entity. The criteria for the main subject of civil society – an autonomous personality – are given in Fig. 8.14.

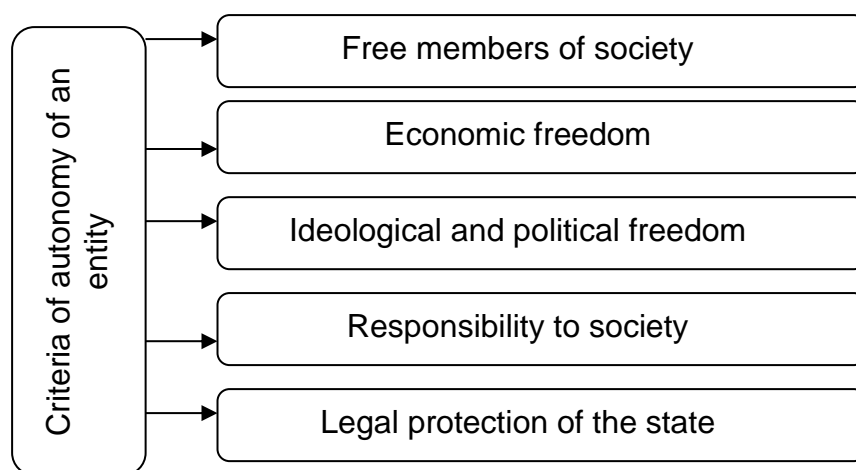


Fig. 8.14. The criteria for an autonomous personality as the main subject of civil society

Self-organization of population manifests itself in the active participation of citizens in social life through associations, charities and political parties.

The results of monitoring conducted in 2015 indicate that the proportion of the population that is somehow sure of forces that can improve the situation in the country fell back to the level of 2011 in comparison with the survey of 2014. This tendency shows that most of the population of the state (53 % of people) is confident that constructive forces in Ukraine are available [189].

Similar to previous years, the majority of respondents believe that the greatest responsibility for economic growth and welfare lies with the Government. The index of references has grown from 53 % in 2012 to 68 % in 2015. Today the population of Ukraine lays hopes for resolving the crisis primarily on the government (68.2 %), Ukrainian business (53.7 %) and international donors (40.4 %). Note that while significant hope for power is traditional, the index of expectations related to the leading role of Ukrainian business significantly increased [189].

The public answers to the question about the role of state institutions in the present life of Ukraine are presented in Table 8.1.

According to the data of local judicial authorities, by the end of 2014, there were 61,090 central public organizations (701 of which with the national status), 718 public unions, 4143 trade unions, 1130 trade union associations and 9799 charitable organizations. Besides, 251,956 structural subdivisions of political parties were registered.

According to the State Registration Service of Ukraine, by the end of 2014, 235 political parties were registered in Ukraine (39 of them were registered during the year, 3 discontinued their activities) [178].

Table 8.1

The answers to the question about the role of state institutions in the present life of Ukraine (%)

	Among all	West	Center	North	East	South
1	2	3	4	5	6	7
The President						
Average (-2 to +2)	0.1	0.44	0.66	-0.06	-0.29	-0.34
Plays a significantly negative role (-2)	13.5	5.7	2.9	15.1	19.1	25.6
Plays a rather negative role (-1)	22.4	16.1	17.4	31.6	25.6	25.3
Does not play any role (0)	18.5	21.7	15.3	14.4	25.8	10.4
Plays a rather positive role (+1)	30.9	40.4	39.3	22.2	21.3	32.3
Plays a significantly positive role (+2)	14.1	15.4	24.8	16.8	7.0	5.3
The Verkhovna Rada						
Average (-2 to +2)	-0.3	-0.12	0.2	-0.33	-0.69	-0.56
Plays a significantly negative role (-2)	17.8	7.9	4.5	20.6	28.8	30.6
Plays a rather negative role (-1)	30.2	29.5	28.8	32.2	29.9	27.2
Does not play any role (0)	21.1	30.7	21.6	17.3	22	11.9
Plays a rather positive role (+1)	24	28.4	31.5	19.6	15.1	25.4
Plays a significantly positive role (+2)	6	2.6	12.9	10.3	2.4	3.7
The Prime Minister						
Average (-2 to +2)	-0.3	0.02	0.33	-0.36	-0.78	-0.8
Plays a significantly negative role (-2)	22.2	9.9	10.2	21.8	34.9	35.1
Plays a rather negative role (-1)	27.5	27.3	20	34.5	25.6	34.2
Does not play any role (0)	15.8	21.2	11	12.3	22.3	6.4
Plays a rather positive role (+1)	25.9	32.6	43.6	20.7	12.9	19.4
Plays a significantly positive role (+2)	7.9	8.3	14.9	10.8	2.9	3.2

Table 8.1 (the end)

1	2	3	4	5	6	7
The Cabinet of Ministers						
Average (-2 to +2)	-0.35	-0.2	0.18	-0.38	-0.7	-0.77
Plays a significantly negative role (-2)	20.2	11.2	9.2	23.2	26.1	36.2
Plays a rather negative role (-1)	29.6	30.6	24.8	33.3	32.8	29.1
Does not play any role (0)	20.5	27.3	16.7	12.3	25.8	10.8
Plays a rather positive role (+1)	23.2	26.4	36.3	20.4	12.4	19.6
Plays a significantly positive role (+2)	5.9	3.5	12.6	10.9	1.9	3
The prosecution						
Average (-2 to +2)	-0.63	-0.77	-0.46	-0.74	-0.68	-0.53
Plays a significantly negative role (-2)	24.4	29.3	12.4	34.6	26.4	21
Plays a rather negative role (-1)	32	30.8	36.6	30.2	32	32.8
Does not play any role (0)	27.6	27.7	37.9	17.3	25.1	24.9
Plays a rather positive role (+1)	12.3	9.8	10.1	10.6	11.8	17.1
Plays a significantly positive role (+2)	3	1.6	2.7	7.3	3.2	2.8
The judicial authorities						
Average (-2 to +2)	-0.7	-0.84	-0.54	-0.86	-0.67	-0.67
Plays a significantly negative role (-2)	27.5	32.1	17	39	25.8	26.2
Plays a rather negative role (-1)	30.9	29.5	32.7	33.2	29.8	33
Does not play any role (0)	27.6	29.6	39.4	10	28.8	23.6
Plays a rather positive role (+1)	10.5	6	8.1	10.1	12.6	12.9
Plays a significantly positive role (+2)	2.8	2.1	2.4	7.7	1.3	3

The number of NGOs registered and established by notification in accordance with the Public Associations Act of Ukraine is presented in Table 8.2 [178].

The number of registered charities at the end of the year was 9799, 1102 of them were recorded during the year, 118 associations discontinued activities [178].

According to the respondents, the most influential authorities today are the President, the Prime Minister of Ukraine, the Armed Forces of Ukraine, international organizations. In the ranking of negative evaluation of institutions the leading positions are occupied by the judicial authorities (58,4 %) and prosecutors (56,3 %). The role of the Armed Forces of Ukraine is certainly positive 64,3 %, the same is with NGOs (54,2 %). The role of business owners and employers is more neutral [178].

Table 8.2

The number of the registered NGOs

	The number of central associations by the end of the year, total	Including		The number of central public associations	The number of separate units of associations by the end of the year, total
		Without legal status	With legal status		
Public organizations, total including:	61090	51767	9323	4234	20396
social movements	182	142	40	26	793
youth	4765	4056	709	144	1884
professional orientation	6311	5484	827	433	2392
nature conservation	1869	1545	324	151	459
protection of monuments of history and culture	488	425	63	29	115
creative association	741	651	90	38	174
educational and cultural	3861	3202	659	378	934
public unions	718	657	61	170	51

Public opinion regarding the role of political parties, NGOs and the church in civil society is presented in Table 8.3.

Table 8.3

Public opinion regarding the role of public institutions in public life

	Among all	West	Center	North	East	South
1	2	3	4	5	6	7
Political parties						
Average (-2 to +2)	-0.38	-0.2	-0.31	-0.44	-0.51	-0.51
Plays a significantly negative role (-2)	15.4	7.3	7.4	20.1	21.2	20.3
Plays a rather negative role (-1)	30.8	29.2	35.7	33.8	28.2	33.5
Does not play any role (0)	32.7	42	40	23.3	32.8	21.9
Plays a rather positive role (+1)	17.2	17.8	12.6	16	13.5	22.1
Plays a significantly positive role (+2)	3.2	3	3.7	6.8	3.2	0.9
Public organizations						
Average (-2 to +2)	0.58	0.72	0.81	0.74	0.32	0.48
Plays a significantly negative role (-2)	4	2.4	0.7	2	6.2	3.8

Table 8.3 (the end)

1	2	3	4	5	6	7
Plays a rather negative role (-1)	6.8	2.8	4.8	5.8	10.5	10.9
Does not play any role (0)	33.9	34.6	38.2	26.4	38.4	30.5
Plays a rather positive role (+1)	36	39.9	25	47,9	30.7	40
Plays a significantly positive role (+2)	18.2	19.5	31.1	17.9	11.8	12.9
Church						
Average (-2 to +2)	0.68	1.21	0.6	0.74	0.4	0.49
Plays a significantly negative role (-2)	3.5	0.6	1.3	3.7	5.7	2.1
Plays a rather negative role (-1)	5.1	1	6.7	6	5.3	7.2
Does not play any role (0)	32.6	16.5	39.7	20.7	44.4	44.1
Plays a rather positive role (+1)	36.1	39.7	34.4	52	28.4	30.1
Plays a significantly positive role (+2)	18.2	40.8	17.6	17.5	13.7	14.9

Monitoring of the public opinion in Ukraine in March – April 2015 was held by the Ukrainian Institute of Social Studies.

O. Yaremenko provides the following information regarding the distribution of answers to the question "Who, in your opinion, can most contribute to the growth of the Ukrainian economy today?" (Table 8.4) [56].

Table 8.4

The answers to the question "Who, in your opinion, can contribute to the development of Ukrainian economy? " (%)

	Among all	West	Center	North	East	South
The Government of Ukraine	68.2	79.2	82.3	63.7	56.1	55.9
Ukrainian business	53.7	46.8	59.2	43.2	59.6	54.6
Local authorities	21.9	19.7	18.2	19.1	19.9	35.4
Public organizations	17.7	13.2	6.5	41.6	15.5	23.4
Political parties and their leaders	17.6	10.9	7.6	21.7	30.2	18.1
International financial institutions	40.4	53.8	49.2	36.3	26.8	28.6

The major factors affecting the image of the state and preventing from building civil society in Ukraine are given in Table 8.5.

The major factors affecting the image of the state in 2014

Factor	The number of respondents	Place
Confidence in politicians	117	6
Corruption and bribery	130	5
Judicial independence	139	2
Waste of public funds	143	1
Encumbrance of government regulation	137	3
Transparency of public policy	130	5
The level of organized crime	106	7
Reliability of police officers	133	4

For civic-democratic government to be established in the state, civil society should actively participated indecision making to meet the needs of citizens in various spheres of public life. It should be done with the use of the experience of European countries and the specifics of government of the country. The steps to be taken for building a civil society in Ukraine are shown in Fig. 8.15.

Today, European states use three models of interaction between civil society institutions and authorities, namely the regulatory model based on liberal tradition, the legitimate model based on a systems approach where civil society institutions carry out important functions on the "input" of the political system, and the instrumental model in which the instrumental function of civil society institutions is an effective solution to social problems.

Intercompany integration creates conditions for the functioning of the model of the relationship of the state and civil society institutions that provides for the establishment of the civil society "side", which is based on creating a corporate structure that is equally able to withstand a direct association of population and power structures [56, p. 40].

It must be remembered that the level of interaction "state power – community" implies an increased participation of people in managing a communication resource democracy.

At the local level, the model of communicative interaction should be built in the form of a social project "State authorities – civil society" based on its mini-model of civil society within the administrative-territorial unit. The deputies and executive bodies of local self-government, community organizations, business community, institutions of socialization, local media and means of communication, and social infrastructure of a settlement are the modules. All elements of the system provide a feedback mechanism and mutual monitoring of public opinion, the effectiveness of the authorities and government [27, p. 283].

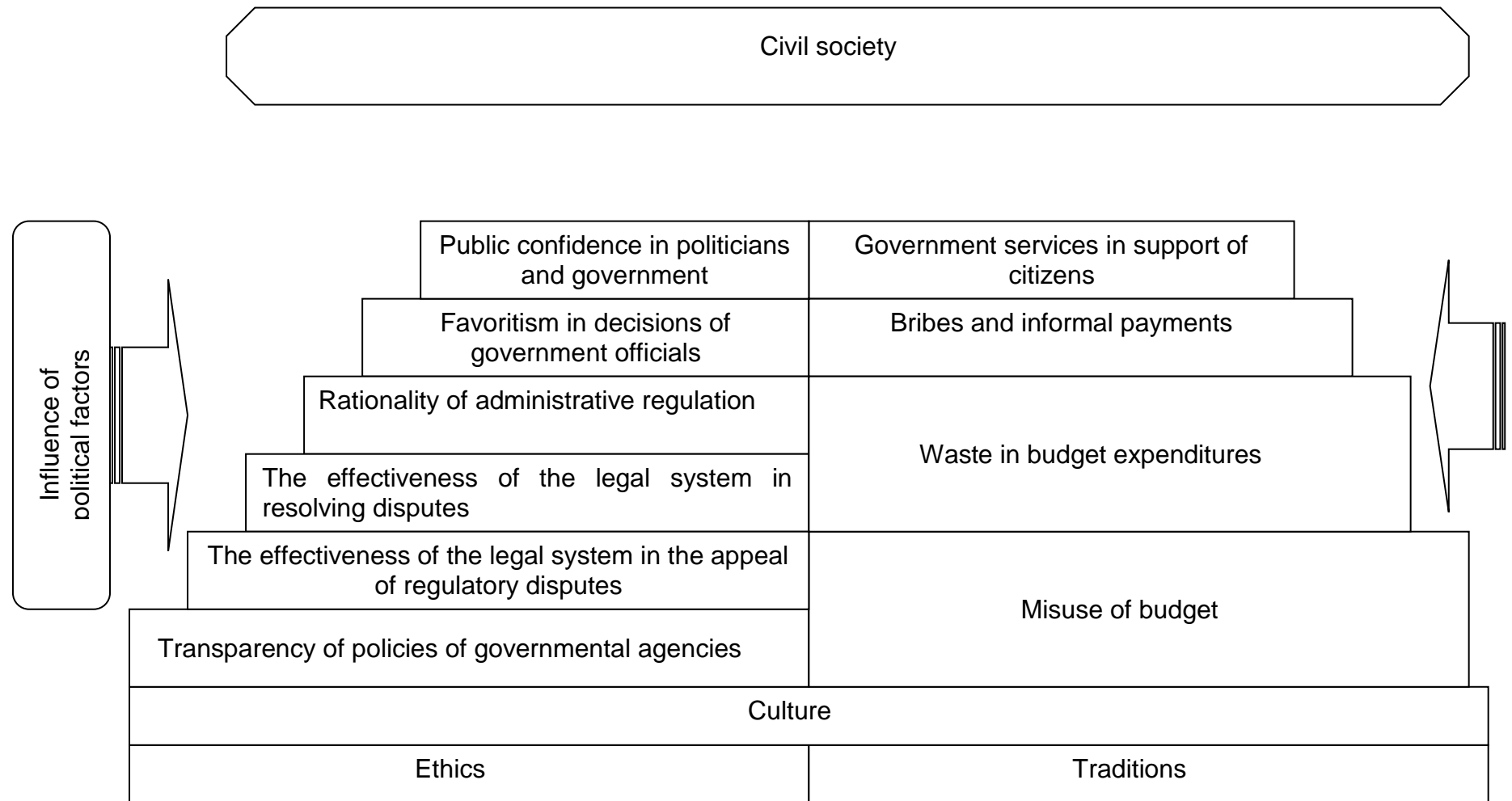


Fig. 8.15. The steps of building a civil society in Ukraine [27, p. 289]

However, the processes of formation of a national civil society are left incomplete, and thus become an effective factor in the present and even the future of civil society institutions of the countries concerned.

Optimal impact of civil society on the state provides equal distribution among social groups and the existence of legal channels of impact on the state to avoid monopolization of power.

It is necessary to structure the communication elements with the typical features of interaction of structures of power and society by the dialogue in the form of communication, partnership contract, the use of which provides mutual control and balance of interests of public authorities and civil society.

State authorities must meet the following requirements: the scope of influence of government should be limited so that civil society can use their own initiatives and carry out activities aiming to meet social interests of citizens; the state should not interfere with this activity if it is within the legal framework (i.e., the legal sphere protects certain areas of freedoms from state interference, and the government does not violate the established law); the power of the state while ensuring citizens' rights and freedoms is only effective when there is a guarantee of civil society organizations in the prevention and overcoming differences of interests and goals of groups (the state should be able to overcome informal and illegitimate ways of influencing civil society by its individual segments).

Indispensable elements of stability in the relations between the government and civil society institutions are perfection of the legal base, the openness and transparency of authorities, taking into account public opinion in the application of new forms of technology and work with communities, participation of citizens in municipal and regional implementation of social programs.

Various contradictions arising in the Ukrainian society result from wrong policies of the state which is the cause of various social conflicts making split and imbalance in the relationship between public authorities, society and the individual. The individual does not accept reforms held by state power. The process of alienation of the individual from the management of public affairs and government, the lack of social activity of a citizen have a negative impact on the effectiveness of reforms and the pace of civil society development.

8.3. The features of social stratification in the modern Ukrainian society. Ways to overcome social stratification

The present-day Ukrainian society is characterized by acute social problems. The key one is the stratification problem – the question of social status, social groups, social strata as a priority when providing social and financial motivation for effective functioning of an effective mechanism of social reproduction.

The basis of the social structure is social and class relations. Therefore, one of the main priorities and directions of social policy is the direction of development and optimal functioning of social and class relations. This area is a major social policy aiming to develop the social structure.

The stratification approach considers a society made up of many groups or individuals that have certain characteristics. These are classification criteria that can be one- or, more often, multidimensional. The term "stratification" covers hierarchically organized interaction of groups of people and their social relations. The founder of the stratification approach is P. Sorokin. The stratification approach has been extended in M. Weber's theory of status groups within the structural and functional approach (T. Parsons, K. Davis, W. Moore, etc.) and consumer theory (J. Duesenberry, M. Douglas, C. Campbell, etc.) [125, p. 4].

Classes are a major component and the leading elements of the social structure. Classes are groups of people with similar economic resources [7, p. 105].

Under modern conditions of society socialization the term "classes" has been replaced by the term "social groups"; and the concept of social and class relations has been transformed into the theory of social stratification.

Strata are large groups of people who differ in their position in the social hierarchy of society. The basis for the formation of strata is natural and social inequality. Natural inequality is caused by different physiological and psychological characteristics that different people are endowed by nature, by birth [66, p. 7].

The processes of active promotion of standards of social progress and the transformation of the social structure of the Ukrainian society require changes and transformations in the system of evaluation and regulation of the complex stratification processes. To clarify the characteristics and problems of social transformation they need to be determined, scientifically justified, systematically analyzed, publicly discussed and recommended for introduction

in the institutional forms of social policy [154, p. 97]. The formation of rational social policy requires a systematic approach to the use of the mechanisms of social regulation and innovative forms of institutionalization of the environment and public relations. The approaches to the definition of social stratification are shown in Fig. 8.16.

