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TAX INFORMATION EXCHANGE AS THE SUBJECT OF SCIENTIFIC ANALYSIS

The article analyzes the approaches to the definition of “information”, “tax information”, “exchange of tax information”. It is proved that the essence of tax information should be considered in a broad sense. The concept of tax information is not to be limited exclusively as information or data created or obtained by the tax authorities. As the tax information in the article it is proposed to consider any facts, reports or records in any form that may be used to establish the tax liability of taxpayers. As the exchange of tax information in the article it is suggested to consider any actions related to obtaining, processing and subsequent transfer of the tax information from one entity to another.

Key words: information, tax information, classification of tax information, exchange of tax information, international information cooperation.

Formulation of the problem. Ensuring effective economic development is one of the key tasks of the present. Modern conditions for the functioning of the economy require the rapid adoption of managerial decisions and, at the same time, increasing their quality. In order to respond to such challenges, management should recognize the decisive role of information in their activities, consider information as an important strategic asset that allows solving ongoing tasks, critically analyzing past activities, and developing sound plans for future periods.

The last decades have been marked by the rapid development of information and telecommunication technologies, which has become one of the key factors in globalization of the world economy. At the same time, the activities of tax authorities mostly remained limited by national borders. In such circumstances, the exercise of sovereign tax powers, including audit and information collection, is generally limited to persons, information or activities within the territory of a separate jurisdiction. As a result, the national tax authority can only see a small portion of the total activity or investments of a single taxpayer. To bridge the gap in information, countries increasingly rely on the exchange of tax information.

Increasing the role and volume of tax information exchanged between national tax authorities will update the research of the essence of tax information and the exchange of tax information, etc.

Analysis of recent research and publications. A significant contribution to the study of the category of “information” was made by a number of domestic and foreign scholars such as L. Brillouin, N. Winne, V. M. Glushkov, P. Drucker, A. D. Yelyakov, Y. S. Marshak, F. Mihlup, A. Mole, V. B. Nikolayev, M. Porat, D. Stigler, E. Toffler, K. Shannon and others. Among the domestic and foreign researchers who outlined the separate legal and regulatory aspects of tax information, one can mention such scholars as I. Babin, S. Dukanov, I. Kucherov, M. Kostenko, O. Mandzyk, K. Proskura, O. Timartsev, O. Shevchuk, K. Yusupov and others.

Selection of previously unsettled parts of the general problem. However, the analysis of scientific literature has shown that certain aspects of international cooperation, and in particular the notion of tax information and procedures for the exchange of tax information, require additional research in view of the importance for each country of the development and strict application of the relevant rules and norms at the level of national tax legislation, and at the level of international treaties.

The purpose of the article. The article seeks to analyze the available in the scientific and ecclesiastical literature and normative legal acts definition of the concept of “information”, “tax information”, “exchange of tax information” and clarify the content of these categories.

Presenting main material. In the modern world, information is a crucial category and element of legal relations in different spheres. According to UNESCO, information is a universal substance that transcends all spheres of human activity, serves as a guide to knowledge and ideas, a tool for communication, mutual understanding and cooperation, the adoption of stereotypes of thinking and behavior [15]. It is clear that the information has unique properties. Material things are always and everywhere are limited by weight, spatial-temporal parameters. Information in terms of use overcomes all these barriers and acts as a substance that does not have such restrictions. That is why its possibilities are inexhaustible; it turns into a more perfect intellectual product, which humanity used at all times [2].

Since the middle of the twentieth century, information has become the subject of research not only in exact sciences, but also begins to
study law sciences. Each science examines the aspect of information that relates to the subject and methodology of its research. With all the diversity of approaches, it's important to note that “documented or publicly disclosed information” is the most widely used approach to defining and understanding the term “information”.

The Law of Ukraine “On Information” in the previous edition contained exactly this meaning of this notion. The current version of the Law of Ukraine “On Information” defines the term “information” as “any information and/or data that can be stored on tangible media or displayed electronically” [8].

In the Ukrainian legislation, the definition of this concept is also contained in the laws of Ukraine “On Scientific and Technical Information”, “On Telecommunications”, the Civil Code of Ukraine, etc. The Law of Ukraine “On Scientific and Technical Information” defines the notion “scientific and technical information” as any information and/or data on domestic and foreign achievements of science, technology and production obtained during the research, development, design, technological, industrial and public activities that can be stored on tangible media or displayed electronically [11].

In accordance with the Law of Ukraine “On Telecommunications”, information is defined as information provided in the form of signals, signs, sounds, moving or still images, or otherwise [12]. In the Civil Code of Ukraine (Part 1, Article 200) it is determined that information is any information and/or data that can be stored on tangible media or displayed electronically [13].

In the tax area, information relations are regulated by the Constitution of Ukraine, the Tax Code of Ukraine, the Law of Ukraine “On Protection of Personal Data” [10], the Law of Ukraine “On Access to Public Information” [7].

Previously, the Law of Ukraine “On Information” did not contain the definition of this type of information as tax information. Only with the adoption of the Tax Code of Ukraine was introduced a number of amendments and additions, according to which, along with information on the individual, reference and encyclopedic nature, the state of the environment (environmental information), the product (work, service), scientific and technical information, legal, statistical and sociological information, and tax information appeared [4].

According to Art. 16 of the Law of Ukraine “On Information”, tax information is a collection of information and data created or received by the subjects of information relations in the process of current activity and necessary for the implementation of tasks and functions entrusted to the supervisory bodies in the manner prescribed by the Tax Code of Ukraine. The same definition is also enshrined in the Tax Code of Ukraine [6].

At the same time, somewhat different interpretations of tax information are found in the scientific literature. Thus, O. Mandzyuk proposes the following definition: tax information is socially significant information and/or data that can be stored on tangible media or displayed electronically, created or received by the tax authorities within the limits of powers not provided by law in order to ensure effective functioning of the taxation system. The investigator also proposed the typology of tax information:

1) open tax information – it is information of the tax authorities, as well as their structural units, which is informative and is used to improve the implementation of their service functions;

2) tax information with restricted access – it is publicly significant information and/or data that can be stored on tangible media or electronically displayed, created or received by the tax authorities within the limits of the powers stipulated by law, in order to ensure effective the functioning of the taxation system, the access to which is restricted by them in accordance with the legislation of Ukraine in connection with the special value for their owners or conscientious users or in connection with official necessity;

3) tax secrecy – it is publicly significant information and/or data that can be stored on tangible media or displayed in electronic form, created or received by the tax authorities within the powers provided for by law, in order to ensure the effective functioning of the taxation system, access to which limited to them in accordance with the legislation of Ukraine in connection with the special value for their owners or conscientious users;

4) business tax information – it is socially significant information and/or data that can be stored on tangible media or displayed in electronic form, created or received by the tax authorities within the powers provided for by law in order to ensure the effective functioning of the taxation system, access to which are limited to them in accordance with the legislation of Ukraine in connection with official necessity [4].

Analyzing the considered approach, it should be noted that O. Mandzyuk focuses on the information and/or data created or received by the tax authorities. Thus, the information or data that is at the disposal of other authorities or taxpayers and may be used for tax purposes remain outside the attention. Similarly, the typology of tax information proposed by O. Mandzyuk implies its distribution, depending on the degree of openness of information available to tax authorities.

In turn, G. Dolmatova and Y. Chmir offer the following definition of tax information: “tax infor-
mation is documented or publicly disclosed information relating to the administration or implementation of domestic tax legislation" [1, p. 93]. Such an approach, in our opinion, also reduces the amount of tax information, especially in the context of the international tax information exchange, as it only emphasizes the use of information for the enforcement of domestic tax legislation. Information relating to the performance by taxpayers of their obligations to tax authorities of other countries, or information that is available to tax authorities of other countries and can be used for tax purposes by domestic tax authorities, also fall outside this definition.

In our opinion, the most general definition of tax information, especially taking into account the processes of international tax information exchange, is that enshrined in the Agreement on Exchange of Information on Tax Matters of the Organization for Economic Cooperation and Development. In particular, it is provided that for the purposes of the Agreement, the term "information" means any facts, reports or records in any form. As stated in the agreement itself, this is a rather broad definition. Therefore, the commentary to the Agreement provides additional explanations as understood by the term "records": the records include, but are not limited to: an account, a contract, a book, a chart, a table, a chart, a form, an image, an invoice, a letter, a card, a memorandum, plan, declaration, telegram and voucher. The term "record" is not limited to information that is in paper form, but also includes information contained electronically [14].

It is also important to note that the definition given does not limit information solely to the taxpayer. The term "information" is defined in a broad sense and may include, for example, legal circumstances, relevant economic criteria and risk analysis tools, etc.