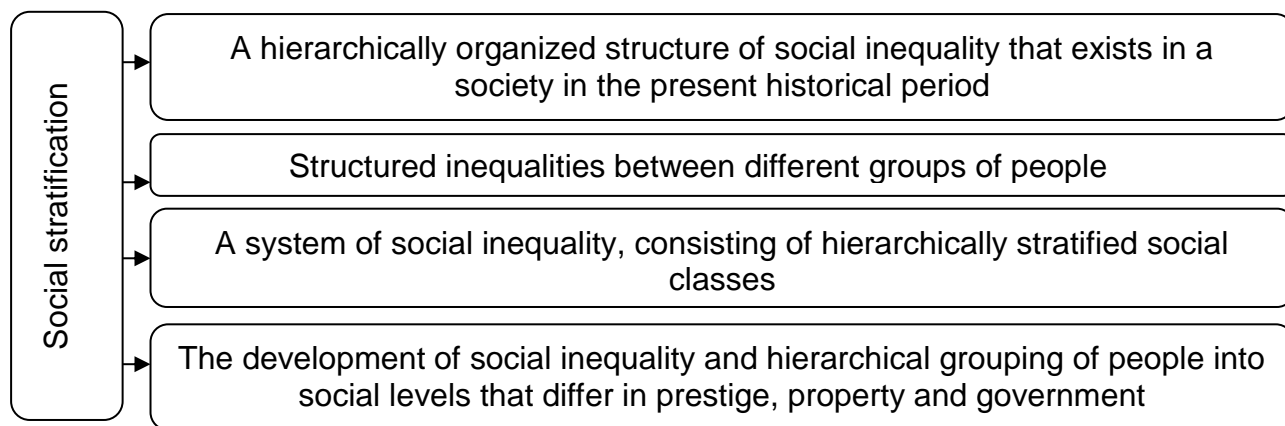


Fig. 8.16. The approaches to the definition of social stratification

The social structure of society is made up of a set of institutions, groups and individuals. The number of groups, the order of stratification and the nature of interdependence determine the content of the particular structure of society [154, p. 98].

There are several differences between social groups according to the theory of social stratification: the situation in the system of social inequality in a particular society, the situation of social groups in the possession of the power system (access to power), the income level; the prestige of an individual or a social group, the social status, education [84, p. 176].

Additional information. The theory of social stratification was created in the early 40s of the 20th century by the American sociologists T. Parsons, R. K. Merton, K. Davis and other scientists who believed that vertical classification of groups of people and their functions caused division in society. They suggest that social stratification ensures the separation of social classes in certain specific importance to society criteria: the nature of the property, the income, the amount of power, education, prestige, national and other features.

The condition of social transformation in the modern Ukrainian society is historic types of stratification systems (Fig. 8.17).

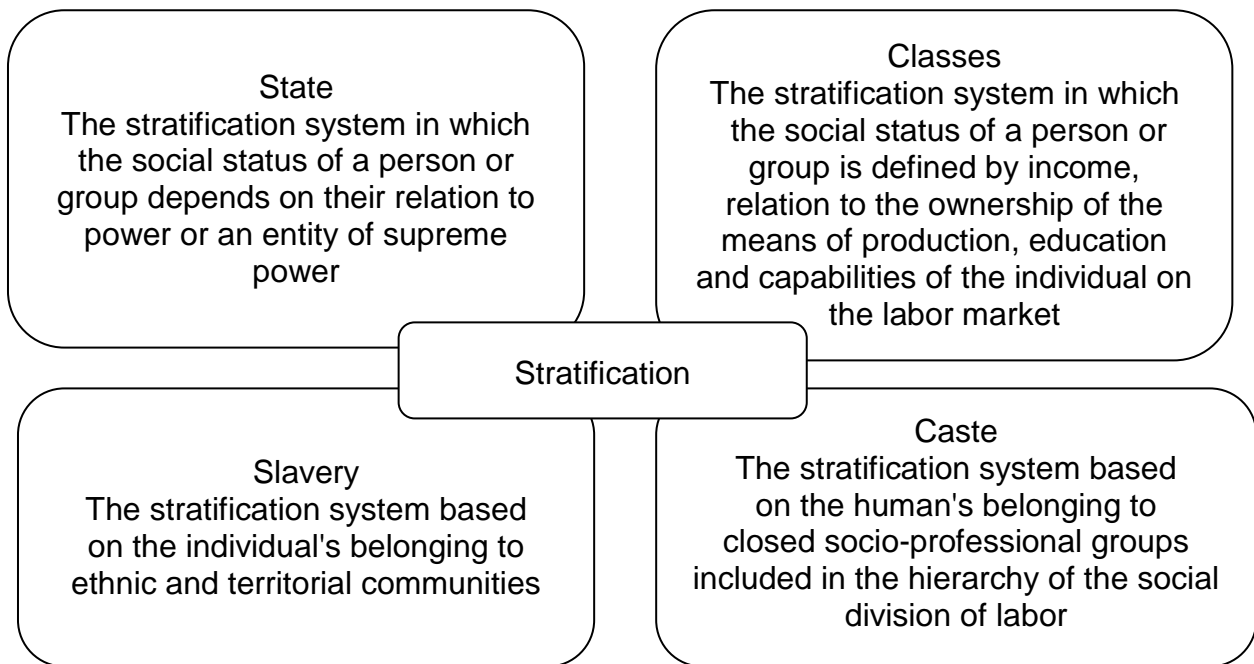


Fig. 8.17. The historical types of stratification systems

The model of social stratification developed by William Watson is as follows [143, p. 124]:

- the higher upper class – representatives of influential rich dynasties that have significant resources of power, wealth and prestige across the state;
- the lower upper class – bankers, prominent politicians, owners of large companies that have achieved a high status in the competition or because of various qualities;
 - the upper middle class – businessmen who have reached success, hired managers of firms, known lawyers, doctors, outstanding athletes, scientific elite. Members of this class are considered the wealth of the nation;
 - the lower middle class – employees, engineers, government officials, teachers, scientists, heads of enterprise departments, highly skilled workers. This is the most numerous class in the developed Western countries;
 - the higher lower class – laborers who create added value in society;
 - the lower lower class – the poor, the unemployed, the homeless.

Constant monitoring helps delineate the boundaries of social processes and perspectives of social stratification.

The modern types of stratification systems are presented in Fig. 8.18.

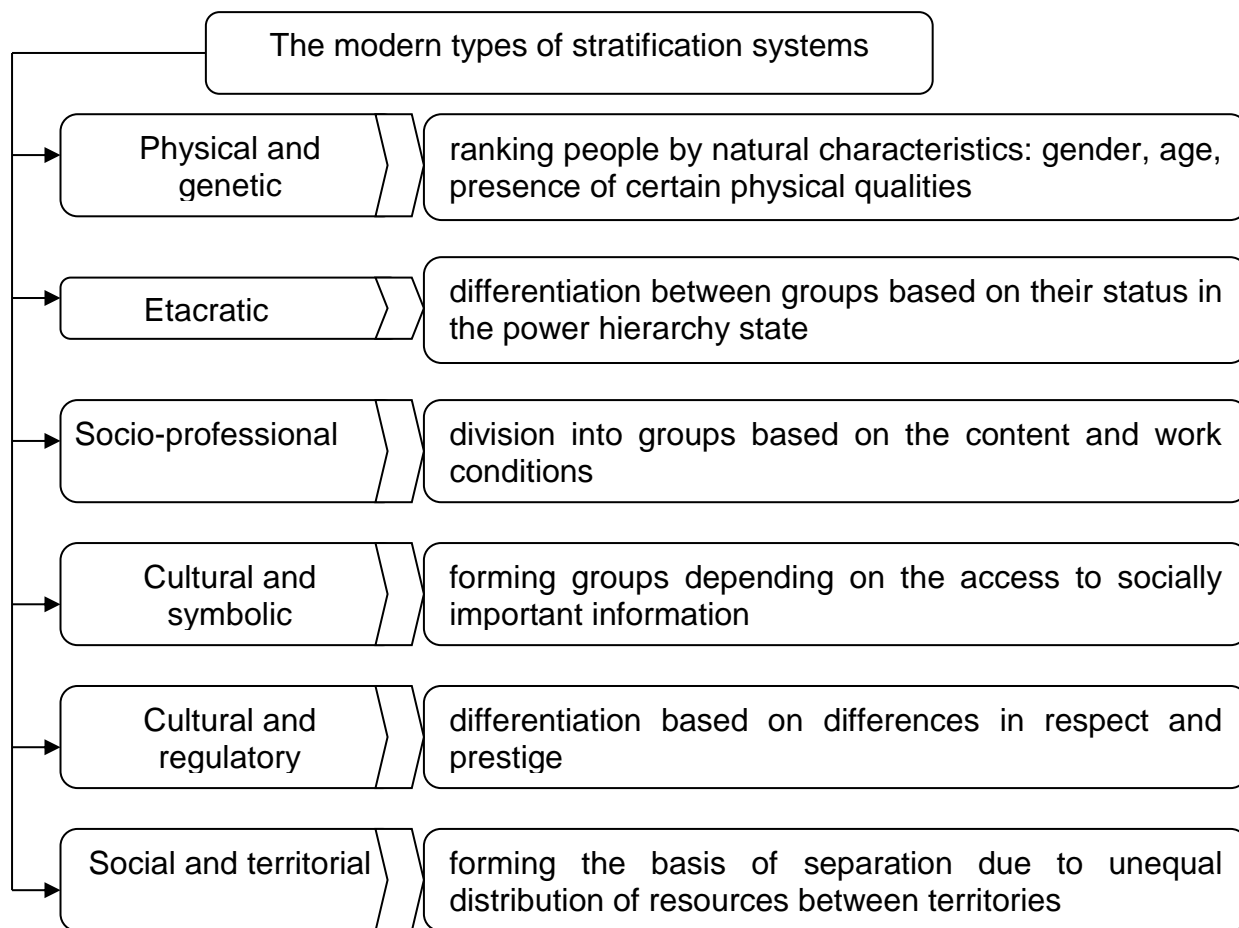


Fig. 8.18. The modern types of stratification systems

The properties of social stratification are shown in Fig. 8.19.

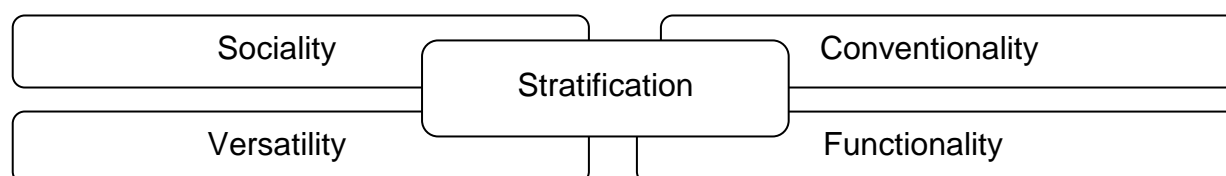


Fig. 8.19. The properties of social stratification

Social stratification is a necessary, inevitable and universal phenomenon associated with the natural diversity of functions and social roles. The society does not only allow the status hierarchy of status groups of individuals that belong to them, but sees it as a source of development. Therefore, in the case of a need for social inequality certain criteria of inequality are used to rationalize the social structure of society.

The characteristics of the criteria of social stratification and division of society into social groups and strata are presented in Fig. 8.20 [94].

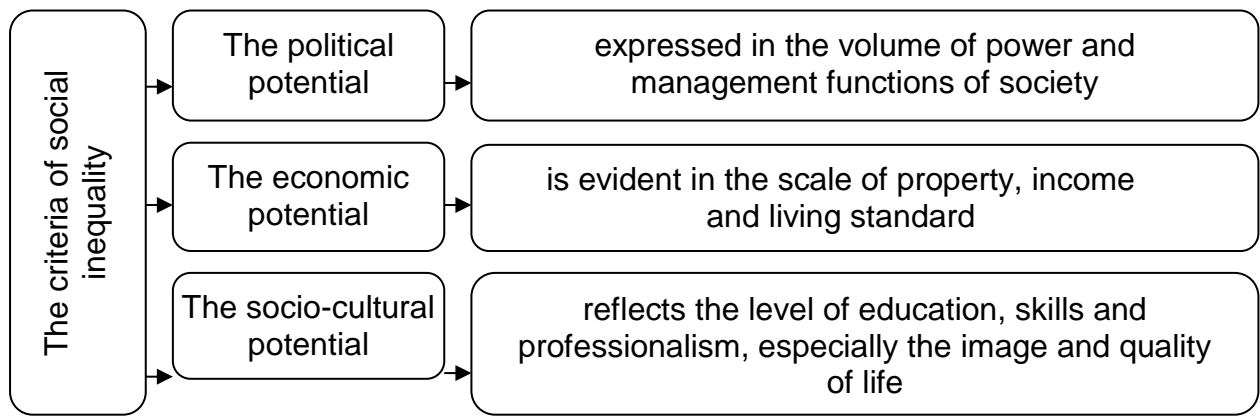


Fig. 8.20. **Characteristics of the criteria of social stratification**

The features of social stratification are as follows: stratification acts when higher layers regarding resources and development opportunities have a privileged position in society; the upper strata of society are far less than the number of members. Factors determining the social stratification of society are given in Fig. 8.21 [94, p. 14].

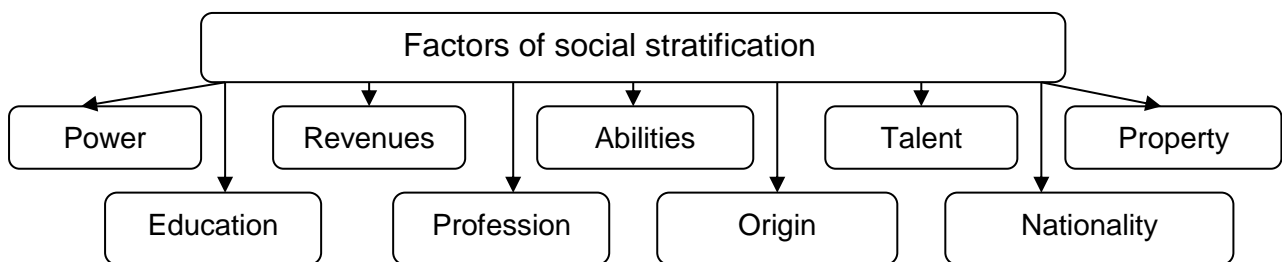


Fig. 8.21. **Factors of social stratification**

The methodological approaches to the analysis of social stratification are presented in Fig. 8.22.

Changes in living standards and the transformation of the social structure in Ukraine are accompanied by differentiation of the material conditions of different social groups, formation of a layer of the poor, increasing inequality in the distribution of income and wealth.

Modern society is focused on financial success, achievement which opens big prospects for gaining power. Earnings, power, prestige and education determine the total social status of the individual, that is, his position and role in society, social stratification structure [95].

In today's socially oriented society, the best tool for the stratification mobility is education. When acquiring a higher level of quality education and improving the professional skills the person is capable of performing more complex and responsible work that provides greater compensation, expansion of power management solutions and privileges.

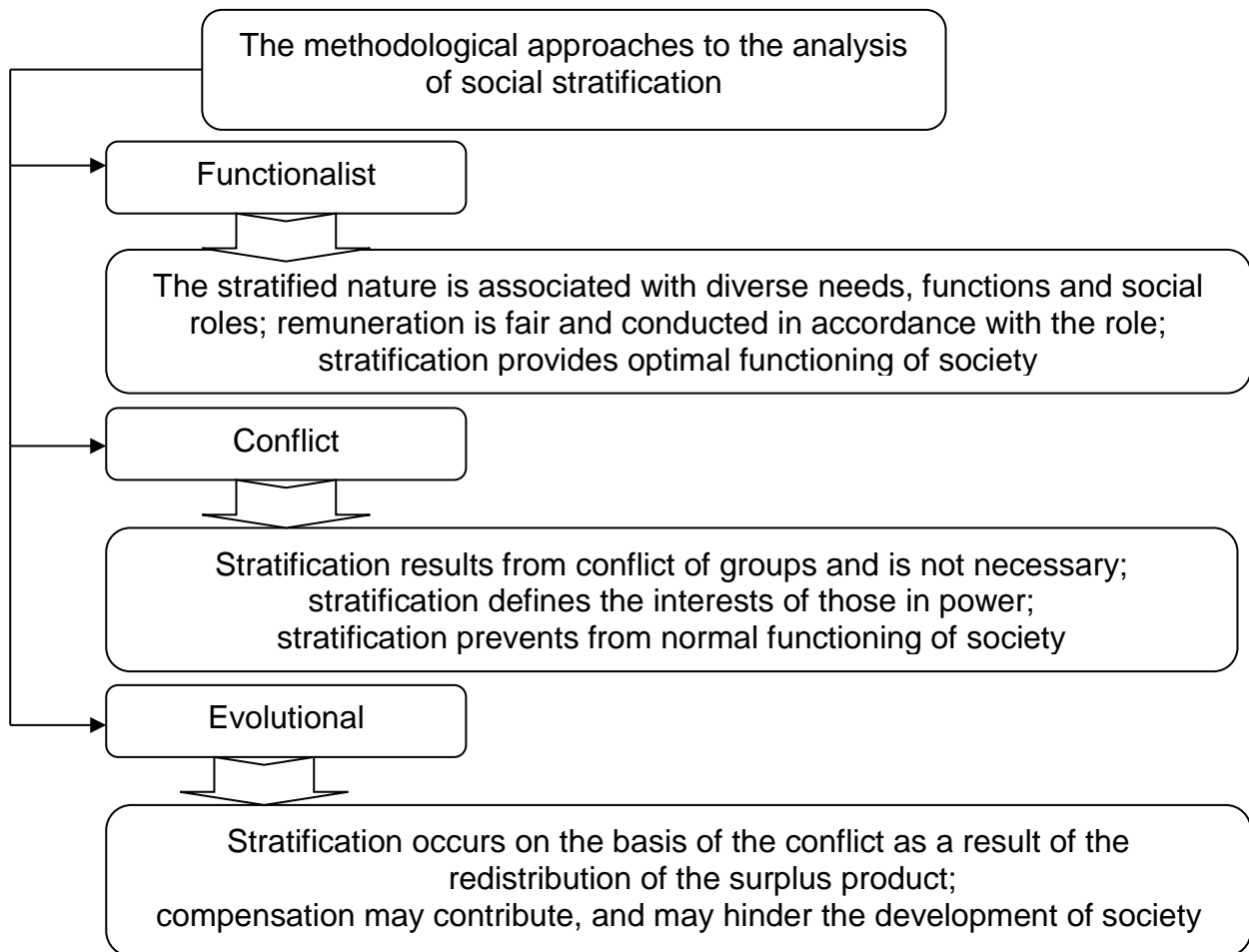


Fig. 8.22. The methodological approaches to the analysis of social stratification

The social structure of the modern Ukrainian society, its characteristics and problems depend on the nature and direction of social transformation in society. The basis of social development is the middle class. The middle class is a social stabilizer, an organizing factor of social development processes of social inequality.

The areas of public policy for the formation of the middle classes are: creating the conditions for small businesses and promoting investment and innovation enterprises (easing the tax burden), increasing the cost of labor in law, introduction of wage differentiation according to the skill of workers, implementation of the program of construction of social and municipal housing of the economy class, raising social activity [143, p. 379].

The formation of a new concept of social development of Ukraine and its regions should be fully focused on achieving the main goal, namely, improving the quality of life of the population through:

overcoming the economic and political polarization (an effective manner of providing welfare that is competition and interest of public authorities in combating poverty);

development of the state program of rural development, when the buyer defines the mechanism of functioning of the market;
the growth of wages on the basis of increased productivity;
state and regional programs of the middle class and changing the programs of professional development in line with European standards;
the mechanism of social protection of the middle class and the vulnerable groups; development functions of the middle class;
balancing demand and supply of labor;
development of social infrastructure.

A comprehensive program for combatting social inequality is shown in Fig. 8.23.

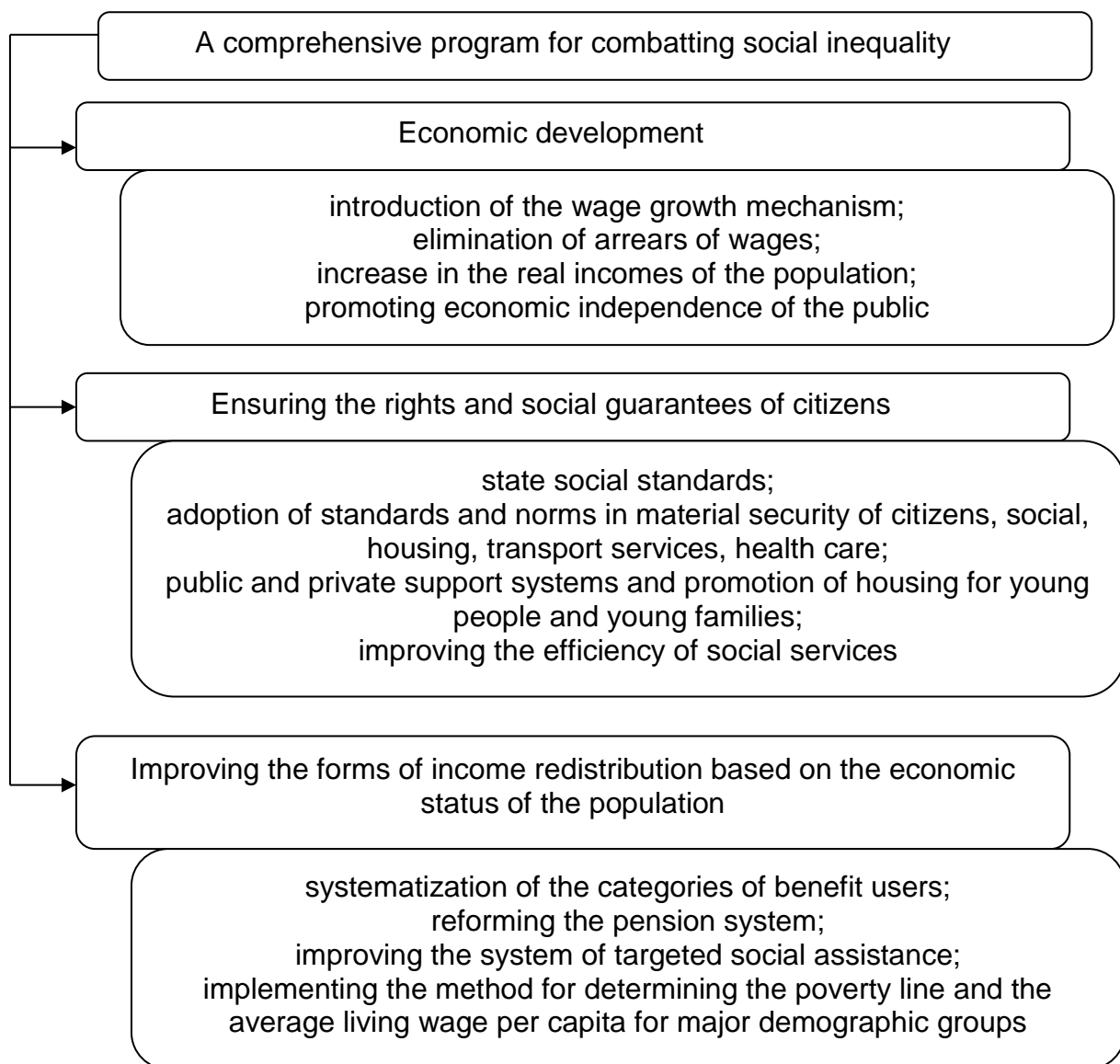


Fig. 8.23. A comprehensive program for combatting social inequality

Negative trends in the polarization of Ukrainian society are strengthened by most people's pessimistic perception of their place in the social hierarchy, which is sometimes far from the objective state of affairs. That is representatives of a certain stratum, which is in the middle position, do not compare themselves with representatives of the closest social groups, but with elites, which results in their low assessment of chances in their life and identification of themselves with the lower levels of society. Such a depressed self-esteem gives reason for dissatisfaction with inequality and perception of inequality as injustice [95, p. 28].

In the modern Ukrainian society the significance of sociocultural determinants of socioeconomic inequalities owing to the global increase in the value of this asset is not just growing, but also forms a new dimension in terms of both resources and specific cultural practices: forms of consumption of goods and services, the content of entertainment, in fact cultural practices, external expression. The situation of status inconsistency is quite widespread when the income level does not correspond to the level of education and training.

Conclusions

1. Sovereignty is one of the historical features of the state, its ability to competently carry out domestic and foreign affairs, to prevent interference in the activity of foreign states and other internal organizations.

2. State, people and national sovereignty are mutually dependent in a democratic state. Ukraine as a sovereign democratic state embodies sovereignty – the sovereignty of the nation and the sovereignty of the people.

3. The democratic state is that which comprehensively and fully expresses the will of the people, and its organization and operation always meet people's will. This refers to the total will of the people and the will of certain social groups, communities and every person – man and citizen. That is a democratic state, provides power to the people of their will and according to their will.

4. Civil society exists when and where economically and politically free individuals are involved in public activities and ensure their interests through self-organization. Thus, self-organization at various levels of social life is the essence of civil society as a system of primarily horizontal connections.

5. Considering the model of relations between public authorities and civil society proposed for Ukraine, one can see that the best option is combination of democratic and electoral civil society, which is characterized by the participation of citizens in political public governance and availability of

associations opposing authorities, which promotes economic efficiency and overall welfare.

6. There is no universal or normative model of relations of public authorities and civil society institutions that would be acceptable for Ukraine. The real relationship between the government and the community consists of many steps, each next step would increase public participation in decision-making and administration. The experience of relations between the government and civil society in other countries, taking into account the historical traditions, mentality and Ukrainian legislation can be applied to our country.

7. The basis of the social structure is social and class relations. The stratification approach considers a society made up of many groups and individuals who have certain characteristics that are the criteria for classification. There are several differences between social groups according to the theory of social stratification: the situation in the system of social inequality particular about the society; the situation of social groups in possession of the power system; the income level; the prestige of an individual or a social group, their social status; the educational level.

8. Social stratification is a universal phenomenon associated with the natural diversity of functions and social roles. The society does not only allow the status hierarchy of status groups of individuals that belong to them, but sees it as a source of development. Therefore, if there is a need for social inequality certain criteria of inequality are used to streamline social structure.

9. The areas for improvement are: raising the quality of life of the population, overcoming economic and political polarization; balancing demand and supply of labor; development of social infrastructure. A comprehensive program for combatting social inequality involves three areas: economic development; the rights and social guarantees of citizens; improving the forms of income redistribution based on the economic status of the population.

Questions for self-assessment

1. Define the concept of state.
2. What are the signs of the government?
3. Define the essence of the inside and the outside of state sovereignty.
4. What is the essence of the constitutional process?
5. Define the civil society.
6. What are the signs of civil society?

7. Define the conditions for the formation of civil society.
8. Define the essence of the concept of social stratification.
9. Characterize modern types of stratification systems.
10. What are the factors of social stratification?
11. Name the characteristic features of social stratification.
12. Expand on the essence of methodological approaches to the analysis of social stratification.

Tests for self-assessment

1. The signs of the government are:
 - a) public authorities;
 - b) power of authorities;
 - c) legal authority;
 - d) transparent government;
 - e) universal power;
 - f) sovereign power;
 - g) legitimacy.
2. Define the term "sovereignty":
 - a) a real opportunity to determine the nature of the national life, to solve problems regarding the development of national freedom and national needs, the right to respect the honor and dignity of the culture, language, customs, traditions, and the creation of national institutions;
 - b) political and legal property of the government, which means its supremacy and fullness in the country, independence and equality from the outside;
 - c) the rule of the people as the source and carrier of power, their right to decide their own destiny, to participate in shaping the policy direction of the state, of its authorities – directly or through representative bodies – to control the activities of the government.
3. Among the criteria given below, choose the main subject of civil society that does not belong to them:
 - a) economic freedom;
 - b) legal protection of the state;
 - c) lack of responsibility;
 - d) ideological and political freedom;
 - e) social responsibility;
 - f) a free member of society.

4. The third-level features of interpersonal interaction include:
- a) implementation of complex sociocultural relations through social institutions;
 - b) the need for political participation associated with individual choice based on political preferences and values;
 - c) the viability of an individual through public institutions.
5. Models of interaction of civil society and government:
- a) legitimizing;
 - b) social;
 - c) partnership;
 - d) tool;
 - e) normative.
6. The criteria of social inequality include:
- a) the ethnic potential;
 - b) the social and cultural potential;
 - c) the political potential;
 - d) the environmental potential;
 - e) the economic potential.

9. Modern political processes: the content and development trends

9.1. The current sociopolitical processes.

9.2. Parties and civil society.

9.3. The influence of political parties on the state of public administration.

9.4. The trends in political processes in modern society.

The key concepts and terms: political process, objects and forms of the political process, typology of political processes, regimes of the political process, political party, political party functions, political party structure, civil society, parliament, government, state power, political transformation, coalition, opposition.

9.1. The current sociopolitical processes

The content of the political process is the essence of policy actions aiming to implement political interests, namely interests relating to harassment, exploitation and maintenance of power.

Therefore, the political process embodies the interaction of social and political structures and relations that represent the relationship of state policy towards other political institutions and political system of society.

The most important features of the political process are its dynamics, mobility, complex system of determination resulting from the motivation of a significant number of policy actors and the divergence of their political interests and orientations.

The objects and forms of realization of political process actions are: public authorities formed by election; mass organizations set up by the will of citizens united in social-and-legal organizations; political and legal rules made by adjusting the process of preparation and adoption of laws, direct detection of citizens' will (referendums, conventions, meetings, etc.); management in major areas of public life, etc. (Fig. 9.1).

The content of the political process is determined by many factors, characterizing the level of social and economic relations, the state of spiritual and ideological spheres of society and other conceptual models that concentrate a general idea of global developments, tendencies in public opinion, the priority of certain political values.

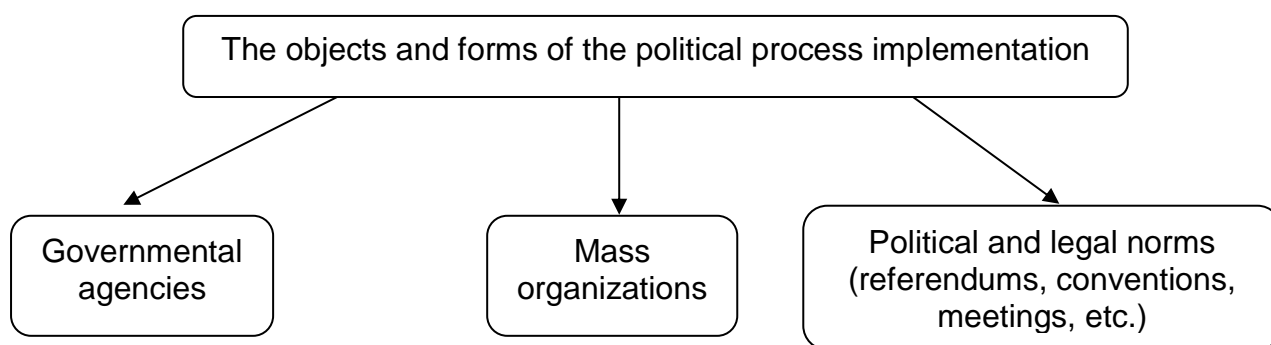


Fig. 9.1. The objects and forms of realization of a political process [79, p. 5]

The political process is the genesis of political institutions, political values, rules and direct political links and relations. Political processes are peaceful, gradual and abrupt.

At the same time the most diverse interpretations of a political process are explained by the fact that it generally reflects the real interaction of policies, resulting from a variety of external and internal factors, rather than established by leaders or programs of the parties.

The political process shows how individuals, groups, institutions of power with all their stereotypes, goals interact with each other and with the state;

demonstrates how the implementation of the policy actor roles creates some elements of a political system, destroys others, develops and creates others; reveals the movement, dynamics, evolution of a political system, its changes in time and space.

Therefore, the political process is joint actions of institutionalized and noninstitutionalized subjects on the implementation of their specific functions in power.

In relation to society as a whole, the political process reveals the interaction of social and political structures and relationships that shows how society shapes its statehood and the state and, in turn, wins the society.

The formation of a political system, its dramatic changes can be considered as important milestones in the course of the political process as they become possible as a result of difficult compromises of politicians or real advantages in the political life of certain political forces.

These measures define the principles of the organizational structure, responsibilities and relationship levels of management. Measures aimed at the development of political processes under current conditions are:

- strengthening the social foundations of society;
- involvement of citizens in governance and public affairs;
- development of confidence and supporting the parties;
- formation of political consciousness of citizens;
- ensuring the rule of law and other democratic norms.

Changes in the political process create a different level, scope and direction of policy subjects' actions. Some of them can be attributed to international and global processes that require coordination and joint efforts of policy at the level of regions, states or the international community as a whole, while others have partial character.

One of the major problems that the subjects of politics tend to solve for themselves is that of the exercising of power technology, the adoption of decisions and legislation that would provide an opportunity to adequately represent their interests at various levels of authorities.

In terms of the internal content the political process reflects the political process technology, the existence of government, representing a community of relatively independent, local interactions of entities, bodies and institutions related to some specific goals and interests in maintaining (or changing) the system of government.

As to the social value of certain forms of political regulation of social relations, the political processes are divided into basic and peripheral.

The former characterize a variety of ways to incorporate broad social strata in relations with the state, forms of transformation of interests and requirements of the population to managerial decisions, the typical methods of forming political elites, and so on.

The latter reveal the dynamics of political processes of formation of some political associations (parties, pressure groups, etc.), development of local self-governments, other relations in the political system that do not provide a fundamental influence on the dominant forms and methods of power.

Basic and peripheral political processes vary in time and nature of the implementation; orientation of its subjects to the rules of competition or cooperation; can occur explicitly (open) or in a hidden form.

The apparent political process is characterized by the fact that the interests of citizens or groups are systematic in their public claims to the government, which in turn makes available the phase of preparation and decision-making to the public control.

The shadow process is based on publicly executed political institutions and power centers, as well as personal harassment of citizens that are not expressed in the form of an appeal to institutional governmental bodies.

Each of the political processes has its own internal rhythm i.e. cycle, repeatability of the main stages of interaction of subjects, structures, institutions. Typically, the peak of this activity is the election. At the present time – the time of reforms of public relations – the rhythms of state institutions' functioning, political involvement of people is no longer influenced by decision of higher authorities, but by some political events that change the balance of political forces, military coups, etc.

Therefore, the main task of all participants in different democratic processes is to incorporate their interests and requirements in managerial decisions taken by the institutions of state power. The institutions of government are important tools of setting out group requirements and making general purposes of collective political development. The typology of political processes is shown in Table 9.1 [152, p. 235].

Ultimately, all partial political processes are combined by one and the same need of their subjects to influence political decisions taken by public authorities.

The typology of political processes [79, p. 46]

Classification criteria	The types of political processes and their characteristics	
1. The environment of the political process	Domestic (relations between the elements of the political system related to the implementation of political power)	Foreign policy (relations between the states related to achievement of political compromises)
2. The stability of relationships of political structures	Stable (resistant behaviors and mechanisms for political decision-making)	Unstable (generally arising in crisis as a manifestation of changing political circumstances)
3. The nature of the political process	Evolutionary (some gradual changes in the interaction of policy elements)	Revolutionary
4. Orientation of the policy subjects	Confrontational (due to the struggle between the political parties)	Consensus (due to cooperation between the political parties)
5. The time course of the political process	Long-term (measured by some historical periods)	Short-term (occurring in real time)
6. Prevalence of the political process	Global (taking place in the world community, as well as at the national level)	Regional and local (at the level of a region)
7. The nature of the political process	Open (characterized by the open nature, external manifestations)	Covert (latent) (taking place without visible external actions)

Thus, the degree of centralization of power and distribution of powers between the groups involved in developing the strategy and goals of political development depend on governmental institutions.

Under modern conditions there are three main regimes of a political process: operation, development and decline.

The first one is the mode of operation that does not display the political system beyond public relations and governmental institutions. In this case, the political process reflects the simple reproduction routine relations at the structures of power that take place between the elite and the electorate, political parties, local governments, and so on. Here, traditions and heritage take precedence over innovation.

The second one is the mode of development. In this case, the structure and mechanism of power bring state policy to the level that allows it to adequately respond to new social demands of population, "the call of time". At the same time the institutions of government, the ruling circles are believed to have found the goals and methods corresponding to social changes, to change the balance of power within the country and in the world.

The third regime is the collapse of political integrity. Political changes are negative with respect to the rules and conditions of the political system existence. As a result the decisions taken, the regime loses the ability to regulate social relations and maintain its stability (the former socialist countries).

9.2. Parties and civil society

Political parties act in a certain political space. Considering the nature and distribution of human and material resources of a society, one can identify specific subsystems and their elements as they affect the party system.

The social structure was being developed in such a way that there were two crucial measurements that were very important for the political parties. They are ethnic-and-regional and regional-and-economic. Ethnicity is taken to identify ancestors who had a common culture, origin, language and religion.

Regional-and-economic characteristics emphasize a regional split due to differences in economic resources and development. The impact of the economy on political parties occurs through the values that are associated with it, through the activities of organized interest groups.

Religion is not so tightly linked to the political system as the economy. But historically, it greatly influenced the political development, and in some countries, for some special reasons, continues to be an important democratic force. Similar to the economy, institutions and organizations connected with religion exercise influence on the parties by organized interest groups or activities of the elite. The components of the environment that most obviously influence the political parties, are other elements of the political system, especially the nature of the political regime, the form of government and the type of the electoral system.

Democratic political regimes form favorable conditions for the development and operation of political parties, while authoritarian and totalitarian ones – complicate or make their activities impossible.

Parliamentary power is based on the party system, while the presidential one operates quite autonomously from it. In federal states with a bicameral

parliament the party rule implementation is more complex than in a unitary state with a unicameral legislature. Finally, the proportional electoral system promotes the formation of a multiparty system. The signs of environment that give an overview of the activities of a political system are shown in Fig. 9.2.