In view of the rapid development of information and communication technologies, the emergence of new types of business, the conversion of ordinary business processes into electronic format (e-commerce, e-auctions, e-banking, etc.), the use of a more general approach to the definition of information, and in particular tax information, in our opinion, is justified. Similarly, it is not necessary to limit the range of entities that act as owners or managers of tax information, only by tax authorities. But, on the other hand, the definition contained in the Agreement on the exchange of information on tax issues does not indicate the scope of information - taxation. In our view, it is necessary to emphasize this aspect by providing the definition of tax information.

An important understanding of the current processes of international cooperation on tax issues is the consideration of the concept of "exchange of tax information", because this aspect is today the main part of international tax cooperation. In this context, it should be noted that the definition of the concept of "exchange of tax information" is not legally defined in Ukraine. Although at the bilateral level, the basis for the development of Ukraine’s cooperation with other states in the area of exchange of tax information is the relevant articles of the treaties on avoiding double taxation of income and property, and the provisions on information exchange are contained in all, without exception, the treaties of avoidance of double taxation [5]. However, none of them contains a clear definition of the concept itself.

In Ukraine, the exchange of information in accordance with all tax treaties is carried out in accordance with the Procedure for the exchange of information by special written requests with the competent authorities of foreign countries, approved by the order of the Ministry of Finance of Ukraine dated November 30, 2012 No. 1247 [9]. This document was developed on the initiative of the tax service of Ukraine in order to ensure the effective exchange of tax information with the competent authorities of other countries on special written requests for the correct application of tax legislation and the fight against tax evasion. The legal grounds for the development of the order were the provisions of Chapter I of Chapter III of the Convention on Mutual Administrative Assistance in Tax Matters, provisions on the exchange of tax information on double tax treaties [3] and Articles 72-74 of the Tax Code of Ukraine.

The order was developed in order to effectively perform the functions of the competent authority of the state tax service in accordance with international treaties on the avoidance of double taxation and the implementation of the fight against tax evasion. The mechanism of implementation, provided by the order, is to organize the effective exchange of tax information by special written requests with the competent authorities of foreign countries. The provisions of the Order provide for the preparation and execution of documents on the exchange of tax information in the framework of relevant international agreements with the competent authorities of foreign countries, namely: preparation and submission of a special request to the competent authorities of foreign countries; consideration, execution of a request received from the competent authorities of foreign countries; processing a response to a special request received from the competent authorities of foreign countries.

Also, this document provides the terms for providing information, the grounds for the preparation of requests, etc. According to this order, considerable amount of information exchange is
carried out annually between Ukraine and a considerable number of other countries. At the same time, the rules of this order, approved in 2012, must be revised today. One of the reasons for this is that the act does not contain a clear definition of the concept of “exchange of tax information”.

The need for a clear definition of the “tax information exchange” category is due to the fact that understanding the goals and content of the tax information exchange allows to standardize the relevant procedures both within the tax authority and internationally. Such standardized procedures create a platform that can accelerate the exchange of information, combat tax evasion, and formulate appropriate tax policies.

In the most general form, the exchange of tax information is any action for the receipt or transfer of tax information from one entity to another. In the context of the international tax information exchange, it is a question of collecting, processing and transferring tax information from one side to another, that is, from the authorized tax authority of one country to an authorized tax authority of another country or several countries. The exchange of tax information involves coordinating requests for information from specific taxpayers both from outside (that is, from an initiative of a foreign partner) and independently initiated (that is, on the initiative of the authorized tax authority). As a rule, the information requested relates to consideration, investigation of circumstances or investigation of a taxpayer’s tax liability during a certain tax period. Most queries relate to the outcome of a particular tax return, although requests may also arise in matters of collection, criminal investigations or other tax administrative procedures, as provided for in international tax information exchange agreements.

Thus, the notion of “exchange of tax information” covers a large number of internal and external procedures for the interaction of tax authorities of different jurisdictions, tax authorities and other authorities within the same jurisdiction. The complex set of such procedures requires their structuring and a clear definition of the powers and responsibilities of each body involved in the process of exchanging tax information.

Conclusions and suggestions. In recent decades there has been an unprecidented liberalization and globalization of national economies. More and more countries eliminate or reduce control over foreign investment and weaken or eliminate foreign exchange controls. While tax authorities continue to operate within national jurisdictions, taxpayers operate on a global market. This imbalance and differences in national tax systems have led internationally to begin to combat harmful tax practices by enhancing cooperation between the relevant tax authorities, in particular through the exchange of tax information.

Based on the analysis, it is proved that the essence of tax information is expedient in the broad sense, not to limit it solely to the information or data created or received by the tax authorities. The most appropriate approach is to use a more general approach, under which tax information refers to any facts, reports or records in any form that can be used to establish taxpayers’ tax liabilities. Under the exchange of tax information, the article proposes to consider any actions related to the receipt, processing and subsequent transfer of tax information from one entity to another. Given the complexity of the “tax information exchange” category, further research needs to focus on structuring tax information exchange procedures, defining the functions and powers of all actors involved in the relevant procedures.

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Formulation of the problem. Today, Ukraine is on the verge of complex reforms and transformations that require radical and confident steps, modernization of social relations and adaptation to modern challenges. Today, the development of an independent Ukrainian state is an important task of reforming all spheres of society’s life, raising standards and welfare of the population, as outlined in the Ukraine-2020 Sustainable Development Strategy, approved by the Presidential Decree of 12.01.2015 for № 5/2015.

The reform process does not always produce the desired results. The reason for this is a number of problems, one of which is the urgent need to use new tools in the preparation and implementation of reforms, including social design. Involving social designing technologies in the reform process will provide an opportunity to identify the main goals and objectives of the reform, identify possible scenarios, exclude possible risks, choose the best way to solve problems, achieve the goals and provide a predictive assessment of the future social object, process, and phenomenon.

For the effective use of social design in the process of reforming, preparing, adopting and implementing government-management decisions, it is necessary to understand the essence of this concept, which requires the study of the process of development and the formation of social design.

Today, social design is at an advanced stage and increasingly attracts the attention of modern scholars and researchers. In our time, interest in priority, national projects, programs, strategies, as well as the desire and the need to use design thinking in various spheres can be called a new stage in the development of management.

Analysis of recent research and publications. The problem of social designing is dealt with both by domestic and foreign scholars. Thus, Glazychev V.G., Dondurli D.B., Genisaretsky O.I. looked at social design in their work in the context of the concept of socio-cultural design. In works by Lukova V.A., Lukova O., Kurbatova V.I., Bezpalko O.V., Samburova E.A. theoretical bases of social designing are determined, Butchenko T.I. considered the practical aspect of social design in the context of the relationship of social needs and public interests; Antonova O.V., Antonyuk G.A., Pushkareva G.V., Gafarova L.A., Sinitsa M.I., Romaniuk J.A. investigated the issues of social design in management. Historical aspects of development were given to Antonyuk G.O., who is the founder of the theory of social design, and Glazychev V.G., Genisaretsky O.I., Lukov V.A., Butchenko T.I., as well as many other researchers.

Selection of previously unsettled parts of the general problem. In spite of the high interest in the concept of “social design” in recent times, insufficient attention is paid to the issues of the historical development of this phenomenon as an integral aspect of the effectiveness of its use. In order to explore social design to a greater extent and understand the importance of using it in various spheres of life, in the field of public administration, it is necessary to consider the preconditions for its occurrence and the process of historical formation.

The purpose of the article. That is why the purpose of the article is to study the process of development of social design, its formation, which will ensure the application of methods and tools of social design, which have developed historically, in the process of preparation and implementation of management decisions, the implementation of state reforms, development of society as a whole.

Presentation of the main research material. Looking at the history of the emergence of social design, some scholars argue that it appeared after ancient times, someone claims that only from the 70’s of the twentieth century. Project elements are found in the activities of prominent figures from ancient times. But the very concept of social design has become a modern science not so long ago. Starting from the 20-30’s of the last century, an ideology of design was started, in which the task was to design new social relations, social culture, new thinking of man, which today relate to social activity.

The social design of the twentieth century evolved gradually, namely, the evolution of the
The notion of social designing went from design to manufacturing (engineering, engineering, architecture) to traditional design (design, urban development), then to the projected project design (social forecast, design, planning), and as the last stage – non-traditional design, called social (Fig. 1).

In essence, social design is separated from the technical and in the process of development, it absorbs the features and properties of forecasting, design, planning.

The history of social design in this period began with the development of architecture. In the 20-30’s, the 20th century in architecture and engineering, engineering design methods are beginning to be used. But this leads to the design and appearance of not new social relations, but to the creation of new factories, communes, clubs, palaces of culture. That is, social design becomes of a purely technical nature [6, p. 8-9].