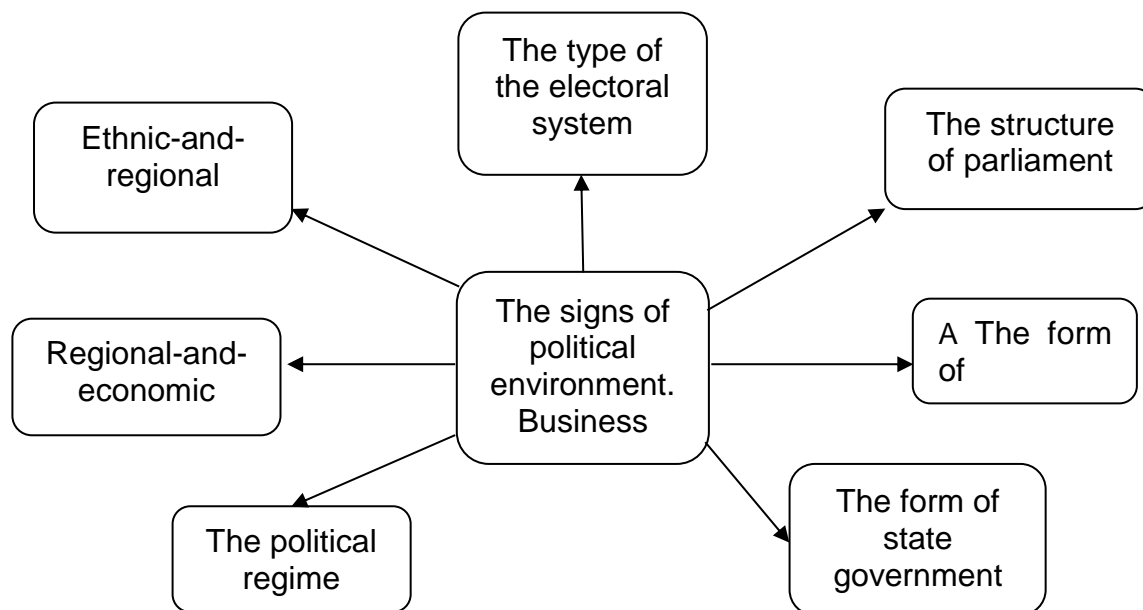


Fig. 9.2. **The signs of political environment** [79, p. 45]

As social and political environment affects the appearance and activities of political parties, the parties are also engaged in active reverse effect on the political system.

Apart from NGOs, interest groups, society, movements and other forms of civil activity and public bodies, they are an important institutional subsystem of a political system.

The relationship between political parties, parties and the state parties and citizens and other elements of the political system is an important part of its standard subsystem.

Within the communication subsystem relations between political parties, between parties and the state, between parties and the public become important. They are important channels of communication in society.

A variety of functions performed by political parties, making them an integral part of the functional subsystems are shown in Fig. 9.3.

The reasons for parties to appear are: first, the parties are formed when members of the public are aware of the existence of conflicts that belong to the structure of society in general, to aspects of its organization or political trends that dominate the society. These problems can be discussed at a general level or be ignored (in the case of a one-party system), but awareness of the

existence of social contradictions is still one of the main reasons for political parties' existence; second, the parties exist to support communication between the government of a state and society; third, for the major parties there is belief that "unity is power". It is widely propagated in today's society. It is believed that a strong, well-organized party can act effectively.

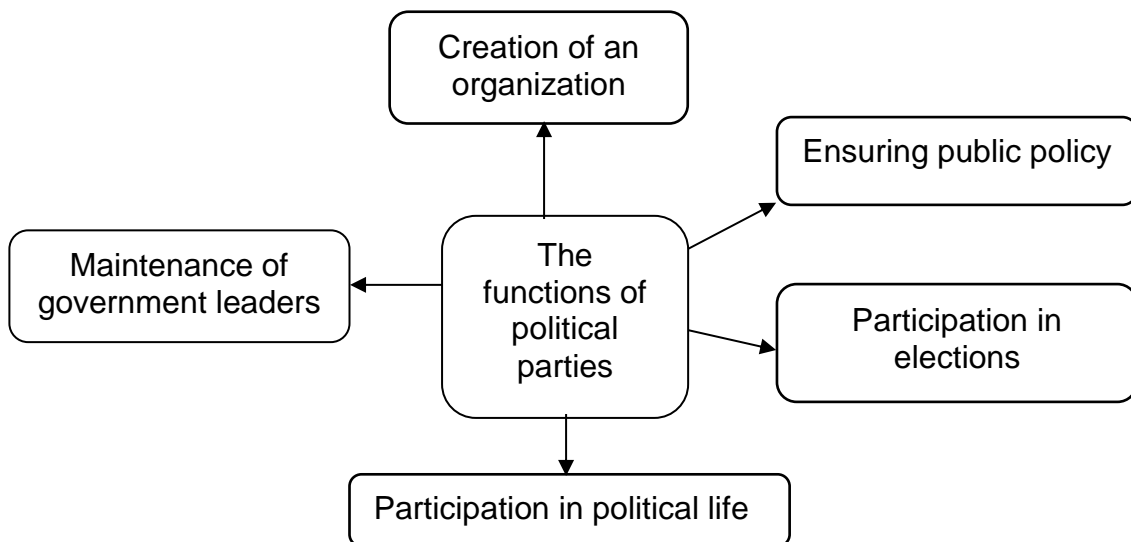


Fig. 9.3. **The functions of political parties** [79, p. 78]

Parties perform their main functions at three levels, namely, at the level of society as a whole, at the level of the political system, and at the level of daily life.

At the general level, the role of parties is in resolving conflicts that arise. They are also the principal means by which the ruling elite expands its influence trying to "force" people to accept its policy and vice versa, the means by which society (or the most active part of it) is trying to influence the public administration.

At the level of a political party system, there are institutions that influence the formation of the government, initiate the electoral system (majority, proportional or mixed).

At the level of daily political life, parties play a major role in involving the masses in politics and in the selection of political personnel, their training and promotion to senior governmental positions.

There is no unambiguous definition of a political party in the political theory. The fact that it refers to the electoral associations, unions, movements, political associations, companies or units indicates the complexity of the definition of the term.

It is possible to speak about a political party only when it comes to organizations that set out the goal to produce a permanent effect on the

formation of political will and therefore require stable organizational structures and policies. The characteristic features of political parties are shown in Fig. 9.3.

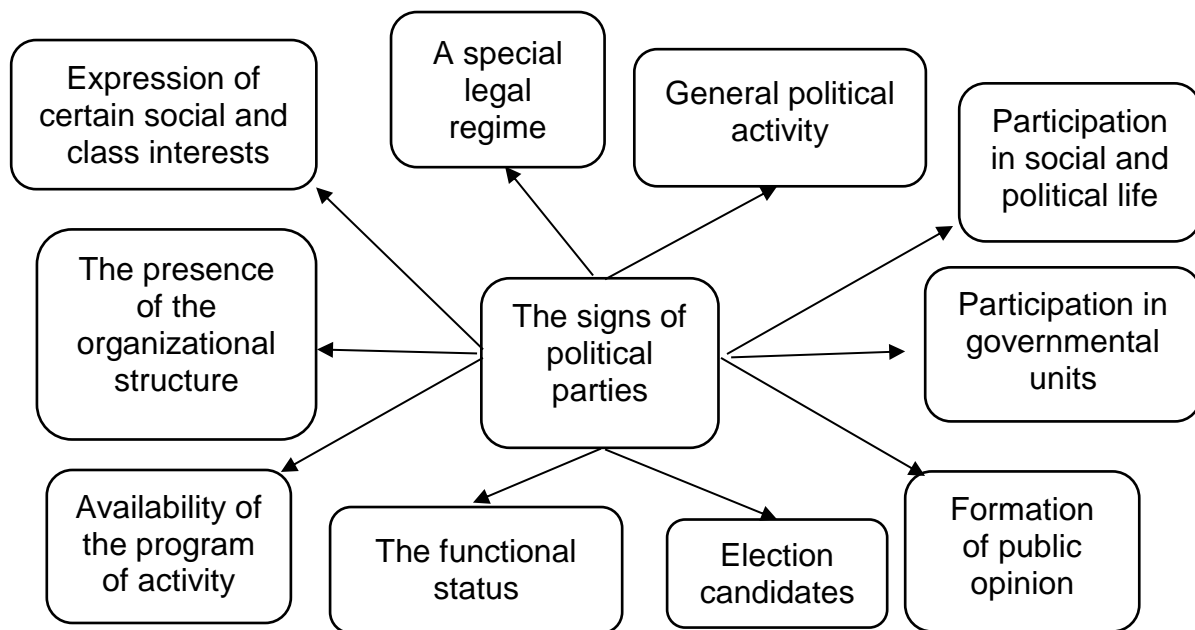


Fig. 9.4. **The signs of a political party** [79, p. 81]

A characteristic feature of political parties is participating in the election in order to hold sway. An indicative sign of a political activity and the existence of a political party is its involvement in the formation of political will exercised by people and structures through ideological influence and exercise of power in various fields.

A party cannot achieve its objective in its own organizational boundaries. Party members must hold leadership positions in the political system so that the impact that the party seeks to have could gain its real character.

The formation of political will is the main task of the parties exercised within the democratic system. Competition between ideas leads to a pluralistic debate. Conflict resolution is in accordance with the rules of decision by majority. In addition, there are rules of agreement and understanding. The ability and willingness to compromise is an essential element of the culture of democracy.

Those who seek to achieve influence on the formation of political will must have a lot to offer. Therefore the most important thing for political parties is their programs. They should include concepts and mechanisms by which the parties wish to extend their political influence. Those who exercise political power need landmarks to turn them into social and political reality.

Thus, a political party is a group of individuals united ideologically and organizationally to conquer, maintain and use the state power and pursue the interests of various social groups.

Parties are special groups that influence political processes in society. Unlike other social groups they seek to gain power or to take part in its implementation.

A party is not a political group, but a kind of union or organization. They are characterized by vertical and horizontal structure. A party is a voluntary organization, because no one can be forced to join it.

A party, according to the Latin meaning of the word, is a part of the whole. So, assuming this understanding, they need to add other parts, i.e. other parties. Only then they will make integrity.

The presence of different political parties reflects the undeniable fact that people are different by nature, and therefore have different interests. If any party begins to claim that only it alone has the right to decide what is in the interest of all the citizens, it inevitably leads to fatal social consequences.

In the context of parliamentary democracy, parties are the carriers of pluralism, diversity of ideas and opinions. In theory, democracy is possible without political parties, in practice, it is impossible, because only parties express thoughts and ideas of the people in such a way that they can acquire political effectiveness. A party is a necessary tool of the will of people in its power.

The reasons that motivate people to join a party are very different. It may be some specific tasks, common regional issues or ideology. For example, the threat to the environment made many people join the Green Party, with only the environmental focus. The concern that the vital needs of their own community or region can be neglected during the decision making can also contribute to the establishment of local parties. There are parties, which are united in certain professional, or age groups.

Parties built on ideology impose a special mark on parliamentary democracy. There are parties that advocate a form of government, for example, Republicans or Monarchists, the supporters of a centralized state or federalists.

There are those who are strongly associated with certain religious groups, and finally, those who try to combine all these trends in a people's party.

A party differs from other associations because it wants to exercise political power. To achieve this goal in terms of parliamentary democracy, it must gain support of as many voters as possible.

The advantage will certainly be gained by someone who clearly shares the interests of voters. Therefore, the party is always trying, on the one hand, to purposefully take into account the interests of voters, on the other hand, not to scare them with their unilateral demands.

An important element of parliamentary democracy is an adjustable balancing of different interests – not only between parties but also themselves. You also need to find a balance between the objective and personal interests. This vital internal party democracy can sometimes conflict with the requirement of maximum closeness. However, it also shows that the party is not just a goal itself but only a means to achieve certain goals.

The criterion that defines certain political and governmental groups as political parties is the role they play in the general way of political relations and characteristics of this group.

The above features are the fundamental basis for determining a party as a particular organizational form of social and political groups.

The influence of political parties on the masses, and therefore gaining the definite positions of power in society is determined by the following factors:

- attractive ideologies that define the development goals, reflecting the interests of the masses;
- the organizational structure, mobility of organizational structures that can realize the targets set;
- the level of competence, credibility of party leaders (chiefs, leaders and functionaries);
- sufficiently massive activity of ordinary party members;
- the ability to virtually organize the party in a particular historical situation;
- the ability to reflect the acute social problems in clear constructive slogans;
- the availability of sufficient funds for ideological propaganda and cultural centers of a party to publish its policy through the media.

9.3. The influence of political parties on the state of public administration

Parties have a significant impact on both the parliament and the government. Both institutions are subject to the parties and form. A similar effect on the parties and the administration of justice, by contrast, is not

allowed. Party decisions do not mean party domination over the state, society or individual social groups (e.g. media).

Elections require the parties to behave in accordance with the existing system. To do this, they need legitimacy. Of course, this is an important issue that requires ongoing debate and public scrutiny.

Political parties actively affect the activities of public authorities, economic and social processes, relations between the countries. They are one of the basic institutions of modern society, without which the functioning of representative democracy, which requires well-developed and well-organized parties is not possible.

In their absence the threat of an authoritarian regime increases. Democracy is ensured by the participation of political parties in elections since ambitions of individuals face public interest groups at multiparty elections.

Therefore, the party is now an integral part of the entire democratic system, especially parliamentary democracy since parliamentary work is carried out mainly through the party.

Social and political influence of the role of the party on the state of government manifests itself in the goals of their activity (Table 9.2).

Table 9.2

The impact of parties on the state of government [79, p. 82]

Type of party	Characteristics of goals
Social	Formulation and justification of interests of large social groups
Activation and association	Representing major public groups at the national level
Ideological	Formation of ideology and political doctrines: theoretical concepts, party program, assessments of events, appeals, social and political strategies, etc.
Political	Participation in the formation of political system, its common principles, components; participation in the struggle for power in the state and formation of program activities
Managerial	Participation in the exercise of state power
Electoral	The organization of political struggle, directing it into the civilized mainstream
Educational	Institutionalization of political conflicts, public opinion; political public education
Personnel	Formation of the political elite, training and nomination of staff for the office of state leaders of NGOs, including trade unions; recruitment and socialization of new members

The multi-party system is a complete guarantee against corruption, abuse of power, a kind of way to control statesmen.

The absence of strong parties that legitimately represent the interests of main social groups in relation to the state, inevitably turns to inability of the state which with no feedback from masses loses control of the political process.

A special role is played by the personnel in the life of the party. It involves the selection and nomination of personnel both for parties, and other organizations that belong to the political system, including the nomination of candidates for representative bodies and the executive apparatus of the state.

The authority of the party in society depends on how well it implements the function of policy making and implementation of policy. The scope and efficiency of this function depends on the party's place in the political system.

9.4. The trends in political processes in modern society

The Ukrainian society and the state have to solve three large-scale problems.

The first is the need for specific, well-established European standards and norms of political, economic, social and cultural spheres.

The second is the awareness of the society and the state of the key social development in Europe and the world and the search for strategic directions of Ukraine's future.

The third is the practical advancement of society and the state in specified directions.

A successful solution to all three problems is only possible if there is a relevant economic, social, political and cultural environment.

At present, political transformation becomes the lever that will dramatically correct social dynamics.

In Ukraine, political parties are actually an arranged mechanism for implementing the interests of elite groups. The amorphous and unformed social structure of the modern Ukrainian society determines the insufficient form of its interests as an integral system.

In Ukraine, there is no political ideology as an effective political tool and, accordingly, the existing political parties do not have any clear ideology and system regulations.

Therefore, in terms of building a democratic society the existence of ruling and opposition parties, that create mechanisms for political accountability of

government to the voters is actual. The ruling party is criticized by the opposition, which affects the quality of their decisions.

The reward for the winning party in elections is a place in the government and the power it receives to change the policy of government.

Additional information. The US party that has the majority of votes in the House of Representatives or Senate, appoints the leaders of the House and committee chairs. The president appoints more than 3 thousand of people in leadership positions in the executive departments. This allows the winning party to significantly affect the management of the country during 4 years. Party control over the activities of government in Western Europe is much stronger than in the United States since the parliamentary system transfers the right to audit both the legislative and executive branches of the party that won the elections.

Having won public position, and the right to perform state functions, the party should realize national interests for some time. However, it is just a party and it cannot be identified with the state.

Today, the availability of a structured, multipolitical party is a sign of a highly developed society, the presence of social culture and tolerance. They exist in most countries and in all political systems.

The interest of the party and state government in strengthening the role of political parties in government is an important factor in today's party life. So, a party is the main organizational form of modern mass politics, which is the engine of public life. Their evolution can be seen within the political modernization for which they are the driving force.

In today's world, governments are usually formed by political parties. Nonparty governments exist in undemocratic regimes, in democratic presidential regimes, in terms of existence of weak, dispersed and inoperative political parties in democratic, parliamentary and mixed modes.

Thus, the method of government formation depends on the form of government in the state. In a presidential republic, and in absolute and dualistic monarchies there is an extraparliamentary form of government when the president appoints officials without real participation of Parliament.

In parliamentary and mixed forms, the government is formed with the participation of Parliament, often of the deputies themselves. The basis of government formation is usually the principle of coalition. The exception is the presidential form of government where the head of the state gives consent to the appointment of the prime minister and forms the government and the presidential control.

Coalition governments do not arise spontaneously. They are deliberately formed by political parties with the representatives in parliament and seek to control the executive power.

Therefore, the principle of coalition operates in a situation where no party alone can get a majority support in parliament for government formation. So, political parties find common interests that prevail over narrow group interests and carry them out in the process of cooperation.

The base for the formation of a coalition government is a coalition theory that encompasses a set of theoretical constructions devoted to the formation of various political coalitions (electoral, parliamentary, governmental).

Conventionally, all existing coalition theories can be divided into two groups:

Pragmatic. In the process of forming a coalition quantitative indicators, i.e. the number of seats taken by the potential members of the coalition are taken into account. The basic model for this group is minimal winning coalition. It involves the formation of a government based on a minimum number of participants providing the unification efforts to ensure, though minimal, but the majority in Parliament. This model considers the control of the government as a reward for those who got the right to form it.

Ideological. We consider the degree of ideological compatibility of possible coalition partners, corresponding to the model of a minimum radius of action. In this model, joining the coalition to the party is considered as a means of giving the party an opportunity to achieve previously declared political goals. Accordingly, the coalition agreement is not contrary to the accepted program goals.

Building the coalitions between parties can be done by the lawmakers. In particular, the French party system encourages the election of the President of the Republic by general direct vote and an absolute majority (more than a half). This leads to the fact that no political party will be strong enough to achieve the victory of their candidate based only on the votes of "their" voters. To win, a presidential candidate must be able to unite a coalition on the basis of his program. Thus, even though he belongs to a certain political force, the President is an arbitrator in disputes between the parties that are part of his presidential majority.

The election by the majority system in two rounds enables influential parties to get absolute majority in Parliament (noninfluential parties have to enter into alliances with influential ones, giving them their votes).

Comparing the party systems of France and the US, you can see a significant difference between the organizational structure of political parties

in these countries, which provide government activities. The capacity of a semiformal government is based on a flexible dual power structure and is largely dependent on fluctuations in the parliamentary majority.

The nature of the party and government in parliamentary and mixed modes can be found in the concrete mechanisms of representation of parties in office. In some states, the procedure for the establishment of a coalition government is drawn in the constitution or legislation. According to the number of parties represented in the government and how many seats they have in parliament (one-party) we can distinguish minority governments and coalition governments.

Thus, the coalition government is created on the basis of association of political parties. Such a coalition (from the Latin *coalitio* – union) exists until the common interests prevail over narrow corporate interests of the most powerful forces of the current government coalition.

One-party government is formed by the party that according to election results has the most parliamentary seats (Great Britain, New Zealand, Sweden). The other parties play the role of opposition. They criticize the government's actions and offer the best, in their view, solutions to the problems. This model provides the maximum level of cooperation between the executive and legislative branches of power.

The government is formed of representatives of minority parties that have majority in Parliament. This is a common phenomenon in European countries. After the Second World War, more than a third of the governments of these countries formed a minority government. In 2008 a minority government in Hungary was formed as an attempt to overcome the political crisis after the government of the Union of Free Democrats. Consequently, coalition governments are created by parties that do not have their own parliamentary majority. The seats are allocated in the government during the talks between the parties and the agreements are based both on coalition theory and interpersonal relations.

Depending on the ratio of party factions in parliament the relations of coalition partners can be equal. In this case, the seats in government are distributed through consultation, negotiation, compromise.

When relationship is unequal that is the leading party gives certain posts to the other parties in exchange for political support for their faction, the party seeks to limit the number of coalition members. If possible, they are united on the principle of ideological affinity. But in any case coalition governments are less stable than a one-party one.

In terms of systems of moderate pluralism the struggle for power takes place between three to five parties and none of them alone can be in power. Under such a system, coalition governments are formed and each of the competing parties must identify moderation in both the election platform and in relation to possible coalition partners.

These systems have three inherent characteristics: relatively small ideological distance between the main parties; a tendency to coalition formed between parties with different points of view, but the main feature of moderate pluralism is not an alternative government but the coalition government with the prospect of alternative coalitions.

The system of polarized pluralism (which characterizes today's Ukraine) features the following: the presence of relevant antisystem parties; struggle for power between six or more parties; a large ideological distance between the parties; the existence of bilateral destructive opposition (left and right); the presence of one or more parties that occupy the central position and due to this have government potential.

It must be remembered that any party system that evolves to the present system can consist of a strong, organized mass parties based on internal parliamentary experience. Such parties are generated by the respective political culture and traditions. The transition from unstructured to structured party system is usually caused by the aggravation of political struggle.

If Ukraine is reforming its political system towards a parliamentary-presidential or parliamentary republic, we must realize that the presence of strong political parties is the key to the progressive development of our society. Political parties as actors of formation of the political-administrative relations determine the nature and direction of political processes.

An important factor affecting the performance of the parliamentary system is party discipline, which means a unanimous vote in parliament. Parliamentary government cannot operate without the support of Parliament, and this support is manifested in ensuring coherent voting. This discipline is consolidated but not as a result of pressure (imperative mandate or bribery).

The terms of party discipline and consolidation are:

- 1) the existence of party organizations at all constitutional levels;
- 2) political money is going through the party organizations but not directly to the candidate.

The consolidated party must be stable, i.e. provide permanent membership of its faction without splits and conversions. For example,

undermining the foundations of the Japanese party system was due to the split of dominated Liberal Democratic Party (LDP) in 1993. Split, in turn, was caused by the election scandal related to the expenditure of significant funds. As a result, Japan has worked out certain rules: when internal party democratic procedures are exhausted, the minority party should waive its rights and act unanimously during the voting.

The constitutional provisions of France affirm differentiation between the majority and the opposition parties in Parliament, prompting parliamentary group of the ruling majority to maximize cohesion and discipline.

In structured party systems of other countries some mechanisms to prevent party defections are worked out. For example, a member of parliament can be allowed to leave the party, but prohibited to join another party.

Parliamentary parties act as a communication channel that operates between interest groups in society and public authorities. There is a specific mechanism within the parliamentary structures through which voters have an impact on policy formation and government agencies – parliamentary factions of political parties.

In most foreign countries parliamentary factions have purely party character. The creation of such structures on other grounds is not allowed, and in some countries expressly prohibited. Parliamentary factions are formed from representatives of one party or the representatives of several parties that have a close political platform and common interests. In some countries the creation of so-called mixed factions, which include individual deputies is allowed.

The effectiveness of parliamentary factions is determined by the quality of the legislative process, performance control and other functions of Parliament.

Representatives of the factions in the working groups and other temporary unions defend the interests of factions. Fractions are actively involved in the formation of standing and special committees of parliaments and governing bodies of the chambers.

One way of democratic procedures of processing and decision-making in the legislative body may be wide public involvement in the work of the Committee.

Since 1970s Canada, the USA and European countries have begun to actively enforce public consultation mechanisms between the authorities and members of the public in the form of permanent public councils.

The mechanism of public councils is used by the power to keep themselves from false steps, from making incomprehensible solutions to the

public and making inappropriate situations. The Public Council supports the development of cultural consensus. They are under pressure to solve the accumulated problems.

The issues of legal regulation of parliamentary factions are resolved differently in different countries. The existence of factions is recognized by the Greek Constitution, in Denmark, Spain, Italy, Portugal and Sweden.

In most countries the organization and regulation of factions is based on parliamentary regulations. As a rule, regulations specify the minimum number of deputies required to create factions, depending on the quantity of the Houses of Parliament.

Today, the parliamentary factions are an integral part of a party structure in all civilized democracies.

With representatives of parliamentary factions temporary so-called working groups are formed to address specific current issues, including the preparation and foundation of bills. Representatives of the factions in the working groups and other temporary unions defend the interests of factions. Fractions are actively involved in the formation of standing and special committees of parliaments and governing bodies of the chambers.

Exercising control over the activities of government, parliamentary factions of political parties realize the opportunity to influence the government and play a crucial role in shaping it. However, full realization of these opportunities is only possible with a large faction of the ruling party.

Being extremely important for the development of political pluralism and a multiparty system, full activity of coalition is a legal basis for the opposition. This does not only apply to the Political Parties Law of Ukraine, but parliamentary regulations which assume objectives, functions, mechanisms of opposition and guarantee its work and its responsibility to society and the state for their performance.

Mutual civilized competition of ruling forces, including the coalition government and constructive opposition within the existing constitutional system reduces the risk of growing polarization, helps to define contradictions and possible solutions (concessions and compensation for them). The opposition party is a part of civil society, a sign of democratic processes. Therefore, it is logical to claim that opposition political activity must take place in the legal framework of the state.

Conclusions

1. The political process embodies social interaction of political structures and relationships that represent the state policy with respect to other political institutions and political system of society as a whole.

2. In terms of internal content, the political process reflects technology, the existence of government, representing a community of relatively independent local interactions entities, bodies and institutions related to various specific goals and interests in maintaining (or change) of the government system.

3. The indicative sign of political activity and the existence of a political party is its involvement in the formation of political will exercised by people and structures through ideological influence and exercise of power in various fields.

4. Democratic political regimes form favorable conditions for the development and operation of political parties, while authoritarian and totalitarian ones complicate or hinder their activities.

5. The relationship between political parties, parties and the state, parties and citizens and other elements of the political system is an important part of a standard subsystem.

6. Political parties actively influence the activities of public authorities, economic and social processes, relations between the countries. They are one of the basic institutions of modern society, without which functioning of representative democracy, which requires well-developed and well-organized parties is impossible.

7. In the systems of moderate pluralism, struggle for power takes place between three and five parties and none of them alone can be in power. Under such conditions, coalition governments are formed and for this purpose, each of the competing parties must identify a moderation in the election platform and in relation to possible coalition partners.

8. Full activity of the coalition government in the establishment of a legal basis for the opposition is crucial for the development of political pluralism and a multiparty system.

Questions for self-assessment

1. Define the concept of a political system.
2. Give a definition of a political party.
3. What kinds of parties do you know?

4. Determine the status and trends of the political system in modern Ukraine.
5. What should the political and ideological concept of the state be?
6. Describe the party-political spectrum of modern Ukraine.
7. Describe the model of the public-political system of modern Ukraine.
8. Identify the main directions of reforming the political system, formation of civil society in Ukraine.

10. Innovative development of Ukraine

- 10.1. The innovative development trends in Ukraine.
- 10.2. Staffing the innovative potential of Ukraine.
- 10.3. Information society as a form of social organization in modern environment.

The key concepts and terms: innovations, innovative development, innovative capacity, the activities of public authorities in the regulation of innovative processes, innovative model of Ukraine, development, innovation infrastructure, clusters, municipal and intermunicipal clusters, staffing of public authorities, personnel in public administration, information society, e-government, public information, access to public information.

10.1. The innovative development trends in Ukraine

The success of reforming society in Ukraine is primarily based on an adequate, large-scale, rapid and timely updating of the content of public administration in general and state government in particular in an innovative way. Its priorities are defined by action plans for the implementation of the Programme of the Cabinet of Ministers of Ukraine and the Strategy for Sustainable Development "Ukraine 2020" [248], by the Strategy for reforming the civil service and service in the institutions of local government [253] and by strategic initiative of the newest innovative policy of the European Union to stimulate and disseminate social innovations in public administration.

Today, innovations in the management of executive bodies and local authorities is a key factor in accelerating the pace of socioeconomic development of the states and their territories, getting out of the crisis, solving social problems in the shortage of material and financial resources. Recognition of their importance inevitably acquires institutional forms.

According to the Innovation Activity Act of Ukraine [220] innovations are the newly formed (applied) and/or improved competitive technologies, products or services as well as organizational and technical solutions for industrial, administrative, commercial and other activities which significantly improve the structure and quality of production and/or social sphere.

Innovation is a final result of innovation activities, which was embodied in the form of:

- a new or improved product introduced on the market;
- a new or improved technological process used in practice;
- a new approach to social services and so on.

Innovation has three distinctive features (Fig. 10.2).

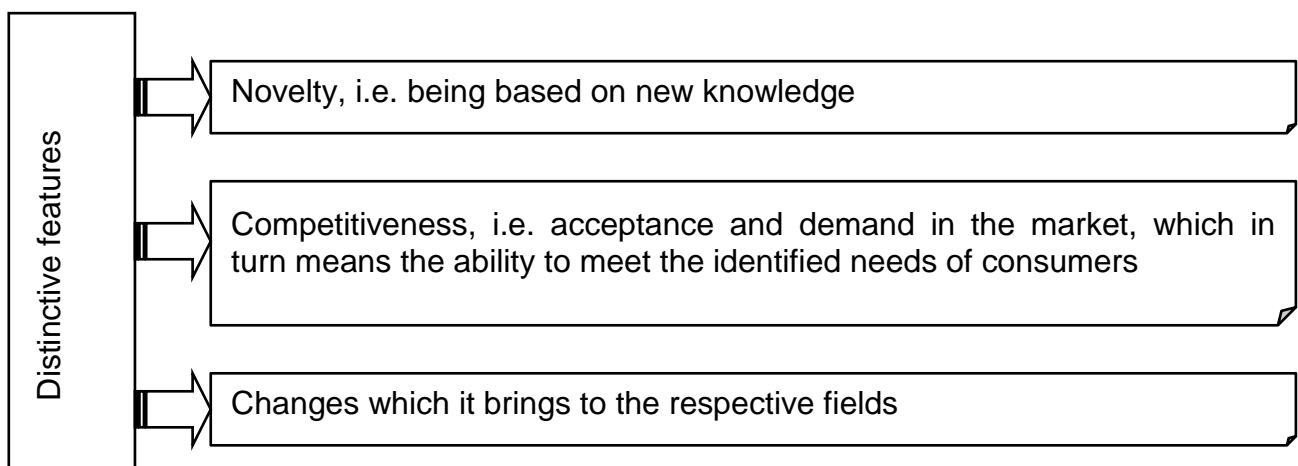


Fig. 10.2. The distinctive features of innovation

The classification criteria of innovation are given in Table 10.1.

Table 10.1

Classification of innovations

Criterion	Innovation	Characteristics
1	2	3
The degree of novelty	Basic (radical)	Innovation based on a scientific discovery or invention, and aimed at the development of innovative products and services, new generations of technologies
	Improving (increasing)	Innovation aimed at improving the parameters of manufactured products and technologies used, product development and engineering processes

Table 10.1 (the end)

1	2	3
The nature of practical activity	Manufacturing	Innovations embodied in new products, services or technology of the manufacturing process. They are the implementation of new knowledge into new products, services or introducing new elements into the production process
	Managerial	New knowledge embodied in new managerial techniques, administrative processes and organizational structures
	Information	Innovation aimed at the optimization of the information flow in different fields
	Social	Innovation which includes the development and implementation of measures for improvement of working conditions and living standards
	Environmental	Innovation which includes the development and implementation of measures for environmental protection
Technology options	Product	Providing a new product or service to meet the needs identified in the market
	Process	New elements introduced in production, management, organization, marketing and other processes
Scale	Global	Inner and intraregional innovation of enterprises caused by evolutionary changes in the field
	Local	National and international innovations that radically (revolutionary) increase organizational and technical level of production

The concepts of the innovation process, innovation potential, innovation infrastructure and innovation development are closely related to the concept of innovation.

Innovative activity in Ukraine is regulated by a number of regulations, including the Innovation Activity Law of Ukraine dated July 4, 2002 No. 40-IV [220], the Cooperation of Local Communities Act dated June 6, 2014 No. 1508-VII [245], the Innovation Activity Priorities Act of Ukraine dated August 8, 2011 No. 3715 VI [234], the Special Regime (of Innovation Activity of Technological Parks) Act dated July 16, 1999 No. 991-XIV [244], the Decree of the President of Ukraine About the Measures for Definition and Implementation of the Priorities of Socioeconomic and Cultural Development dated September 8, 2010 No. 895/2010 [219], the Decree of the Supreme Council of Ukraine About

the Recommendations of Parliamentary Hearings on the Topic "National innovation system of Ukraine: formation and realization problems" dated June 27, 2007 No. 1244-V [239], the Resolution of the National Academy of Sciences of Ukraine About the Formation and Functioning of Innovation Clusters in Ukraine dated June 08, 2009 No. 220 [254], and others.

The essence and purpose of innovation are shown in Fig. 10.3.

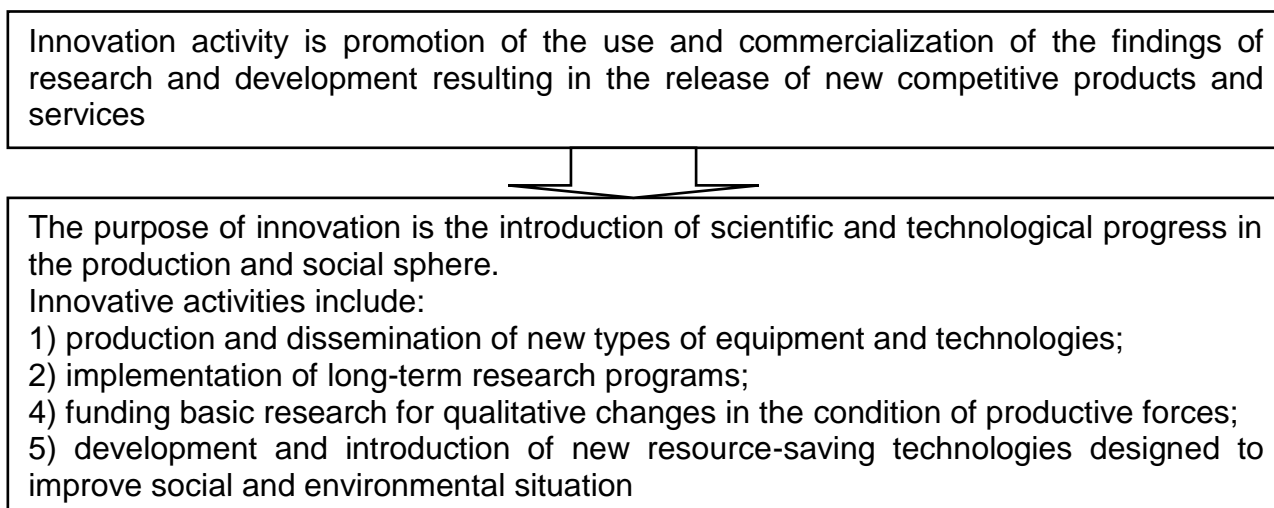


Fig. 10.3. The essence and purpose of innovation

The objects and subjects of innovation are shown in Fig. 10.4.

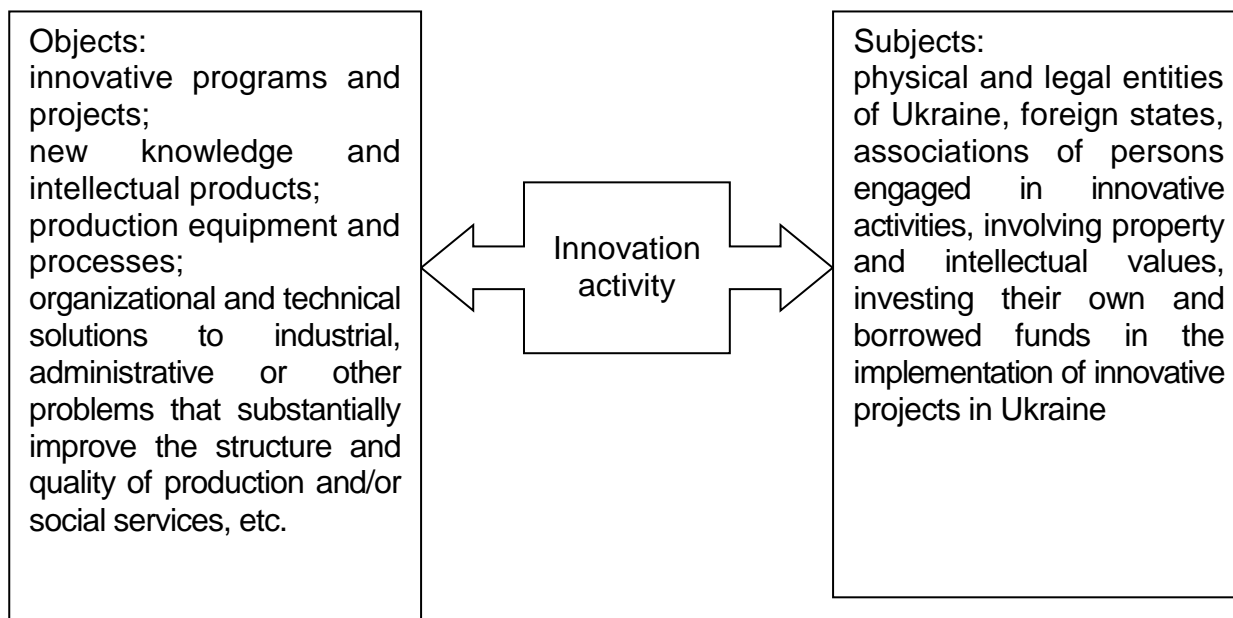


Fig. 10.4. The objects and subjects of innovation

The innovation process is part of innovation activity defined by inputs, outputs, control function, innovative potential, resources, feedback and their interaction, which together reflect the creation and dissemination of innovations.

Innovation and innovative processes related to it apply to all types and directions of social activity and cover all the stages of their formation and development, which suggests a special kind of social activity – innovation. A managerial goal is to initiate and generate new ideas to control, manage them across the state and any organization and facilitate the implementation of the results in public life.

Fig. 10.5 shows the main activities of local authorities (local state administrations and local governments) in the regulation of innovative processes at regional and local levels.