For this period the appearance of the concept “project” in the scientific literature is typical. It appears in the sense of “social project”, “project of social structure”, “technical project”. Formation of designing takes place within the framework of engineering activities. This is due to the need to transfer graphic image to the engineer for production. Again, the purely technical properties of the social design of that time are tracked. At that time, the concept of social engineering is more often encountered [2, p. 50].

From the middle of the 20th century there is a technical revolution that gives a new impetus to the development of social design. In this period, social engineering begins to rely on social knowledge. In this regard, the development of such a sphere as the design of factors affecting social processes. But nevertheless, social designing is not aimed at creating new relationships, but in eliminating conflicts in production. In addition, designing begins to be used in the process of design and urban development.

At the end of the 60s, the issue of social design and understanding became of a different nature. It is not about architectural, engineering, urban planning, but about social activities, social institute. There is an understanding that ignoring social aspects of development will have negative consequences for society, so interest in social designing is increasing. Thus, there is a convergence of design and management itself. This period is characterized by the spread of such concepts as social planning, design and design of social structures, institutions, phenomena, processes, objects, social forecasting [3, p. 251-252].

At that time, the development of social design more often in the scientific literature encountered the concept of social design, which meant activity, aimed at the prospect of sociological analysis from the standpoint of multivariateness, alternative, projectiveness of social models. The founders of the concept of social design are Berger P. and Luckman T. In their view, the main purpose of social design was at that time revealing the ways in which the population participates in the creation of social reality [1].

That is, social construction of that time is represented by a dynamic process, which is in constant development, a reality constantly reproduced by individuals under the influence of knowledge about it. Here you can see the control element. The need to involve citizens in solving certain social issues raises the necessity of creating new tools for interaction of the population with the authorities, one of which became the social design, which gave impetus to the development of social design in general and in particular in management.

![Fig. 1. Development of social design](source: developed by the author)
With the further development in the 70’s of the 20th century, pressing social problems are becoming increasingly important in scientific circles. Social designing begins to appear in all spheres of life. This period of development is characterized by the distinction of social design in a separate activity. [6, p. 10].

G. Antonyuk, who is the founder of the theory of social design, makes a great contribution to the development of this concept at this stage. He highlights it as the development of a scientifically grounded model of rational characteristics of specific social organisms or their states in the context of solving certain social problems. As a result, social design begins to be understood as a universal and independent activity aimed at creating social objects, processes, phenomena, becoming a connecting link between the producer of social goods and the consumer.

The great contribution in the 70-80’s makes Dridze T.M., which becomes the founder of a number of approaches to social design: object-oriented, subject-oriented, problem-oriented. Object-oriented approach determines that social designing is aimed at creating a prototype of the future object or the modernization of an existing one, and here it is very important that not only buildings, enterprises, production, as in previous periods, but also social ties, relations, social sphere in general. That is, the emphasis is first of all on the design object [4, p. 12].

Under the subject-oriented approach, social design is seen as the development of a project by an individual who represents the interests of a certain group of people, layers of the population, social strata. The designer in the design process realizes not only his interest, but also looks at the world by the eyes of the social group, whose interests he implements. The most important meaning of this approach is that the population is not only the object of designing, but also must participate in the design process [4, p. 13].

But the most relevant approach is problem-oriented. It arose later than the previous approaches, and its focus is on eliminating social problems by developing possible solutions to them, based on research and available resources. The basis of this approach is social forecasting, so this approach represents the concept of predictive social design.

At the end of the 80’s, in the early 90’s, more and more attention was paid to social aspects. In this period, a person becomes the main element of social development, that is, there is a change in the design object, which promotes the development of social.

One of the most promising theories of the time is the concept of socio-cultural social design, which was even proposed in the 80’s by Glazychev O.I., Donduriev D.B., Genisaretsky O.I. in this concept, social design was seen as an activity aimed at the development of social community. Also, according to the opinion of experts, this activity is constructive, creative, consisting in the analysis of existing problems, the development of goals and objectives and ways to achieve them [7, p. 75-76].

Here social designing is perceived as a technology aimed at creating solutions for social problems. The approach to social designing is changing, the emphasis is on the fact that it is scenic, multivariate, adaptive to external changes, predictive action, which gives the opportunity to choose the most optimal variant of the development of events and the solution of a task.

At the end of the 20th century, social design begins to appear in management and be used more widely. According to Dridze T.M., the use of social design will prevent the adoption and implementation of managerial decisions that will have a negative impact on the social environment, on the quality and standard of living of the population [5, p. 150].

That is, at this stage, the understanding comes that social design is a technology that allows in the management process to choose the best way of development of events, to take into account all events, processes that can have cultural, political, economic, social influence on society, which allows to predict and eliminate possible risks in the process of making managerial decisions.

At the next stage of its development, social design begins to be positioned as an important phenomenon, not only of management, but also of politics. The methodology of social design draws attention in the context of developing policy programs, government documents, preparing and implementing reforms and making policy decisions. As a result, social design begins to be viewed as a prognostic management function. In addition, it serves as a technology for making decisions, as an important element of the management cycle, provides for the fulfillment of its main functions and achievement of goals.

In our time, social design is at an active stage of formation. Yes, today, engineering activities and design change places, including not only production but also all areas of social practice. The necessity of using social design exists in many spheres of life, in particular, as already mentioned, in the field of public administration.

Social designing in public administration appears precisely in terms of the preparation and implementation of government-management decisions, the preparation and implementation of state reforms, the creation of social and state programs, strategies, concepts, normative and legal
acts aimed at improving the living standards in the country. The need for quick reaction, flexibility and adaptability to external changes in public administration, as well as directly to civil servants themselves, requires the use of new methods in their activities, resulting in the emergence of social design in management, which allows for the achievement of efficiency and effectiveness in the management process.

**Conclusions from this study and prospects.** So, essentially in the process of evolution, social design is separated from the technical and in time absorbs the features and properties of forecasting, design, planning.

The need for social design is realized when management tasks begin to spread to those areas where traditional management procedures and methods are ineffective.

We see that the study of the development of social design helps us to clearly understand the essence of this concept, which will enable its methods and tools to be applied in the process of preparing and implementing managerial decisions, the implementation of public reforms, and the development of society as a whole. Prospects for further research are to study the current state of social design development in Ukraine in order to identify actual problems of its use.

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Selection of previously unsettled parts of the general problem. Different aspects of the genesis of training of people with special needs, in particular, in the process of inclusiveness, are presented in the scientific works of domestic and foreign specialists, but at the same time the study of public administration by its own inclusive education has not been studied sufficiently and requires in-depth study on the issues of improving the mechanisms of public administration through the processes of interaction between the authorities and educators for building a humane process of education for people with special needs within inclusive education at the regional level.

The purpose of the article. The main purpose of this work is to examine, on the basis of the study of the history of the development of public administration by inclusive education abroad, its impact on the processes of obtaining education for disabled children in Ukraine.

Presenting main material. Approaches to support children with special needs in any historical epoch, above all, reflect the attitude of the state and society towards these people. Studying genesis and development trends in providing educational services for children with special needs in some Western countries is important as it will facilitate its practical implementation and adaptation to Ukrainian conditions, which will help to improve the education system for people with special needs.

By the industrial revolution of the 19th century the attitude towards children with various disabilities in development was ambiguous. On the one hand, children with psychophysical deviations were viewed by society as an inferior minority, “innocent infants”, on the other - caused in the last mystical fear and perceived them as some demonic beings. It is obvious that such a bias in public opinion on the attitude of children with different developmental deviations was centered mainly on their physical or mental defects, which conditioned the stigma of not accepting such children as healthy members of any society [7].

Despite the dramatic changes that took place in Europe, among which reforms of the state system, the establishment of a democratic ideology, the establishment of new values, a new Protestant religion, the development of scientific thought, in the medieval legislation, the legal status of children with special needs was not revised, and public administration to children, suffering from physical and mental ailments has become more humane [10].

Starting from the 18th and 19th centuries in Europe and the USA, due to political and socio-economic reforms, qualitative changes in state policy have been observed that have influenced the improvement and expansion of public administration in the education of children with special needs [6]. The laws on the provision of free, compulsory primary education adopted by a number of European countries have begun the formation of a system of specialist institutions for the training of this category of children. In the system of public administration, the sources of funding were determined by law and conditions were created for the development of goals and methods of teaching [4]. In particular, in Germany, in Leipzig in 1778, the Institute for the Deaf-Mouths was founded, and in 1806, the German typhlopedagogist A. Cieen in cooperation with the
French teacher V. Guyu founded the first educational institution for blind children. In 1873, a second educational institution for the blind in Saxony appeared, and in subsequent decades special schools for the education and education of blind and deaf children appeared almost throughout Germany [15].