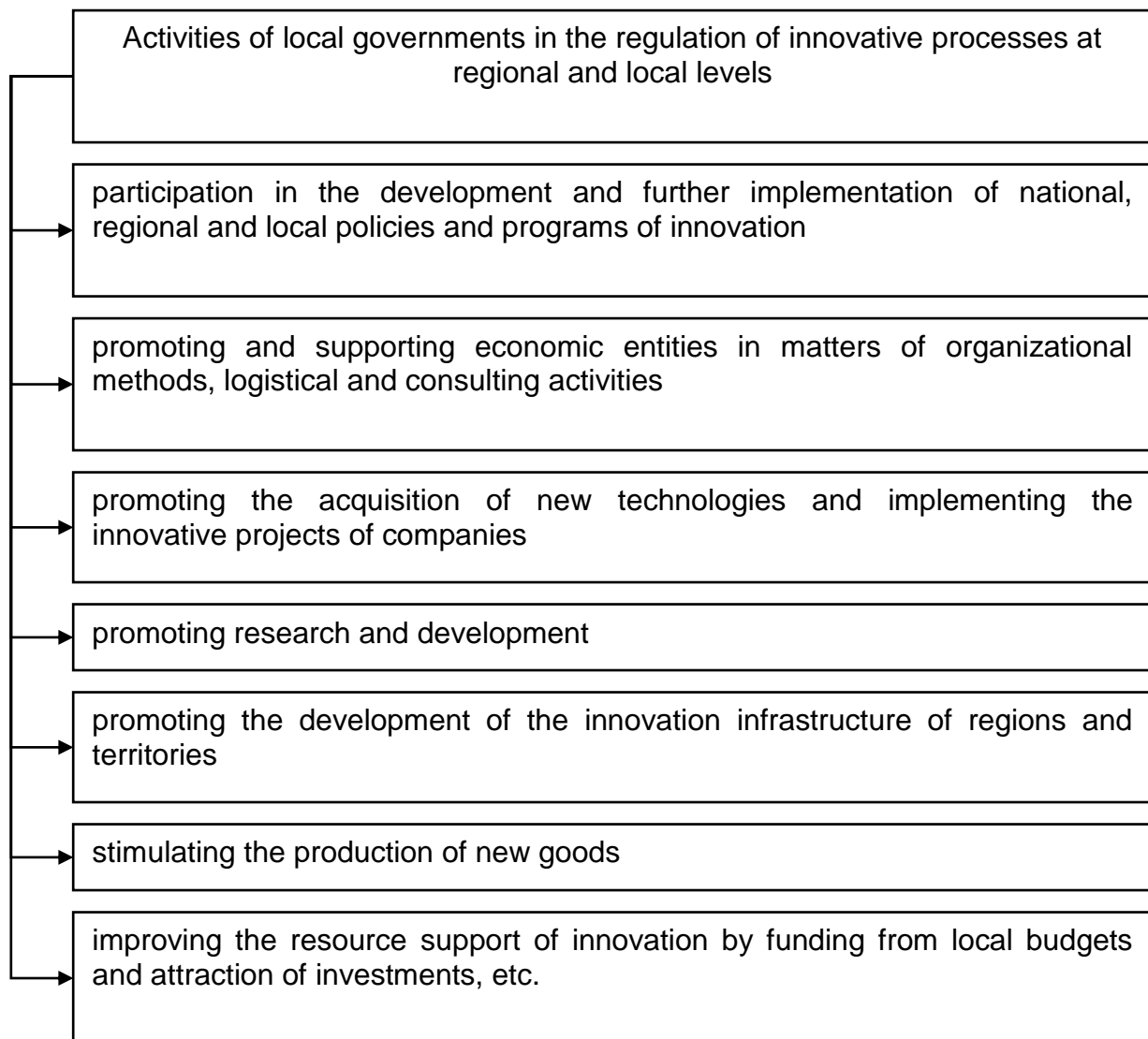


Fig. 10.5. The main activities of local authorities in the regulation of innovative processes at regional and local levels

The legislation in Ukraine defines the powers of different levels and subsystems of public authorities as to the implementation of innovation at national and regional levels. Along with this, a list of authorities of both

delegated (village, town and city councils) and executive bodies in the field of innovation is made that makes it possible to assert the existence of the third level to ensure implementation of innovation – the local one.

Based on the results of analysis of existing normative legal acts [220; 234 et al.], and considering the theoretical approaches of scientists to this issue [9; 132; 189, etc.], the author can say that there are two basic directions of formation of the regional innovation-oriented policy in Ukraine.

Fig. 10.6 presents the problems of formation of the regional innovation-oriented policy in Ukraine.

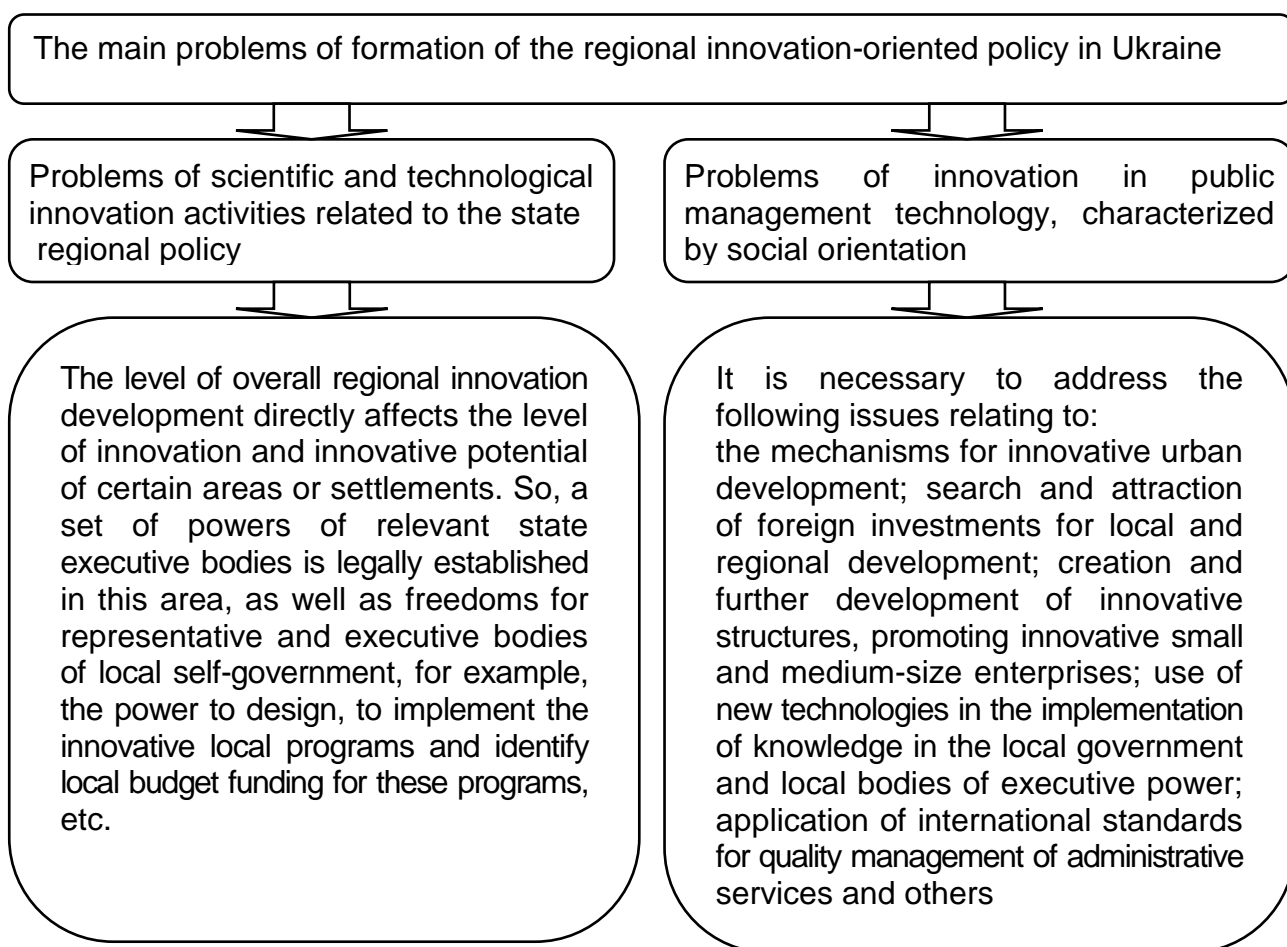


Fig. 10.6. The main problems of formation of the regional innovation-oriented policy in Ukraine

The causes of inefficient innovation policy and failure to reorient Ukraine's economy to a new model of development are as follows:

- insufficient economic incentives for innovation and lack of adequate state support for innovative structures;
- imperfect legal regulation of innovation infrastructure development;

- excessive bureaucratic procedure of state registration, licensing, certification and control;
- incomplete formation of the national infrastructure of information support for innovation;
- lack of adequate investment and funding for large-scale technological changes;
- finally, unsystematic and inconsistent implementation of the national innovation policy [189].

So, to conduct productive innovation at regional and local levels, it is necessary to form a scientific approach and effective legal issues regarding the coherence of public authorities at all levels (national, regional and local) to implement innovation. In addition, it is imperative to consider the use of innovative potential of a country.

The essence of the concept of innovation capacity is shown in Fig. 10.7.

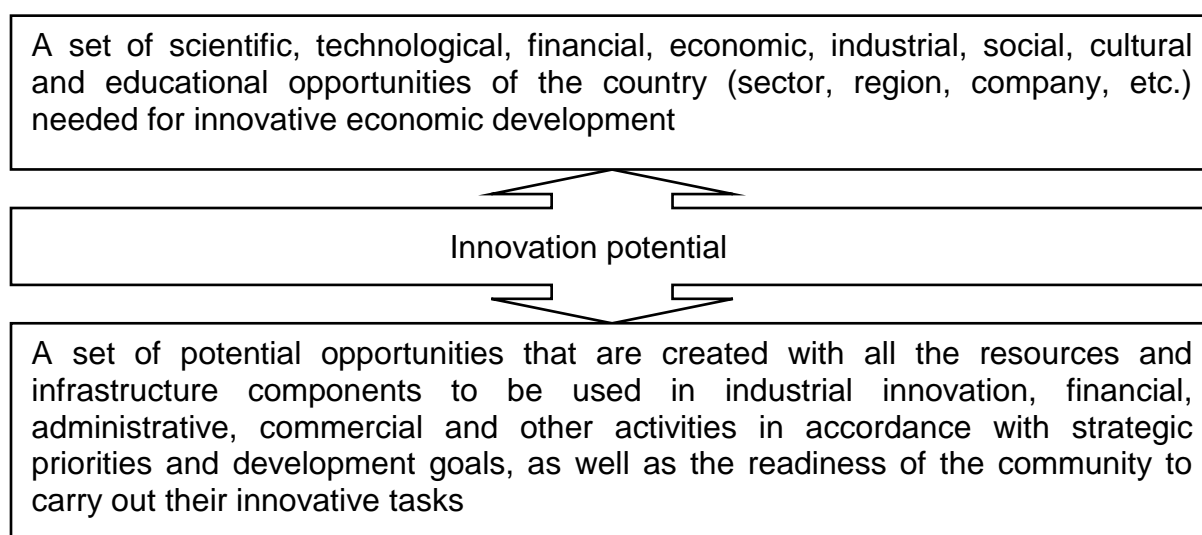


Fig. 10.7. The essence of the concept of innovation capacity

As a generator of low innovation activity, innovative potential is the basis for the economic system to achieve a higher level of development, to increase creative abilities and readiness for innovation.

As practice of economically developed countries shows, a prerequisite for innovation of economy is the creation of the infrastructure of a complete cycle of innovation in the high technology sphere. In Ukraine, the innovation infrastructure is insufficiently developed because it does not cover all the aspects of the innovation process and does not have a systematic approach to ensuring appropriate services in the field of innovation. This is evidenced by the limited number of enterprises (organizations, institutions) of the innovation

infrastructure, lack of organizational structure, insufficient and unstable legislative framework for their establishment and functioning, and so on. According to the Innovation Activity Law of Ukraine dated July 4, 2002 No. 40-IV [220], the innovation infrastructure is a combination of businesses, organizations, institutions, associations, associations of any form of ownership providing services to support innovation (finance, consulting, marketing, information and communication, legal, educational, etc.).

Today, there is a world tendency to the creation of an innovative infrastructure that supports innovations in the state and local administration [38]. Table 10.2 shows examples of such institutions and their areas of activity.

Table 10.2

**Foreign experience of institutional support of innovations
of state and regional administration**

The elements of the innovation infrastructure	The characteristic elements of the innovation infrastructure
1	2
The Observatory of Public Sector Innovation	Established by the Organization for Economic Cooperation and Development. This institution collects and analyzes examples of management innovation; facilitates the exchange of experience of such innovation; provides advice and supports cooperation in the innovation project management; serves a platform for discussion and sharing innovation and creation, etc.
The Center for Democratic Governance and Innovation	Created at the Kennedy School of Public Management at Harvard University. In 1985, this institution launched an annual competition of governmental innovation through private grants. Today, its objectives are to encourage innovative ideas for public participation in the development and control of decisions about budget spending, state and local policy development and intersectoral collaboration. Under the auspices of the institution a number of projects were implemented. For example, the project "Better, faster, cheaper" is aimed at the emergence and implementation of innovative ideas of public administration, seeking to meet the needs of society while reducing costs and improving service quality. The project created a website that summarizes and highlights innovative approaches to leading the development and implementation of policies, forming partnerships between government, private sector etc.
The Center for Public Service Innovation	Created by the Government of South Africa. The main purpose of the institution is creating a culture and practice of innovation to address the most pressing problems of the state. The main methods are research and development, incubation of innovation, partnership projects with the private sector. The range of problems to which that institution applies innovative approaches is quite broad from improving the quality of services provided by hospitals to reducing crime in the state

Table 10.2 (the end)

1	2
The Laboratory of Mexico City Development	Develops and organizes the implementation of a number of innovative projects to improve the efficiency of local government and its interaction with the population and overall development of the city as a comfortable and creative place. The feature of this institution is that it brings people from different fields together to provide novelty ideas; and because of this trend the local government employees interact with external experts. On the site of the institution anyone can quite easily leave an idea or a proposal for the city, information about innovative projects, etc.
The Guangzhou Institute for Urban Innovation	Conducts research on systemic issues related to urban innovative solutions; organizes international seminars and symposia on issues of innovative management; creates a database on urban development; holds the world-famous international competition of urban innovation
The Global Public Innovation Network	Established in 2002 for public funds. The purpose of this organization is the synthesis and dissemination of knowledge about innovation in public and municipal services, public activity for the management of public affairs. Today, the organization brings together ten programs to provide innovative public policy in such countries as Brazil, China, Mexico, Peru, the United States, East Africa, South Africa, the Philippines, Chile

Apart from the institutions mentioned in Table 10.2, there are other institutions that support innovation in the state and regional management. Typical tasks of these institutions are the creation of a data bank of innovations, developing innovative thought, relevant personnel training and consultative support, issuing training and teaching materials, involvement of citizens in the generation of ideas for solving social problems, honoring the best initiatives by organizing relevant competitions. The establishment of a special institution that would systematically and professionally support innovation in national and regional government is expedient.

Our country has already begun meeting the demand for such innovations, but without proper institutional support and peopleware the related practices will continue to be implemented as a separate system instead of short-term initiatives, strategically oriented actions of all management subjects. The purposeful activities in this area will strengthen the human resources of public service and will form a new management culture, which contributes to a better socially useful results with less resources.

With the reforms currently launched in Ukraine, and the changes that occur as a result of these reforms almost in all spheres of public life, the process of transition of the national economy to an innovative model of development and a better quality in the country's investment environment is becoming especially important.

Innovative development is a complex process of applied nature of creation and innovation, quality and change management facility to obtain economic, social, environmental, scientific, technical or other types of effect associated with the survival and development of organizations, enterprises or areas with their population as a whole in the long run.

The problem of recovery of the national economy and raising it to the proper level can be solved, particularly through the introduction of the cluster approach to the activities of organizations, institutions and enterprises of different ownership forms, namely through the creation of a territorial and sectoral integration object or associations interested in the final result.

Clusters are one of the mechanisms for implementing the strategic priorities of innovation development of the country.

Additional Information. For the first time the term "cluster" was introduced by Michael Porter – an American scientist in the field of competitive strategy and economic development.

The first clusters were created in Ukraine in 1997, in Khmelnytskyi region. In the field of agriculture a food cluster was formed in Kamenets-Podilskyi as a structural system for the development of tourism. The initiative was supported by other regions of Ukraine. During the period from 1997 to 2004 the clustering technology was being used in 14 regional centers of Ukraine, including Kharkiv (tourism, medical clusters, the cluster of information technologies, etc.) [201].

The essence of the concept of cluster and the main features of a cluster are shown in Fig. 10.8.

The concept of cluster can be represented as the integration of 4Cs:

concentration – within a local area;

competition – within the cluster there is fight for consumers aiming to conquer and retain them;

competitiveness in the market due to high productivity, specialization and complementarity of participants;

cooperation – involving related industries, local governments and academic institutions to produce a synergistic effect.

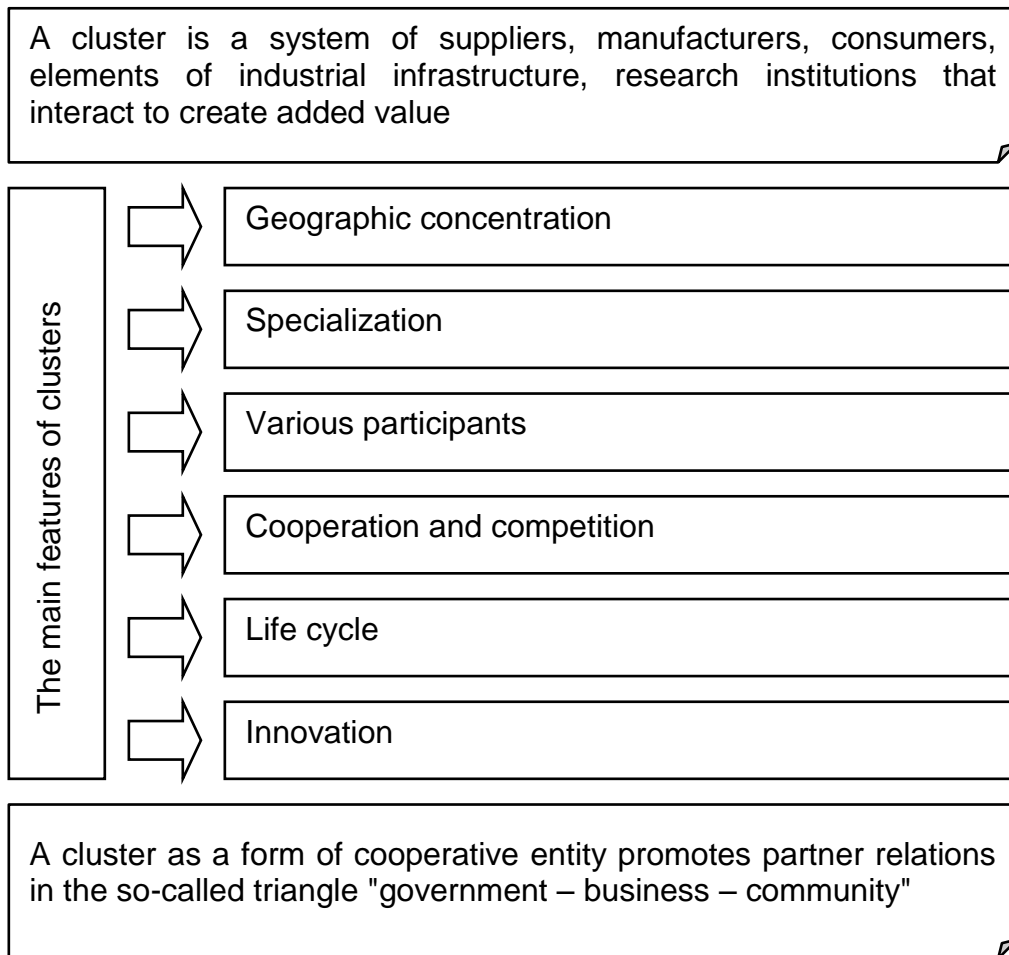


Fig. 10.8. **The essence and main features of a cluster**

The distinction between clusters and other integration associations, organizations and enterprises (e.g. a territorial and production complex, a scientific and production association, etc.) is presented in Table 10.3.