At the same time, great attention is paid to the issues of teaching blind children. The invaluable contribution of France to the education of blind children is that France, one of the first European countries, has turned to the development of scientific methods for teaching the blind, and also gave the world a unique system of writing. The priority of theoretical and methodological research in tiflopedagogy provided the opportunity for France to open in the 18th century. the world's first school for blind children [1].

In 1779, in Austria, the Deaf and Deaf Institute was opened in Vienna, where the dummy alphabet was widely used on the basis of the mimetic method by I. Mayom and F. Schortka, and the sign language served as auxiliary means. Their successor was M. Menus, who supplemented this method and taught deaf oral speech. Later, F. Gil modified the pure oral method of M. Menus by creating a number of manuals for the education of deaf children in oral speech, reading from the lips, writing and reading, and expanded the range of general subjects in the training of deaf children [14].

In 1760 in Britain, in Edinburgh, the priest T. Braywood opened the first small private school for the education of deaf children. During the next century, the number of private educational institutions for the deaf grew, but they were taught only by children of noble origin, who gained a wide range of humanitarian knowledge [9].

In 1865 in London was organized the first school for boys with disorders of the musculo-skeletal system. Since 1878, in England, the purposeful training of surdo pedagogues began. In 1889, the State Administration established a commission dealing with schools for the deaf. In 1893 Parliament adopted a decision on the compulsory education of the deaf, after which gradually began to open specialized segregation educational institutions for children with mental and physical development disorders in the United Kingdom. In 1891 the London School Council decided to open "special education schools" for mentally retarded children. However, the rules for staying children in special schools were quite rigid, as the term of study was long, at least 3 years old, and children were not allowed to leave the territory of the educational institution [9].

In the United States, in 1817 T. Gallaude opened the first institute-school for the deaf. The state also attempted to organize special training for children with disabilities in the development of "day classes" of general education institutions. So, in 1869, the first "day classes" for deaf children were opened in Boston. In 1878 two such classes for children with developmental disorders were organized in Cleveland [3].

However, in the countries of Europe and the USA, despite the changes in the public administration of education for people with special needs, there was no targeted state reform in the field of general primary education, relatively poorly mentally retarded, deeply mentally retarded, mentally ill children, the question of the possibility of organizing their studies remained outside. The attention of the state, and doctors and educators until the late 18 – early 19th century this process was sometimes perceived skeptically. As a result, only special institutions were involved with the fate of children with special needs [7].

In most countries of Europe and America, the idea of segregation was dominant, which predetermined the development of a system of segregation educational institutions. The State Department for the segregation of children with special needs in the subsequent periods of history becomes a violent and violent form of sending people with psychophysical disorders to special educational institutions, organized by the type of prison and an impetus for the development of programs for mandatory sterilization of people with pathologies in development as "sources of contamination of the gene pool nation" [8].

The strengthening of the ideas of humanism in the world after the Second World War was one of the prerequisites for the creation of the United Nations, which in 1945 initiated the implementation of the equality of the rights of children with special needs in the education system and focused on the provision of the rights of children with special needs to qualitative and affordable education at the state level in different countries of the world.

Thus, the UN's work on providing equal opportunities to all people in education is the basis that enabled the development of national legal and regulatory frameworks to ensure the development of public inclusive education mechanisms for people with special needs in general and inclusive secondary education in particular [6].

However, early initiatives aimed at providing education for all citizens and meeting the needs of people with special needs were symbolic in nature. Since the main task of public administration in this time period was to reorient the ideology of society to the people with special needs from the point of view of not accepting them as "the threat of general degeneration" to the posi-
tion of perceiving them as people who need long-term care and treatment. According to this provision, in 1946 in Europe, the medical model of the approach to working with children with special needs was broadly recognized and developed. In Europe, integration processes are intensifying, and in 1957, Western European countries create a European economic community that promotes the formation of common views on the development of science, culture and education. Adopted in 1961, the European Social Charter establishes the "right of physically and mentally disabled persons to vocational training, rehabilitation and social rehabilitation" [8].

These legislative acts have influenced the improvement of the mechanisms of state administration by the system of special educational institutions, modernization and clarification of the classification of categories of children who need special education, in particular, the inclusion in the list of children with learning difficulties, emotional disorders, deviant behavior, social and cultural deprivation. In the system of public administration, institutes of social workers, social services of assistance and counseling of parents of children with psychophysical disorders begin to function actively. Charity, professional, community organizations, associations and associations are also organized [14].

However, taking into account all the positive strategies of the mechanisms of public administration through the system of special educational institutions, special educational institutions remained segregated, the essence and structure of which did not fully comply with the humanistic principles, which is the fundamental basis of the adopted international legal documents, and the system of special education - in general discriminatory, isolated from the system of mass education.

In this regard, at the turn of the 1960s and 1970s, mass protests of people with special needs, parents of children with developmental problems, as well as members of the Bar Association, aimed at combating discrimination in public administration of education of these strata of the population, arise in Europe and America. The events led to the closure of large boarding schools and psychiatric hospitals for people lagging behind in development in the 1960-1970s in Sweden, and then in most other countries of the world [5].

In the United States in the 60 years of the twentieth century, public administration is looking for possible implementation of the ideas of joint education of children. If in Europe these ideas are supported by a large number of legislative acts, then in the United States the implementation of the ideas of joint education is preceded by pedagogical searches for new ways and experiments. Thus, in the USA, M. Reynolds published a special education program "Specificity no more than usual", which provided for the greater participation of children with special needs in the general education space on this principle. In 1970, the American scientist I. Deno proposed a similar concept of learning - the model "Cascade". Under the cascade is a system of social and pedagogical measures that enable a child with special needs to most effectively realize himself in the educational space. In the United States, the integration processes in public education management were enshrined in the law in 1975 by the Law No. 94-142 "On the Education of Disabled Children". This law provided for the right to free education for children with special needs in public schools at the expense of the federal budget, which gave impetus to the birth of inclusiveness.

After legislatively fixed state inclusion support, this process has become widespread in society, which has led to an increase in the standard of living of people with special needs, their ability to integrate into society in accordance with their abilities and abilities, as well as their individual realization as a person [7].

The World Conference on the Education of Persons with Special Needs, held in Spain in Salamanca in 1994, became an imperative for the further development of public administration of education, since the term "inclusion" was introduced and the principle of inclusive education was proclaimed [13]. The Salamanca Declaration on Principles, Policies and Practices in the Education of Persons with Special Needs is one of the fundamental international instruments. The value of this document is that it contains the principles of public administration of inclusive education, proposals and strategies for promoting legislative initiatives in the field of inclusive education, which involves not only the active inclusion and participation of children with special needs in secondary schools, but also involves restructuring the secondary education system and educational process to create conditions for the educational needs of all categories of children [10].

Most countries in the world are trying to reform the already existing system, while there are a number of states in which inclination develops naturally. Their experience is expedient for research, because it gives an opportunity to understand what areas and when the state should interfere. The natural way of inclusive development is characteristic of those countries where children with special needs, because of the low level of funding and the development of special education, are studying in comprehensive schools with "healthy"
peers. In most cases, such a trend in education is observed in some countries in Asia, Africa, Latin America, small island states.

In the genesis of the development of education for children with special needs in the Soviet Union, trends in the development of public inclusive education can be seen, as attempts to jointly educate healthy children and children with special needs have been ongoing. This issue was constantly discussed at various events. Yes On the first All-Russian Congress on social and legal protection of minors in 1924 passed a resolution stating that: «... the blind have the right to enter ordinary schools for sighted in each case with the permission of the manager body, when there is reason to hope that they will fulfill the basic requirements that apply to their noble comrades” [15]. It should be noted that in spite of the distribution of specialized boarding schools for the education of children with special needs and the development of the system of special education, the tendency of joint education of children with psychophysical disorders and healthy children remains. It should be noted that since the Soviet era, the Ukrainian society lost its inheritance: the public believed that the state was concerned about people with special needs, but the state was not able to provide an adequate level of social protection. The policy for persons with special needs was mainly passive – material support, state pensions, the possibility to work at specialized enterprises of organizations of the disabled. Persons with disabilities have been deprived of access to many social benefits along with healthy people. Persons with special needs are still faced with contempt, prejudices and fears, which during the history of mankind constrained the social development of this category of members of society and isolated them from it [16].

Beginning in the 90s of the twentieth century, the transition from a special boarding school to an integrated and inclusive education for children with special needs, which is characterized by a change in social setting for this category of pupils, takes place in the former Soviet Union [2].

In Ukraine, as in most post-Soviet countries, under the influence of democratization ideas, the transition from a closed to inclusive education is slowly taking place. Despite the efforts of public authorities and local self-government, the attitude of people with special needs has not changed in the Ukrainian society – the idea of equal rights and equal opportunities in the education received for people with special needs is still not generally recognized, and the attitude towards problems of education of people with special needs on the part of specialists - there is a lack of modern approaches to ensuring the learning process [2].