Table 10.3

The distinctions between clusters and other integration associations, organizations and enterprises

Distinctions	A cluster	A territorial and production complex; a scientific and production association
1	2	3
The form of creation	Created by modernizing industrial activity of structures and modules	Created through the institutionalization and legitimization
The type of production	Produces a range of products that can change according to the demand	Active mass production of similar products

Table 10.3 (the end)

1	2	3
The management structure	Traditionally, a network of horizontal type "core – supplier"	Hierarchically balanced on the principle of centralization – decentralization or purely centralized (the type "production unit – complex – area")
The territorial basis	Participants (partners) are geographically close to the main production, there is a localized outsourcing (transfer of one business process by one organization to another organization for their better performance)	The division of labor across the country – suppliers may be located at a distance from manufacturers
The nature of relationships between enterprisers	The relationship between production facilities is not binding	Mandatory technological relationship between enterprises, mandatory enterprise vertical integration (from receipt of raw materials to its full processing)

One of the types of clusters is a municipal association (a municipal cluster). Municipal (intermunicipal) clusters are local networking structures that integrate the activities of representatives of municipal administration, business environment, local research, education, public and other nonprofit organizations to meet the common interests of communities, achieve competitive advantage and increase export opportunities.

Among the competitive advantages of municipalities as for forming clusters one should note absolute and relative advantages [178]:

an absolute competitive advantage is the availability of unique resources and capabilities (such as mineral water, nature, landscapes, environment, integration of production, etc.);

relative competitive advantages are the best conditions for the production and marketing of any products or services compared to other municipalities (e.g., specific mentality of population, low production costs, higher quality, convenient and beautiful packaging, accessibility, etc.).

Within the municipality, it is advisable to form clusters as sets of segmented groups of companies that are united on the principle of a technological process unity. These groups may be, for example, agricultural enterprises (including those

engaged in conducting agricultural research, organization of agricultural work, mechanization, processing of raw materials, production, sales, training of staff of all parts of the process, etc.).

When forming municipal (intermunicipal) clusters, one should take into account the influence of factors that can act as stimulating or discouraging factors of this process [151].

Some of the factors that contribute to the formation of a municipal cluster, are as follows: an objective need for balanced economic development of the city; willingness of municipal government, businesses and the public to implement together the innovative forms and methods of work; features of geographical and geopolitical condition of the city, availability of infrastructure, a large number of small and medium enterprises; availability of the concept, the city development strategy, the use of the program-target method for the formation of the local budget, the implementation of modern management tools in the activities of municipal management (design, marketing, corporate approach, activity-based benchmarking, quality management, etc.); openness and transparency of other authorities, including tax and customs services and others.

Among the factors that prevent the formation of intermunicipal clusters there are the following: lack of governmental support, preferential treatment and benefits for municipal formation and development of cluster initiatives; lack of real financial help from charities and other organizations and sponsors who underestimate the importance and effectiveness of the cluster approach in the development of municipalities; lack of effective local development strategies; low level of mutual trust in the triangle "government – business – community", lack of motivation and skills of joint activities in the implementation of cross-sectoral cooperation, teamwork, and others.

In the process of introducing municipal (intermunicipal) cluster initiatives a significant role is given to the municipal board [151]. The main functions of the municipal board are:

to define the tasks of municipal formation of clusters according to the city development strategy taking into account the impact of the performance of respective clusters to optimize internal and external markets, including the organization of export-import operations, and strategy development in general;
creating a system of preferences (benefits) at the national, regional and local levels to encourage municipal cluster initiatives;

identification of all stakeholders (departments of the municipal board, the partner network entities, other organizations, institutions and agencies),

which may be essential for the functioning of municipal clusters in both domestic and foreign markets;

analysis of the available and required resources, evaluation of deviations from the plan in the course of using them, as well as opportunities for optimum balance;

conducting market research to determine the competitiveness of municipal clusters;

formation of a necessary output data complex (analytical, statistical, etc.) and documents for granting it the status of a legal entity;

examination of the developed cluster concepts, strategies, programs, projects, plans of generalized formation of the municipal cluster development strategy of a city, region, etc.

monitoring and control of the implementation of a municipal cluster, of the strategy and testing the municipal cluster product for compliance with national and international standards;

bringing the products of a municipal cluster activity to the public, as well as the assessment of the expectations of experts and territorial community;

information and communication support of a cluster (organization of public relations, social advertising, maintaining a positive image, etc.);

preparation of the required teaching materials and holding trainings, seminars, etc. for potential members of clusters;

providing technical, financial, consulting and other assistance.

Thus, the creation of clusters in Ukraine will boost the productivity and innovation of enterprises (organizations, institutions), bring increased opportunities to enter the foreign market and implement innovations, and, as a result, accelerated socio-economic development of regions. In addition, the introduction of cluster initiatives will increase the intensity of small and medium enterprises, enhance the investment attraction, create more jobs, increase revenues to budgets of all levels to ensure effective management of the development of local communities and implement appropriate strategies, programs and projects. All this will improve the competitiveness of regional economies as well as Ukraine's economy as a whole.

10.2. Staffing the innovative potential of Ukraine

One of the priorities of the current stage of Ukraine's development is the issue of staffing in all spheres of life.

State personnel policy provides quality staffing of public service and local authorities, improving the competitive status of civil servants and local

government officials, formation of a positive image and making optimum use of human resources, development of human resources.

The development and implementation of modern human resources policy of Ukraine in all spheres of public activity requires effective personnel systems. Formation of personnel policy is directly related to the presence of a perfect, adequate historical stage of development of the relevant state regulatory framework [40].

During the time of Ukraine's independence, a number of documents on various aspects of the implementation of personnel policies, most of which have a practical orientation have been developed. Among them there are the following legislative regulations given in historical order: the Civil Service Law of Ukraine dated December 16, 1993 No. 3723-XII [209] and the Service in Local Governments Law dated June 7, 2001 No. 2493-III [241], the Decree of the President of Ukraine About the Approval of Staffing the Civil Service and the Program of Work with the Leaders of State Enterprises, Institutions and Organizations dated November 10, 1995 No. 1035/95 [218], the Resolution of the Cabinet of Ministers of Ukraine on the Program of Development and Implementation of the Unified State System "Personnel" dated August 21, 1997 No. 918 [236], the Edict of the President of Ukraine on the Program of Training Organization Heads, Deputy Heads, Heads of Departments of Regional Administrations, Those of Their Personnel Reserve and Chairmen and Deputy Chairmen of District Councils dated January 9, 1999 No. 4/99-rp [235], the Decree of the President of Ukraine about the Comprehensive Training Program for Civil Servants dated November 9, 2000 No. 1212/2000 [222], the Resolution of the Cabinet of Ministers of Ukraine on the Approval of the Scientific Research Program of Public Service and Improving the Staffing of Public Administration dated August 8, 2001 No. 953 [215], the Resolution of the Cabinet of Ministers of Ukraine on the Approval of the State Target Program for Training, Retraining and Advanced Training of Specialists in European and European Integration of Ukraine for 2008 – 2015 dated November 5, 2008 No. 974 [214], the Resolution of the Cabinet Ministers of Ukraine on the Approval of the National Qualifications Framework dated November 23, 2011 No. 1341 [216], the Decree of the President of Ukraine on the State Personnel Strategy for 2012 – 2020 dated February 1, 2012 No. 45/2012 [246], the Decree of the President of Ukraine on the National Action Plan for 2013 to Implement the Program of Economic Reforms in 2010 – 2014" Prosperous Society, Competitive Economy, Effective State dated March 12, 2013 No. 128/2013 [228], the

Resolution of the Cabinet of Ministers of Ukraine on the Approval of the System of Training, Retraining and Qualification of Civil Servants and Local Government Officials dated July 7, 2010 No. 564 [217], the Resolution of the Cabinet of Ministers of Ukraine on the Approval of the Strategy of Reforming the Civil Service and Local Government in Ukraine till 2017 and the Plan for its Implementation dated March 18, 2015, No. 227 [253], and others. The most important document for the current stage of Ukraine's development in the field of personnel policy is the Decree of the President of Ukraine on the Strategy of Personnel Policy in 2012 – 2020 dated February 1, 2012 No. 45/2012 [246].

Based on the main regulatory acts in the area of personnel policy [209; 216; 218; 222; 241; 246, etc.], let us consider the major principles which it should be based on (Table 10.4).

Table 10.4

The characteristics of the main principles of implementation of the state personnel policy

Principles	Characteristics
1	2
The strategic principle	Provides a common definition of the national strategy aimed at the search, training, distribution, rational use, ensuring social guarantees and reproduction of the human capital of Ukraine. Compliance is ensured by the implementation of the principle of consistent measures aimed at the optimal use of human resources of the country for effective implementation of national interests and national security
The principle of system approach and consistency in the implementation of personnel policy	Provides strategic prioritization of personnel policy and implementation of consistent measures for their realization. Adherence to the principle is provided by state support for HR in Ukraine, namely planning and implementation of personnel policies on the basis of objective comprehensive information, expert analysis of the problems and prospects associated with the use of labor resources
The principle of legality and democracy	Aimed at providing legal and democratic procedures in making personnel decisions. Compliance with the principle of legality is ensured by providing formation and implementation of personnel policies based on the principles of modern democracy. This principle involves establishing clear procedures of personnel policy in strict accordance with national law. These procedures should be directed at the freedom of choice of professional activities by every citizen, the creation of competition and ensuring the harmony of human rights and freedoms and equal involvement of all actors concerned in the development and implementation of personnel policies

Table 10.4 (the end)

1	2
The principle of specificity and validity of measures	Provides consistent implementation of a number of measures aimed at the efficient use of human capital of Ukraine. Compliance is ensured by the principle of the development, adoption and implementation of state programs aimed at creating effective and scientifically based, legal, social and other conditions for providing comprehensive human resource potential
The principle of regulatory and legal framework	Provides the development, adoption and implementation of the concept of normative legal acts of personnel policy in Ukraine. Adherence to the principle is ensured through the development and improvement of national legislation aimed at finding, training, employment, and ensuring an optimal use of social guarantees to human capital of the country
The principle of human capital development and management of professional career	Provides an efficient use of human resources in the interests of needs of Ukraine's different sectors of society. Adherence to the principle is provided by the definition of and compliance with the national priorities of personnel policy. These priorities should be focused on the rational use of human resources in different areas of Ukraine's economy, and promoting the professional career development of human resources, providing opportunities for harmonious all-round development of each individual
The principle of respect for human rights and freedoms to free choice of profession	An important part of the principle is to provide state guarantees to every citizen of Ukraine to free access to state service. Adherence to the principle is provided by ensuring everyone with the right to a free choice of profession and the right to choose employment
The principle of scientific support	An important part of the principle is to develop conceptual and theoretical foundations of modern application of personnel policy and scientific substantiation of functional principles and basic provisions. Adherence to the principle is provided by increasing the proportion of target research and research programs in developing ways, methods and mechanisms for solving the problems of modern state personnel policy
The principle of information openness and availability	An important part of the principle is to maximize awareness and community involvement in the development, monitoring and audit of personnel policy. Adherence to the principle is ensured through the implementation of a complex system and purposeful measures aimed at ensuring the accessibility and openness to the public of the processes related to the implementation of personnel policy objectives

Compliance with the principles mentioned in Table 10.4 will bring positive results in the implementation of personnel policy and Ukraine will improve the quality of services provided to the public.

The main means of personnel policy implementation are:
workforce planning (prospective and operational). It includes measures to improve the quality of personnel, staff movement, self-education;
organization of recruitment on a competitive and noncompetitive basis to fill vacancies;
creation of nationwide presidential personnel reserve;
primary and secondary professional adaptation to the respective position;
probation time (period);
training, retraining and development of skills;
control and coordination of staff;
assessment of professional competence and performance of a public servant in the annual assessment, validation, functional tests, audit efficiency;
status and financial motivation of public servants;
information and other support of personnel decision making.

The leading areas of state personnel policy include the following:

- 1) staffing the civil service;
- 2) staffing the service in the local bodies of self-government;
- 3) staffing public enterprises, institutions and organizations that perform state duties.

An effective and targeted state personnel policy in public authorities is intended to overcome the incompetence and irresponsibility of officials, radically improve activities of state and local officials.

Under modern conditions of globalization, the intellectual capacity of public housing management is of special importance. These conditions require the implementation of innovative models of personnel policy, according to which it is expected to develop a new style of peopleware control and highly professional management that can meet the needs of population by providing qualitative and effective administrative services.

The introduction of an innovative model of personnel policy implementation will increase the efficiency of civil services, local authorities and strengthen the role of government and public regulation of innovations. According to T. Bazarov [177], one of the main characteristics and a determining factor of innovative economy is the type of activation of the human factor by acting motivational factors that emerged on the basis of innovation culture of innovation activity. Since the public authorities are entrusted with the task of regulation of innovative processes, and the system of civil service and civil servants act as agents of innovation, together with other members of the open market, they are a kind of

innovative enterprise. A specified state of competitiveness, and therefore economic efficiency of their operation depend on the activation of the human factor, effective management as the main element of the innovation culture and professionally trained staff of civil service.

The relationship of economic efficiency with innovative forms of organization of the staff work of public authorities (the management team of public officials) appears at the macrolevel of innovation processes. It does not mean a direct control of production processes by public servants, but organization of the state regulation and economic management system. It is clear that at the macrolevel there are management teams of the highest level (the team of the Prime Minister of Ukraine which includes ministers and managerial horizontal and vertical of executive power which develops and implements the strategic course of socioeconomic development of Ukraine).

Today, Ukraine needs proactive, competent staff with a new style of thinking and vision of a society that uses democratic methods of public administration and is able to provide socioeconomic development of the state under conditions of globalization. So, one can specify the following basic requirements for the realization of human resource functions of public administration: determining the level of professionalism, the ability to act under the present conditions of social development and be open to the implementation of relevant innovations. In addition, the activities of staff should be connected with the implementation of specific functions in the system of public administration, they should not be declarative and abstract.

An effective tool for reforming the system of public authorities is innovation. Its innovative resources should be of high quality and have the necessary and sufficient volume. The main innovation resources in the system of public authorities are represented in Fig. 10.9 [113, p. 78–79].

The priority role of human resources in strategic innovation management is determined by the principle of innovative workforce readiness [113, p. 101–102], which focuses on the assessment (diagnostication) of public servants' willingness to implement innovations. This principle is stressed by many researchers who consider human resources as a key factor, a driving force of creative nature.

The significance of innovation (creative and innovative) activity of public officials in carrying out radical (reformist) social change is emphasized by different scientists. A. Nikiforov considers innovation as a creative process of specific nature, achieving results, which is provided by developing skills, personality and intellectual capacity of an individual [97]. According to

Yu. Karpov it is necessary to pay attention to innovative teaching that is analyzing the new paradigm of modern education [60]: primarily, this type of training is carried out in the system of training and development of staff skills. The importance of assessment of innovation readiness of public officials is also pointed by Ye. Holovakha [32] who indicates that the rating of the Ukrainian innovator type is the lowest in Europe. This statement directly applies to public servants as part of the Ukrainian society and draws attention to the nature and importance of innovation-oriented competence of innovation implementers.

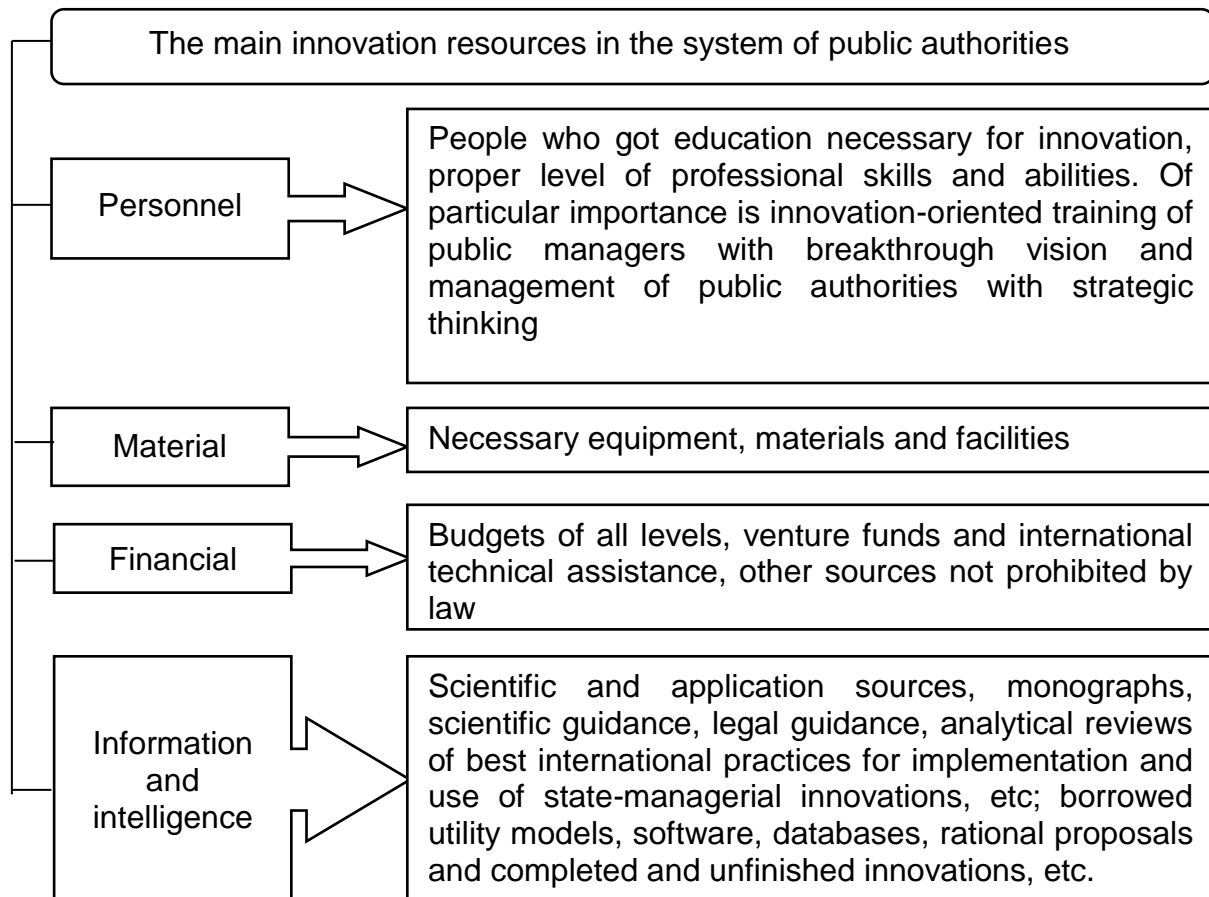


Fig. 10.9. The main innovation resources in the system of public authorities

The assessment of readiness of public officials to implement state and managerial innovations must be based on certain criteria:

1) availability (lack) of personal experience of public officials in innovations; their expert awareness of the theoretical basis of innovation and level of their knowledge of typical innovations in relevant institutions;

2) the degree of awareness among public officials of typical innovations, understanding of their importance for the system of public authorities and awareness of their prevalence in this system.

The first group of criteria provides an idea of the general theory and practical readiness of employees to implement innovations in the system of public authorities based on the study in an appropriate institution. The second group of criteria specifies the preparedness of public servants to innovate and the need for a large-scale dissemination of innovations in the system of public authorities as a main criterion for achievement of the final effect within state and administrative reforms. In addition, consciously formed advantage of innovation is the main prerequisite for a positive decision and the need for its distribution in the system. This relationship of criteria corresponds to the logic of the process of large-scale dissemination of innovation and, thus, meets the requirement of the innovation relevance and innovation scale [113].

The success of the system reforms taking place in Ukraine depends on the level of professional competence and leadership qualities of senior public administration staff and their capacity for creative thinking, making effective decisions in unusual situations and use of innovative approaches to work.

Let's consider such concepts as "competence", "professional competence" and "professionalism" used in the theory of public administration.

Competence of a public servant is a measure of the degree of compliance, the adequacy of the professional public servant and content of the competence of his office. Accordingly, professionalism serves as a prerequisite for competence. If the content of professionalism, professional experience of a public servant does not correspond to the structure of the professional qualification requirements of his position, its specialization and competence, it shows that in this situation there are no sufficient conditions for the exercise of his professionalism [141].

Professional competence of public servants is a system of professional competences in accordance with the powers provided by the post (position).

The competence of public authorities (government, ministries, parliament, court authorities, local authorities, etc.) is, as fixed by the law (or other legal acts), a set of powers (rights and obligations), the subject of legal responsibility.

Professionalization of a public servant is a tool for the implementation of personnel policy, which includes a set of measures to enhance the professional competence of public servants through training, retraining and advanced training, formation and transfer of professional experience, self-management and self-improvement, vocational guidance and professional communications.

According to the Decree of the President of Ukraine "On the Concept of Adaptation of Public Service in Ukraine to EU Standards" dated March 5, 2004

No. 278/2004 [223], the professionalization of public service is carried out primarily through the training of civil servants whose development should be defined as one of policy priorities in this area. This system provides targeted training of highly qualified experts in public administration for public order, involvement of leading education institutions in training and retraining of civil servants to improve their abilities to perform analytical work.

In an innovative training model of public servants the main activities of higher education establishments of postgraduate education are:

1) updating the content of education by involvement of government, NGOs, civil society, international organizations and the media; study of real demand, opportunities and needs of the region or institution, every participant of the educational process; renewal of the content of modern teaching with scientific results in the field of science of state administration, including the problems of modern topics of leadership, values, innovation, politics, economics, finance, practical psychology, motivational management, etc.;

2) expansion of educational space by creating experimental laboratories, schools, centers, studios, etc., coaching consultation to test new knowledge and skills in practice; forming an independent educational sphere with its own mechanisms of funding, management, operation and development;

3) updating the system of financing by developing multichannel financing; increasing financial, managerial and institutional autonomy of the state government bodies and local authorities under decentralization;

4) planning professional development of state and local government officials, mastering and improving the skills in business professionally-oriented Ukrainian and foreign languages through implementation of training modules on the basis of business foreign and Ukrainian languages, extending the part of independent work of students and individual consultations with the teacher;

5) development of innovative culture of public servants and capacity of higher education institutions to develop informational and educational materials for independent work of students, such as electronic textbooks, manuals, guidelines, computer and other contactless and practice-oriented technologies;

6) updating the technology of education through extensive use of distance learning resources which are provided by different – international, national, private – providers; expansion of learning in the workplace (research, education and expertise of educational innovations, team work, etc.); expansion of the information and communication space for the continuous training of staff through timely filling the site of training institutions with proper educational

information for correspondence and distance learning; introduction of new forms of education, such as chat, forum, online conference, e-credit, e-testing, etc.

Thus, the state personnel policy is a system of organizational, legal and other measures authorized by the state on the formation of public authorities staff, state enterprises (organizations, agencies) personnel that fulfill state functions. State personnel policy is carried out by public authorities which determine the purpose, objectives, develop principles of state personnel policy, determine the place and role of staff in the society, legal principles and criteria for evaluating their performance, create a system of mechanisms for the development of human resources, improvement of their professionalism, moral and ethical qualities. Professionalization and capacity for the science-based and systematic self-education will help prepare a new generation of public servants able to carry out reforms and promote social development, will contribute to the creation of appropriate conditions for the formation of modern, targeted to the civil society needs for professional development of personnel potential of public administration and local government.

10.3. Information society as a form of social organization in modern environment

One the main priorities of Ukraine is striving to build an information society that is focused on people, open to all and aimed at the development, where everyone has free access to information and knowledge, can use and share this knowledge to enable each person to fully realize his potential, contributing to the social and personal development and improving the quality of life [231]. The development of the information society in Ukraine and introduction of new information and communication technologies in all aspects of life and activities of public authorities is a priority determined by state policy.

The use of new information technologies for ensuring information and analytical activities of public authorities is of particular importance at the stage of information society formation.

For the first time the theory of information society was developed by the Japanese researcher Yu. Hayashi in the late 1960s, but he confined himself to analyzing the economic sphere and the systemic impact of information on all aspects of society proposed by D. Bell in the 1970s. Since the studies of D. Bell, the information society has been seen as an option of modernization of social, political and economic relations with an emphasis not so much on

the dominance of technocratic thinking but also on the primacy of cultural factors of social transformations [256].

It is known that public administration is a systematically carried out impact of state and regional authorities on the public system, which provides an organizing effect on those areas and sectors of society that require regulation through public authorities by using its powers.

Under the current conditions of country's development, the information component becomes more important in the interaction "power – society", and the requirement for government is to provide a feedback. This is what is meant when people talk about openness and transparency of government. Transparent interaction involves the exchange of information, a communicative process, a feature which, on the one hand, is open to provide accurate information, but, on the other hand, is ready to receive and process it. Today, transparency is an essential feature of the executive power. Its openness promotes democracy, civil society and enhanced public control over the activities of government and administration.

The world has already formed the dependence in all spheres of public life on the exchange of information, functioning of information and telecommunication systems. The spread of new information technologies, the global nature of mass communication have led to the formation of a global information space, which makes the international community in each individual state quickly navigate and adapt to the modern information environment.

In Ukraine, there are the following regulations created by governmental agencies which are designed to identify areas of informatization of the Ukrainian society:

The Concept of Creation and Operation of Information Systems, Electronic Interaction of Public Electronic Information Resources [252];

The Concept of Development of Telecommunications in Ukraine [250];

The Concept of the National Informatization Program of Ukraine [224];

The Concept of e-Government in Ukraine [249];

The National Informatization Program [227], etc.

The basic principles of informatization of the Ukrainian society are provided by the National Informatization Program Law of Ukraine (Fig. 10.10) [227].

According to The Concept of Creation and Operation of Information Systems, Electronic Interaction of Public Electronic Information Resources [227], the introduction of e-governance is essential for the development of the information society and establishment of electronic democracy where every

citizen can create and collect information and knowledge, have free access to it, use and share information and knowledge, use information technology to expand opportunities to realize his potential and contribute to the social and personal development, improve the quality of life and create conditions for open and transparent public administration.

E-government is a form of governance that promotes efficiency, transparency and growth of activities of state and local governments using ICT to create a new type of a state, focusing on the needs of citizens [249].



Fig. 10.10. The basic principles of informatization of the Ukrainian society according to the National Informatization Program Law of Ukraine

The main component of e-governance is an electronic government – the only infrastructure of interagency automated information interaction of state and local governments together with citizens and business entities (electronic system of interaction between state electronic information resources).

The basic principles of e-government include [249]:

the principle of transparency and openness;
confidentiality and information security;
the principle of common technical standards and interoperability;
orientation to the interests and needs of service users.

The main objectives of ensuring the development of e-government in Ukraine, taking into account the benefits of e-government, are the following [249]:

- 1) protection of citizens' rights to access to public information;
- 2) citizens' participation in public affairs;
- 3) improving governance technologies;
- 4) improving the quality of managerial decisions;
- 5) overcoming the information inequality, particularly by establishing specialized centers (points) of information services, public service centers (call centers), web portals for provision of services;
- 6) organization of provision of services to citizens and business entities electronically via the Internet and other means, especially according to the "single window" principle;
- 7) enabling citizens to learn throughout life (continuous training);
- 8) depersonification of administrative services in order to reduce the level of corruption in government;
- 9) organization of information interaction of state and local governments based on electronic documents using digital signatures;
- 10) ensuring the long-term storage and transmission of electronic documents in state archives, museums, libraries, supporting them up to date and providing access to them.

Additional Information. The concept of e-government appeared in the early 1990s, but was implemented only in the late 1990s. The world's first idea was realized by the Singapore governmental portal. It became the first country where a massive government portal eCitizen Centre was created in 1999. (www.ecitizen.gov.sg). The country's portal did not only begin providing information services, but also yielded some public services which people could formerly get by visiting different ministries and departments. The portal supports several sections: business, defense, education, employment, health, housing, law and order, etc. Each government agency is responsible for its sector [200].

Electronic government in Kharkiv region can serve an example of the concept of e-government in Ukraine. It is a pilot project of the introduction of this system on the platform "Microsoft SharePoint" as part of the implementation of the Strategy for Sustainable Development "Ukraine – 2020" (a joint project of the Kharkiv Regional State Administration, the Cabinet of Ministers of Ukraine, the International Agency for Regional Development "GloBee" and the software developing company "Portis Consulting" with the support of the British Embassy) [202].

The uniqueness of the electronic government is that the Kharkiv Regional State Administration, which was its initiator, involved a partner – Portis Consulting, which took over full financing of the project. The company "Portis Consulting" developed an electronic platform "Microsoft SharePoint", where you can create any accounting program. Programs in four areas have already been established: the introduction of electronic documents; registration of displaced persons; introduction of electronic registration of citizens of Ukraine; organization of registration of state property. After testing the system of electronic government in Kharkiv region it will be implemented across Ukraine [189].

It is well known that information in the information society is the main element of the system of political control. But to build and strengthen democratic political systems, citizens should have all the necessary amount of public information. In turn, public authorities, satisfying the information needs of society are transformed into a legitimate structure in which decisions are made openly and transparently. Such processes contribute to the growth of public confidence in the authorities, which, in turn, stabilizes and strengthens the political system of the country.

The Access to Public Information Act of Ukraine defines public information as information that was represented in documents by any means and in any media, received or created in the course of power agents' performance of their duties under applicable law, or that is in the possession of governmental agencies and other public information established by law [210].

Public information is a key concept in the above law of Ukraine, as it defines the mechanism of access to public information in Ukraine. In 2011 (the year when The Access to Public Information Law of Ukraine was adopted) this concept was new to the Ukrainian legislation, unlike other countries in Eastern Europe, where it was accepted (e.g. Slovenia, Bulgaria, Poland, Estonia). The main goal of implementing the concept of public information by Ukrainian legislation is the need for coverage of all the information, which is available with public authorities of Ukraine and any other important social information.

In the Law of Ukraine "On the Order of Coverage of State Authorities and Local Self-Governments in Ukraine's Media" [233] public information is regarded as official information of state and local governments.

The official information of state and local governments is officially documented information created by the activities of state and local governments, and communicated to the public in the manner prescribed by the Constitution of Ukraine [191], the laws of Ukraine "The Information Act" [221], "The Access to Public Information Act" [210] and "The Order of Coverage of State Authorities and Local Self-Governments in Ukraine's Media" [233].

Thus, access to public information means a real opportunity to get public information by certain means (Article 5 of the Access to Public Information Act):

1) through systematic and prompt disclosure of information in official publications (e.g. information bulletins, collections, information leaflets, etc.);

2) on official websites and the Internet, the information boards;

3) any other way (e.g. through distribution of press releases, announcements, press conferences, briefings, information disclosed during interviews or public statements of officials on television and radio, information disclosed by mass media, etc.);

4) information on requests for information [210].

Thus, the main features of the information society are the following. Any individual (a group of persons, a company or organization) in any part of the country and at any time can get information through knowledge-based automated access to communication systems. In our society there are modern information technologies functioning and accessible to any individual (group of individuals, companies, organizations). There is a developed infrastructure that makes possible the creation of national information resources in the volume necessary to support scientific, technological and sociohistorical progress, which is constantly accelerating. The process of accelerated automation is characteristic of all areas and sectors of production and management, with radical changes in social structures resulting in the expansion of the scope of information and services. The basic values of the information society are transparency, openness, pluralism, taking into account the views of the minority. An important condition for the development of information society and establishment of e-democracy is the introduction of e-government. Of particular importance in this case is the right of citizens to access to public information as a guaranteed right of everyone to receive official documents and other information about the performance of public authorities directly from these authorities.

Conclusions

1. Innovation in the management of executive bodies and local self-government is a key factor in accelerating the pace of socioeconomic development of a country and its territories in crisis, solution to social problems in a shortage of material and financial resources.

2. Innovation and related to them innovative processes apply to all types and areas of public life and cover all stages of their formation and development, which suggests a special kind of social activity – innovation.

3. The main activities of local public authorities in the regulation of innovative processes are: participation in developing and implementing the national, regional and local policies and programs of innovation; promotion and support of economic entities in matters of organizational methods and advice; promoting the development of innovation infrastructure of regions and territories; improving resource support innovation by funding from the local budgets and attraction of investments, etc.

4. The legislation in Ukraine defines the powers of different levels and subsystems of public authorities in the implementation of innovation at national and regional levels.

5. Despite a fairly large regulatory framework that controls the basic issues of innovation activity, a complete and efficient national innovation system has not been formed in Ukraine yet, which has caused negative trends in this area.

6. Innovative development is a complex creative process of applied nature designed to bring innovation and quality change in management objects and obtain economic, social, environmental, scientific, technical or other types of effect associated with long-run survival and development of organizations, enterprises or territories with their population as a whole.

7. The recovery of the national economy and bringing it to the proper level can be effected, particularly, through the introduction of the cluster approach to organizations, institutions and enterprises of different ownership forms, namely through the creation of territorial and sectoral integration of associations interested in the final result. Clusters are one of the mechanisms for implementing the strategic priorities of innovation development of a country.

8. One of the kinds of clusters is the municipal cluster which is a local networking structure that integrates the activities of representatives of municipal administration, business environment, local research, education, public and other nonprofit organizations to meet the common interests of communities, achieve competitive advantage and increase export opportunities.

9. The priority task of the present stage of Ukraine's development is the issue of staffing in all spheres of life.

10. State personnel policy provides qualitative peopeware of public authorities, improvement of their competitive status, a positive image and making optimum use and development of human resources.

11. The main means of implementation of personnel policy are: workforce planning; organization of recruitment on a competitive and non-competitive basis to fill vacancies; creation of a personnel reserve; professional adaptation to the respective position; training, retraining and development of skills; evaluation of professional competences based on the annual assessment and certification; motivation of public servants, etc.

12. An effective and targeted state personnel policy in public authorities is intended to overcome the incompetence and irresponsibility of officials, to radically improve the activities of public authorities.

13. The implementation of the innovative model of personnel policies will increase the efficiency of civil services, local authorities and strengthen the role of government and public in innovation.

14. The main innovative resources in the system of public power are: personnel, material, financial information and intelligence.

15. An indicator of the degree of compliance, the adequacy of the professional public servants and the content of the competency of their office is their competence.

16. The instrument of implementing personnel policy which includes a set of measures to improve the professional competence of public servants is the professionalization of public servants, carried out primarily through professional training of public servants.

17. In an innovative model of public servants' learning the main activities of higher postgraduate education establishments are: updating the content; expanding the educational space; updating financing; planning professional development of public authority specialists; development of innovative culture of public servants; upgrading the education technology.

18. The development of information society in Ukraine and introduction of new information and communication technologies in all aspects of life and activities of public authorities determines a priority of state policy.

19. The information component, and the requirement for government to provide feedback, are currently becoming more and more important in the interaction "power – society".

20. Computerization is a collection of related organizations of legal, political, socioeconomic, scientific and technical, manufacturing processes aimed at creating conditions to meet the information needs of citizens and society through the creation, development and use of information systems, networks, resources and information technologies, which are based on the use of modern computer and communications technology.

21. An important condition for the development of information society and establishment of e-democracy is the introduction of e-governance, the main component of which is e-government.

22. E-government is a form of governance that promotes efficiency, transparency of state and local government activities using ICT to create a new type of state, focused on the needs of citizens.

23. Public information is information that is represented in documents by any means and in any media, received or created in the course of power agents' performance of their duties under applicable law or which is in the possession of governmental agencies and other public information.

24. The right to access to information is a guaranteed right of everyone to receive (directly from the public authorities, their officials and officers) official documents and other information about their activities, the right to receive (from legal entities) information on their activities and the right to examine it. The Access to Public Information Law of Ukraine defines the mechanisms for implementing one of the fundamental human rights – the right to obtain information, particularly about the activities of government.

Questions for self-assessment

1. Give a definition of innovation, innovation potential, innovative development and innovation infrastructure. List the distinctive features of innovation.

2. Determine the nature, purpose, objects and subjects of innovation. What are the outcomes of innovation?

3. What are the main activities of local authorities in the regulation of innovative processes at regional and local levels?

4. What are the causes of an effective innovation policy in Ukraine? What ways of Ukrainian economy transition to a new innovative model of development can you name?

5. Define the concept of cluster and name its main features. What are municipal (intermunicipal) clusters?
6. What regulations govern the various aspects of the implementation of personnel policy in Ukraine? List the key directions of state personnel policy.
7. Describe the main innovative resources in the system of public authorities.
8. What criteria should be taken into account in assessing the state of preparedness of civil servants to implement the state and managerial innovations?
9. What are the areas of professionalization of public servants in Ukraine?
10. Expand on the essence of the concept of information society. What is the information sovereignty?
11. Describe the nature and principles of e-governance. Give examples of the concept of e-government in Ukraine.
12. Give a definition of public information. How is access to public information implemented in Ukraine?

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НАВЧАЛЬНЕ ВИДАННЯ

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ВСТУП ДО ПУБЛІЧНОГО АДМІНІСТРУВАННЯ

Конспект лекцій
для студентів спеціальності
8.15010008 "Публічне адміністрування"
всіх форм навчання
(англ. мовою)

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Наведено короткий зміст 10 тем згідно з робочою програмою навчальної дисципліни. Викладено теоретико-методологічні основи публічного адміністрування. Розглянуто функції й принципи публічного адміністрування, з'ясовано моделі публічного адміністрування, сформульовано наукові основи публічного адміністрування, розкрито соціальні аспекти, моральність та етику, визначено сутність конфліктів і культури, ґрунтовно досліджено та визначено зміст ефективності й результативності в публічному адмініструванні.

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