The National Report “On the Situation of Disabled Persons in Ukraine” outlines the main problems of people with disabilities, among which gaining a decent education within the framework of integrated forms of education plays an important role [11; 12]. It should be noted that this problem has not been solved substantially and continues to be relevant in the field of public administration. In our opinion, it is especially important in public administration to develop mechanisms for the possibility of obtaining education for children with special needs. Education is one of the most effective ways of reaching a person with special needs from the state of isolation from society, and most recent educational programs should become the object of integrated state-management influence.

Thus, following the genesis and tendencies of the development of public administration of inclusive education of persons with special needs in foreign countries and in Ukraine, it can be argued that it takes place in different ways, taking into account socio-cultural conditions and largely depends on the direction of state administration in the country. Having considered the formation of this form of education as inclusion in different countries, and tracing various ways of its development, among which two main directions can be distinguished: legislative and natural or involuntary inclusiveness. In countries that have gone through the legislative path, inclusive education appears gradually due to the reform of public administration by the education system. Sometimes such changes are implemented under the pressure of parents and advocates of the rights of people with special needs (UK, USA), and sometimes on the initiative of the government (Sweden, France, Canada, etc.).

In Ukraine these processes are interconnected, which is connected with the transition from post-Soviet to European society, which is characterized by regulatory support on the one hand, and on the other - public initiatives that promote the development of inclusion.

REFERENCES:
MECHANISMS SUPPORTING THE PHYSICAL CULTURE AND SPORT DEVELOPMENT IN THE CONDITIONS OF DECENTRALIZATION

In Ukraine about 13.5% of the population is engaged in physical culture and sport, which is much less than in other developed countries, where the indicator is 40 to 50%. Today, there are many factors affecting the development of physical culture and sports in the country, and the problems that need urgent solutions. This is – insufficient financing; insufficient involvement of the population into regular physical culture trainings; inconsistency of material resources level and of physical culture and sport infrastructure to development objectives of mass sports in the country; as well as its moral and physical aging; insufficient quantity of professional trainer's personnel; loss of Ukrainian sports traditions in higher achievements. Besides, absence at the state level of an active promotion of physical culture and sport occupation as a component of a healthy lifestyle, including care about health of future generation. Thus, one of the main tasks of the state is the general promotion and support of physical culture and sport as a mechanism for the development of economic, social, spiritual and political spheres of the country. The article analyzes the current state of physical culture and sports development in Ukraine, foreign experience to improve this issue in the transitional periods of countries development and proposes specific mechanisms of supporting the physical culture and sports development in the current conditions of decentralization.

Key words: physical culture and sport, mechanisms supporting, current state, foreign experience, decentralization.

Problem solving in general and its connection with important scientific or practical tasks. Today, despite its social and economic significance, physical culture and sports in Ukraine are not well developed. The difficulties encountered in this development in this area, in the conditions of decentralization, are related to the lack of state and public support, the imperfection of the modern regulatory, methodological and information base that would take into account its realities, internal organizational problems in the physical culture and sport itself the movements that have accumulated in recent years. However, it is primarily related to the economic problems of the development of society and the problems of developing specific mechanisms to support the development of physical culture and sports in modern conditions.

Unfortunately, today we have shocking health indicators, Ukraine ranks first in terms of mortality in Europe. UNESCO has declared Ukraine, the country of a dying ethnic group, that is, we are an extinct nation. The last 40-50 years in highly developed countries, due to state policy, mortality of people has decreased by 15%, life expectancy has increased for 15 – 20 years. Instead, in Ukraine, as of January 1, 2016, 83 children’s sports schools have been reduced, about 30 thousand students have no opportunity to engage in favorite sports, about a thousand trainers have lost their job [10].

The above problems point to the need to develop specific mechanisms to support the development of physical culture and sports in modern conditions.

The necessity of this is also demonstrated by the reform of the state policy in the field of sports, which is indicated in the Strategy of Ukraine’s Development 2020. At this stage, the Decree of the Cabinet of Ministers of Ukraine dated December 9, 2015, No. 1320-p, approved the Concept of the State Target Social Program for the Development of Physical Culture and Sports on the period up to 2020 and the Decree of the President of Ukraine of February 9, 2016, No. 42/2016 approved the National Strategy for the Improvement of Motor Activity in Ukraine until 2025 “Motor Activity – a Healthy Lifestyle – Health Orovna Nation”.

The main objective of the reform is to bring our system in line with the leading international standards, to build new effective relations between all organizations involved in the sports industry, and to strengthen the role of the local self-government in the development of physical culture and sports. In this aspect, work on the development of specific mechanisms to support the development of physical culture and sports in a context of decentralization is very relevant.

Analysis of recent research and publications. Problems of improving the system of state management of physical culture and sports, the search for effective mechanisms for supporting the development of physical culture and sports were considered by such scholars as A. Aristova [2], I. Gasyuk [3], A. Goncharenko [4], V. Husar [5], M. Duttak [6], E. Ias [7], I. Konovalov [8], V. Kononovich [9], V. Kuzin [14] A. Leonov [11], S. Lischuk [12], Yu Mihuda [3] and others.
Selection of previously unsettled parts of the general problem. Existing publications focus only on certain aspects of the development of mechanisms for supporting the development of physical culture and sports, taking into account the period and the policy that was focused at the time of the work of researchers and researchers.

At the same time, consideration of this issue in the modern concrete conditions of decentralization for our country is quite new and not resolved.

Given the above-mentioned disappointing statistical data indicating a critical state of health of the nation, low indicators of motor activity of the population, development of physical culture, mass sports, and in order to preserve the Ukrainian nation, its health and defense capacity, it is necessary to immediately work on elaboration specific mechanisms to overcome the crisis in this area.

The aim of the research is to analyze the current state of development of physical culture and sport in Ukraine, the foreign experience of improving this issue in transitional periods of development of countries and to offer specific mechanisms for the development of physical culture and sports in the current conditions of decentralization.

Presenting main material. Today, the primary criteria for the development of physical culture and sports should not be medals, but criteria for the coverage of all strata of the population by physical culture and sports, criteria for the morbidity of children, criteria for the number of buildings per number of people. It is necessary to pay attention to the indicators of fantastic mortality, the criteria for life expectancy. Today, we are less from the European countries for generations.

That is, if we put these criteria in a strategic trend then will it be clear what the authorities need to do? In the reporting documents should be reflected in the foreground. Quality of human life is a key indicator that we must report to the world and to people. Therefore, it is necessary to set this indicator and then it will be clear how we will finance it.

One of the main mechanisms for supporting any sphere of activity, including not an exception, but in our opinion the first, sphere of physical culture and sports, is a financial mechanism.

Unfortunately, the state, in terms of funding, does not do enough to support physical culture and sports. The Law of Ukraine “On Sponsorship in Sport” has not yet been approved by People’s Deputies, therefore the philanthropic activity of philanthropists in our sphere has not yet been legalized. For 15 years he has been in the drafts of the Verkhovna Rada of Ukraine. And to date, the funding mechanism has remained the same as the old one: the Ministry of Youth and Sport of Ukraine is knocking out the money in the State Budget, the federations are offering friends to throw themselves back on the development of the sport due to only friendly relations, while friends have no desire to officially advertise their charitable activities, in connection with additional tax oversight over this process.

According to the Ministry of Agriculture, the working group prepared a draft Law of Ukraine “On Sport Patrons”, sent to the Verkhovna Rada of Ukraine, and until this time he was still there in the discussion. There is also a lottery.

Repeated attempts have been made to break through this lottery, but unfortunately somebody is interested in who will manage lotteries, and not where this money will go, on the development of culture, sports, science, and so on [13].

It is clear that today there is no money in the budget, there is a war on the Donbass and an economic crisis in the country, but can not it be acceptable to adopt a law that will make a businessman profitable to help the sport? We are sure: if the state guarantees a businessman a reduction in taxes or some other kind of assistance in return for giving him money to any particular athlete or federation, then he will agree.

Today, it is very important to create economic incentives and incentives for business representatives to encourage them to invest in mass sports.

Implementation mechanisms are the development and adoption of draft regulatory acts aimed at establishing incentive standards for business representatives who have a desire to invest in the development of sports and physical culture sports facilities. Permanent business dialogue with the aim of developing a collaboration model. Dissemination and introduction of the best world experience.

Today, in a decentralized way, forming a budget, the community receives an additional financial resource and raises the question of its effective use. In this area, it is very useful to regulate on a legislative level the issue of directing funds that will receive the local budget from the excise tax on alcoholic beverages and tobacco products at the rate of 30 percent – for the development of physical culture and sports.

Very relevant now for all sports is the question – advertising alcohol and sports. According to the Law of Ukraine No. 71-VIII of 28.12.2014, beer was equated to alcoholic beverages. For all alcohol, as well as for tobacco products, a restrictive advertising regime is established in accordance with the Law of Ukraine “On Advertising”. And therefore, for the average consumer or fan, the combination of alcohol brands and sports is not possible. But only at first glance, and only for the average consumer and cheerleader.
So, in accordance with Part 2 of Art. 22 ЗУ “About advertising” prohibits the advertisement of alcoholic beverages, advertising of signs for goods and services under which alcoholic beverages are produced, in particular: on radio and television from 6 to 23 hours; means of internal advertising. And paragraph 2 of Part 4 of Art. 22 of this Law stipulates that sponsoring television, radio programs, sponsoring sporting events and other events using signs for goods and services under which alcoholic beverages are issued. In simple language: to broadcast / show the process of drinking or the very image of beer during a sports competition is prohibited, and to depict a trademark under which beer is sold – you can. The legal evaluation of the technical process of display / display will depend on the type of popularization: advertising or sponsorship. Moreover, it will directly determine the parties to the contract.

For example, in the matches of the group stage of the UEFA Champion’s League, which was attended by Dynamo Kyiv in 2015, a well-known beer brand was shown. And if in some cases we can say that this was a demonstration of the only sign for the goods under which beer is produced, then in others, along with the sign for the goods, there was a demonstration and bottles for all the famous beverage. Conclusions from this can be done by everyone.

Thus, the legal definitions of “advertising” alcohol are not only ambiguous for the assessment and qualification, they also allow it to be completely legally and legally to circumvent a certain “prohibition”. The main thing to “dress” is all in the right “legal wrapper”. In essence, the demonstration of the brand (or brand) or product will remain “advertising”, but legally it will bear the name of “sponsorship” using the trademark.

However, if you look more broadly, you need to find out: what is the purpose of the separation of sport proposed by the state (as a promotion of a healthy lifestyle) and the promotion of socially harmful goods? Indeed, by restricting / banning the advertising of alcohol and tobacco products in all its possible forms, the state will thereby reduce the consumption of these goods and raise the level of health of the population? Especially when their consumption and advertising are “forbidden” at the stadium, but in no way prohibited around it?

It seems that the state, using the methods “taboo” for the connection “sport and alcohol”, does not solve any issues of real importance to society, except for the actual restriction of the sphere of sport to potential revenues from the producers of “socially harmful goods” – alcohol and tobacco. Perhaps it is worth questioning the social responsibility of manufacturers and distributors of such products that could implement it by partially financing the sport (promoting a healthy lifestyle) as a kind of “retaliation” for their harmful activities? Perhaps the level of health of the population should be raised not by the prohibition of socially harmful goods, but by popularizing a healthy lifestyle, sports activity, in fact the sport itself? And to do this, create real conditions for those who want to do such an activity?

In addition, today local governments need to develop mechanisms for attracting sports organizations to actively work in the field of physical culture and sports, as they, with the support of the authorities, can work effectively with sponsors, investors, attract additional funding from Ukrainian and international funds in the form of obtaining appropriate grants for the development of physical culture and sports and to carry out volunteer activities that are useful for the community.

Useful in this regard is the establishment of the relevant management boards respective centers of assistance to NGOs sports profile so in preparing documents for participation in the grant extra-budgetary support. At the same time, international funds play a very important role in supporting civic organizations in obtaining a grant by the authorities themselves. In this case, the chance to get a grant is very large.

This innovation, in our opinion, does not require additional wages, since the post should be implemented on a voluntary basis. This is a European practice of the work of local self-government bodies. For example, in Poland, each council has several people engaged in extrabudgetary investments, in the form of writing grants, participating in various programs, and so on. We should not rely only on the budget – the rural, district, regional – they have limited expenditures. Therefore, it is necessary to intensify the work on attracting investments.

We believe that today one of the mechanisms of financial support for the development of physical culture and sports, in the conditions of decentralization, may be the introduction of amendments to the Law of Ukraine “On State Lotteries in Ukraine” to empower local governments to organize their own sports lotteries, which funds will support physical culture and sports on the ground.

Today, in addition to the above-mentioned problems of the development of physical culture and sports, we have one of the lowest indicators of the number of children involved in sports (10%). 70% of healthy children come to school, and only 20% of their graduates [13].

Taking into account such indicators of sick children, today we have to make a health lesson
every day in schools so that every day the child has the opportunity to breathe more fresh air and make elementary physical exercises. Physical exercise can replace a lot of drugs, but no medication in the world can replace physical exercise.

Now it is extremely necessary for us not to pursue sports results at any price, and to constantly carry out the lessons of teaching children correct breathing when performing physical exercises, using these methods of performing motor actions, with which the motor task is solved expediently and most effectively. Today, all actions of the authorities of different levels should be focused on the development of physical culture, health improvement and mass sports.

In this aspect, particular attention is needed to the issue of physical education in educational institutions. In many schools, physical education classes are unpopular for most students who regard them as formal and uninteresting.

Therefore, it has long come time to develop mechanisms for updating the curriculum and to find more modern and effective ways to improve this work. On the other hand, give the teacher the opportunity to find an individual approach to each student. This applies to educational institutions of all levels. In our opinion, the strategic mistake is an attempt to make electives for physical education in higher education optional.

In our opinion, the withdrawal of the discipline "Physical education" from the educational process will lead to an even lower level of physical health of students and make training of competitive specialists in the labor market impossible. In turn, the low level of physical health of students is the inability to withstand and aggression by the aggressor.

The fact is that the new Law of Ukraine "On Higher Education" provides all higher educational institutions with equal rights, autonomy, including the right to independently choose the forms of organization of educational space. However, unfortunately, among the underestimated, so to speak, secondary disciplines was physical education. As a result, there is an unjustified reduction of scientific and pedagogical workers of physical education in higher educational establishments, and in some cases, the elimination of departments of physical education or an attempt to replace their activities with sports clubs. But today we can state the fact that neither the activities of sports clubs nor the creation of recommended by the profile Ministry of Student Sports Centers, nor proposed four models of organization of physical education in higher educational institutions, will not be able to fully replace the professional activities of the departments of physical education. This is primarily due to the fact that today we have an extremely low real level of physical fitness of student youth, which is the most powerful in terms of the number of mobilizing human resources of the state, which is now in a war of war.

Of course, there are such students who support an optional learning system. So, as the time for independent classes can be "effectively used" in paws: entertain in computer games, smoke a cigarette, and so on. However, there will be a time and these young people will regret that insufficient attention was paid to physical education classes.

And most importantly, once again emphasize, such changes can affect the defense of our country, since already a significant part of the conscripts is not suitable for military service and has a low level of physical fitness.

In our opinion, today it is extremely necessary to include in the curricula of higher education institutions of all specialties compulsory physical education classes throughout the entire period of study, with the exception of the last graduation semester, 4 hours per week, which will have a reactionary and restorative nature and do not will affect the weekly student load.

Also, along with the foregoing, it is necessary to develop a joint order of the Ministry of Education and Science of Ukraine and the Ministry of Health of Ukraine on the provision of medical-pedagogical control over the physical education of students of higher educational institutions, which today is not.

It is now very important to look and apply good examples of mechanisms for the effective development of the field of physical culture and sports. In our opinion, the experience of our neighboring Poland is very useful for us in this aspect.

For an example, consider the experience introduced by the neighboring country Poland. The point is that in Poland in 2008 there was also an outdated Soviet base, did not know what to do with it, lack of funding. This problem has started to solve the neighboring country at the expense of the actualization of the problem of the development of mass sports. At that time, 36 per cent of Polish children did not attend physical education classes. We also have a large percentage of children who take certificates of school-based physical education and this is a negative trend.

In order to solve these problems in Poland, the program My Playground Orlik 2012 was launched in 2008. What is the Orlik sports ground? This is a complex consisting of an artificial football field and a multifunctional playground where you can play, volleyball, handball, basketball, other types of mobile activity. "Orlik" also featured animators, shower cabins.
At first, one billion zloty was allocated to this program and the construction of such sports grounds, which was divided into three parts: one part took over the State budget; one part – the local budget and one part – was financed by the beneficiaries (that is, either it was a school or condominium, or sponsors).

Due to such concerted action, there were constructed two thousand 600 "Orlik" throughout Poland, even in such villages where there were never any modern sports grounds.

In addition, 696 stadiums were built under the "Multifunctional Field" program, 149 stadiums were built under the "Closed Field" program, as well as 119 modern skating rinks located on a polyurethane pitch. As a result of the activities, 5 million children and 9 million adults began active physical education at these Orlyks.

Today, when we look at rewarding our athletes, it's usually pride for the country, but today the inhabitants of cities, villages, and settlements are more interested in a well-equipped high-quality sports ground near the house than the wins of our leading athletes.

Now, the acute problem in Ukraine is the restoration of previously constructed sports grounds for children. This is the heritage of the people, and they have to serve the community. In conditions of decentralization, they must necessarily be transferred to the balance without changing the intended purpose, condominiums and other organizations that have taken houses, quarters, areas for maintenance, and control their use. In this case, the sports grounds will be on the maintenance, control and responsibility of each inhabitant of the territorial community. We also hope, and to change the psychology of the attitude of each inhabitant to the preservation of the sports ground in proper condition, the money for the maintenance of which will go directly from his pocket.

Though to draw attention to the work of the organizations of Ukraine and Poland, which are today the best example in the direction of development of physical culture and sports. Thus, according to the head of LMGO "Center for Physical Culture and Recovery" Lukashevsky OM, with the support of the Polish-Ukrainian Chamber of Commerce, they plan to develop a network of sports grounds and sports clubs in the cities and regions of Ukraine. This will allow taking children out of the street, employing our athletes, coaches, masters of sports. The cooperation of this public organization with the Polish-Ukrainian Chamber of Commerce will enable to cross the border in a simplified manner, ride sports tournaments, competitions, share experiences.

The implementation of such work today is only due to the hard work of sports lovers who respect sports traditions, fans, sports idols.

In our opinion, the community must take such actions in the hands of the government in the implementation of state policy. This is very important, as during the implementation of these processes a person invests his private funds in the development of the future of our country, our children – in the development of physical culture and sports and is an example for others who are not indifferent to these citizens. Such work, for example, as much as possible, needs to be covered by the media.

Of course, one of the main mechanisms for conducting effective reform in the field of physical culture and sports is the high-quality training of highly skilled specialists.

Today in Ukraine there are 4 profile higher educational institutions. In Kiev, Lviv, Kharkiv and Dnipropetrovsk. In addition, there are dozens of pedagogical higher educational institutions with faculties of physical education.

Now, about 120 higher educational establishments have today a license for the preparation and issue of specialists in the field of physical culture and sports. This number speaks of a large army of experts in the field of sports, but not about quality. Today, even a polytechnic university prepares specialists in the field of physical culture and sports, which, unfortunately, does not give hope for training of really high-class specialists.

Another important mechanism for the development of physical culture and sports, in our opinion, brand strategy can become the current conditions of decentralization.

In Truskavets, in June 2016, BRANDING AND CONSULTING VVV, an international brand consulting agency, presented its brand strategy "Branding of Cities – Image and Reputation of Ukraine". The result of the presentation was the approval of Truskavets entrepreneurs that branding is a significant component of the development of the resort. Such an innovative mechanism, in our opinion, may and must be involved in the development of physical culture and sports as soon as possible [15].

The brand is the only set of representations that appears in the minds of the consumer under the influence of the name, symbol and appearance, which are uniquely tied to certain goods and services. « [1]

Branding of cities is intended to fill the shortage of material and intangible resources in the city. Every territory, the community, like everyone else, is unique. The task of urban branding: to bring to the target audience and to record the uniqueness of a particular territory, thereby marking their competitive advantage.
To date, there are many mechanisms for creating a territorial brand. But, in the context of our work, we will focus on sports branding. Sports branding operates in three layers: the actual promotion of a major sporting event (sports image of the territory); Promotion of sports brands with the help of a great sporting event; athletes; attraction of population to sports through краудфендинговые actions; sports social and charitable projects; system training.

Sports branding, in the broadest sense, is a systematic work with the population, aimed at: the formation of normative sports culture; understanding the need for a healthy lifestyle and interest in such activities; acquaintance of inhabitants with existing sports areas (professional and "courtyards"); support of interest in city sporting events; forming a positive image of the city through large-scale events.

In Ukraine there were attempts to branding cities during the Euro-2012. But, unfortunately, there was a quasi branding, when very large public money was spent on creating logos, attributes, and at the same time they forgot about brand strategy, about what this territory is going into the world and what it can present. And after the Euro-2012, these processes coincided. Although in our country there are enough villages, settlements, small towns, and now in the process of decentralization, new territorial communities in which these processes need development are created.

When creating territorial brands, as stated in the Strategy for Sustainable Development of Ukraine 2020, sport and tourism should be an integral part of them. This question does not need to be discussed. Today, business and government, as we see it, understand, but work on this issue is very low.

In Ukraine today, a large number of cities can create their own territorial brand through the prism of physical culture and sports. In our opinion, the use of branding tools and mechanisms of sports branding, especially in the context of decentralization, and the involvement of local residents in the process of territorial branding, should be a priority in the field power.

Therefore, today sports branding is very relevant. And first of all, it is necessary to make presentations of every city in Ukraine, as a city of sports glory. Today there are some moves in this direction, but they are very slow. For example, this year, a very interesting Internet presentation of Kherson region was developed, accessible to a wide range of interested persons, but mostly in the tourist region. And here, in our opinion, it is necessary to expand such a presentation of the region as sporting, cultural and other characteristics attractive for investment in the region.

We also have a famous city in Berdyansk. If you enter the word “Berdyansk” in the search engine “Google”, you can see the negative information that this resort is in the proximity of the ATO zone. And today the holiday season turns into “dead”.

For example, in Italy all seasons hotels are busy not only by holidaymakers, but primarily by athletes. Very often in hotels it is possible to hear that the rooms are all busy athletes.

Today, in the development of physical culture and sports at the expense of sports branding, it is necessary to use the experience of the "Institute of Territorial Branding" established in Ukraine, whose experts are open to cooperation in attracting real investments, improving the mental health of any region.

In our opinion, in this aspect, today it is extremely important to make a nationwide sports state channel. In this case, a quick leap in the direction of financial support and investments in the development of physical culture and sports from the business side, including from other countries, is possible. When business sponsors will be covered under every development in the development of physical culture and sports, then they will be happy to give money to this business. After all, it is for them – not only a way to realize themselves before the society in terms of good deeds for the development of the state, but also the proclamation of its brand and prestige.

**Thus, in our opinion**, using the proposed mechanisms of support for the development of physical culture and sports will help to ensure the sustainable development of physical culture and sports in conditions of decentralization, which in turn will ensure an increase in the welfare of every Ukrainian and the prosperity of Ukraine as a whole.

“Strong Ukraine” – for the whole state, for every citizen should not be a slogan, but a sense of life.

Further scientific research may be aimed at solving the problem issues of the development of physical culture and sports in the current conditions of decentralization.

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MARKETING OF THE PUBLIC ADMINISTRATION BODIES AS THE MECHANISM OF THE PEOPLE’S STANDARDS OF LIFE INCREASING

Havrysh-Musafir A.O.
Postgraduate Student of the Department of Regional Policy and Public Administration of Odessa Regional Institute of Public Administration of National Academy of Public Administration under the President of Ukraine

The concept of marketing and marketing technologies in the activities of non-profit organizations in order to achieve the well-being of the population was examined. The difference between the marketing activities of commercial and non-profit organizations was analyzed. The importance of the use of alternative tools and the controls by public authorities in order to improve the well-being of the population in general and a territorial community separately was noted. The importance of marketing in the life of every person was proved. The basic directions in the process of public administration of marketing activities were defined.

Key words: marketing, marketing in the public administration, marketing technologies of the local self-government bodies, marketing functions, population wellbeing.

Formulation of the problem. World practice proves that the mechanism of using marketing technology provides significant opportunities for creating a productive, innovative and flexible citizen-centered management system and is a powerful tool for local economic policy. However, in domestic practice, the mechanism of using marketing technologies in local self-government has not yet become widespread. All this determines the relevance of the study primarily the origin of the concept of “marketing” as an economic category. It is also important to determine the place and role of marketing in the process of raising the level of development of people’s lives, which should be governed by public authorities.

Analysis of recent research and publications. The issue of marketing in the management of local development has a great theoretical and practical interest among domestic and foreign scholars such as K. Asplund, V. Vakulenko, I. Drobyazko, C. Yeremeyev, V. Kirdin, I. Knyazev, F. Kotler, A. Krylov, A. Lavrov, M. Oklander, A. Pankrukhin, I. Rein, T. Sachuk, A. Starostina, Yu. Startsev, O. Cheban and others.

Selection of previously unsettled parts of the general problem. However, among the variety of definitions of certain concepts in scientific works, it is difficult to orientate and understand what exactly is meant. And also, most often, marketing activities are considered mainly for commercial organizations in order to profit and benefit precisely for these organizations.

The purpose of the article. The purpose of this article is an attempt to generalize existing concepts of marketing in the theory of state administration and to prove the necessity of using its technologies in public administration to improve the living standards of the population.

Presenting main material. Marketing affects everyone in every area of his life. If you look at the everyday life of any person, we will notice that we are surrounded by brands, trademarks, popular products – all of this can be seen on screens of television screens, on our billboards, on the shelves of our favorite stores. Colgate, Palmolive, Proctor & Gamble, Coca-Cola, Chanel, Dolce Gabbana, Laska, Korona, and New Mail are all the results of the brutal work of marketers. Each of our steps is carried out using these results – from the satisfaction of the needs of the lowest step of the Maslow pyramid – to physiological needs, ending with the tip-the desire for self-expression. [13]

And all this was made possible thanks to the marketing system, with the minimum effort on our part. It has provided us with a standard of living that our predecessors could only dream of.

Many believe that marketing involves only the purchase and sale, pricing and marketing of goods and services. And it’s not strange. After all, our TV screens are full of advertising of products and services, offices are constantly coming sales agents, the Internet can not open the page so as not to hit the ads with impressive discounts. Everyone is trying to sell something. It seems that we will not be able to avoid death, payment of utilities and commerce. [2]

That is why for many there is a great discovery that marketing is just the tip of the iceberg called “Marketing”, only one of its functions, and not always the most significant. Even if you look at the origin of the term “marketing”, then in the simplest dictionary we will find such a translation – trade, sales, sales; marketing (a set of measures for the study of demand and optimal product sales). [6] If a marketer has worked well on such marketing topics as identifying consumer needs; the development of relevant goods and the establishment of appropriate prices for them, the establishment of a system for their distribution and effective incentives, such goods and services will surely be in demand. The goods and services that appear “in a good time and in a good place” for the consumer and user and do not have analogues or substitutes are considered successful.

One of the leading theorists who studied management problems, P. Drucker, said, “The purpose of marketing is to make sales efforts unnecessary. His goal is to know and understand the
client so that the product or service is fit for the latter and sell himself. « [5]

This does not mean that sales efforts and their stimulation lose their significance. It is more likely that they are part of a larger “Marketing Complex”, that is, a set of marketing tools that need to be harmoniously linked to each other in order to maximize market impact.

F. Kotler defined marketing as a type of human activity aimed at satisfying needs through exchange; It is a work with the market for the purpose of exchanges, the purpose of which is to meet human needs. [3]

One of the marketing concepts behind F. Kotler argues that the key to achieving the goals of the organization is to determine the needs of target markets and to provide the desired satisfaction more efficient and more productive than competitors. (Figure 1)

Today, marketing attracts both interest and non-profit organizations – higher educational establishments, hospitals, public authorities. Many organizations face market difficulties. Their leaders are struggling to survive the reality of changing consumer relations and a rapid decline in financial resources. In search of solutions to the problems that arise many organizations are turning to marketing.

Each government has its own plans – a development plan, a plan of action, a plan for paying taxes and fees, a plan for recruiting staff, a plan for implementing certain standards. Each institution promotes its services and tries to prove the advantage of rendering its services to commercial competitors (state notary public, municipal institutions, administrative service centers). In many structures there are departments of marketing activities, sectors of promotion services, career guidance. And all this is part of the complex of marketing activities.

Practical marketing activity has a great influence on people who serve as users of services, service providers and ordinary citizens. Its purpose can be called achieving maximum possible high usage, achieving maximum consumer satisfaction, giving users the widest possible choice, maximizing the quality of life. Many believe that the goal should be to improve the quality of life itself, but to achieve it – the use of the concept of marketing.

The interest in this activity is intensified as more and more organizations across different sectors are aware of exactly how marketing contributes to their more successful existence.

In the seventh edition of his work, Strategic Marketing for Nonprofit Organizations, A. Andreasen and F. Kotler emphasize that marketing is one of the key factors in the process of achieving the success of nonprofit organizations. [1] The authors argue that success is ultimately determined by the impact on the behavior of a wide range of key players in market relations: clients, investors, volunteers, the media, as well as employees of nonprofit organizations. This is the field of marketing itself, because it is a “business of influencing behavior”.

In this book, marketing is positioned as the main requirement for higher management, necessary for the organization’s mission. Here are the reasons why each employee of a non-profit marketing organization, including its CEO, must have strong marketing knowledge – what it represents, what is meant and what can be achieved with its help.

If we talk about marketing in the public administration as a whole, then it can be defined as an approach to public administration, which places the interests of consumers of services in this sphere first and serves as a specific form of marketing implementation in management. [9] This is a marketing activity of various levels of management that acts as consumers, intermediaries, or producers of goods or services, ideas and other values. Such activity is a kind of non-profit marketing, that is, without profit. It can take place in the field of public administration, in providing peo-

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**Fig. 1. Concept of marketing**

*Source: [4]*
ple and organizations with government services both inside and outside the country (territory). Here we can talk about marketing in the activities of ministries, services and agencies, engaged in defense, public order protection, prevention and liquidation of the consequences of emergencies, taxation, etc.

Varieties of such marketing are marketing territories, and in the first place marketing of countries and regions, as well as marketing of personalities and, above all, political marketing.

The objects of marketing in the state administration are state services and social benefits. They are free (pensions, medical care, general and vocational education) and indivisible (public safety). These are the goods and services necessary for the functioning of the organizations and industries financed from the state budget, including the procurement of weapons, ammunition, property and foodstuffs for defense purposes, maintenance of internal security authorities, security, etc., the issue of goods and the provision of services to the authorities, state institutions, enterprises, organizations and institutions that are in state ownership, ensuring the resolution of other tasks financed from the state budget. Objects of marketing in public administration: enterprises and organizations that are state-owned and subject to privatization and privatization, as well as shares of other enterprises and organizations owned by the state. These include public administration, meaningful for the state social institutions and their representatives. Such activities are important to increase the prestige of the above-mentioned organizations, to improve their image and to facilitate their activities by public, commercial organizations and individuals.

An important object of marketing in public administration is the rights of citizens, as well as the duties and functions of citizens and organizations necessary for the existence and development of the state and society: payment of taxes, participation in elections, performance of military duty, judicial, other civil obligations’ functions and functions. The state actively supports norms and rules of behavior, activities, values, programs, ideas that are useful to society.

The objects of marketing in public administration are also territories and territorial communities, ie countries, regions, interregional education, cities and other areas.

The specificity of marketing in public administration is determined by a number of characteristic features. The nature of the relationship is not entirely market-based, the exchange is indirect, a significant part of the products, which we have said so often above, are services, ideas, and priorities that relate to public and collective goods.

The goals of such activities are to achieve compliance with the needs and expectations of social groups. Marketing in public administration is governed by budgetary constraints and limited by means and resources. He works at a low level of prices, is forced to be satisfied with a relatively low level of quality of goods and services, and its effectiveness is evaluated more difficult, taking into account social effects, including external ones.

However, marketing activity here is very large in scope of application, which is calculated for long periods in comparison with stable conditions. Therefore, it is attractive for entrepreneurs who expect to benefit from economies of scale and are not very risk averse. It is also important that a significant part of the activity takes place in the form of participation in tenders, tenders, etc.

Marketing in public administration is implemented in general in conditions of higher, than in the commercial sphere, public openness, transparency, and control of society. Here communication aspects and marketing tools play a particularly high role. At the same time, the high dependence of activity on the decisions of the authorities, on the political situation. Therefore, in all countries to one degree or another, it can be corrupt.

SWOT-and STEP (PEST) analysis, technologies of segmentation and evaluation of market capacities, assessing the competitiveness and positioning of countries and regions, and their formation are increasingly being used as marketing technologies in public administration. The classical tools of the commodity, price, communication and marketing (distribution) policies concerning the corresponding objects are preserved.

Marketing in local self-government is considered by scientists and scientists considerably less often than marketing of public administration. Among the scholarly works there are often terms such as “municipal marketing”, “regional marathon”, “territorial marketing”, “local marketing”, “marketing of a city”, etc. We reviewed and analyzed some of them.

From all the above-mentioned definitions it is noticeable that the red thread is the basis of marketing activity, namely the needs of the locality, the inhabitants, the territory, ensuring satisfaction of interests, improving the living standards of the community, improving the image of the territory.

Speaking about the image of the territory in general, it would be possible to consider a number of problems that arise during the management activity. [8] Since the image of the region contributes to the improvement of the standard of living of the population among them.
But, in our opinion, all the above-mentioned concepts can not be identified. Therefore, we use “marketing in local self-government”. In our opinion, there is no fundamental difference in the definition of “marketing in local self-government” and “marketing in public administration”. Probably “marketing in local self-government” is an element of “marketing in public administration”. The difference lies in the types of services provided (within the scope of competence), the scale of influence, the objects of such activities and the technologies used in marketing activities.

We define marketing technologies of local self-government as a complex of measures by the executive bodies of local self-government, which determine the sector of the development of the territory on the basis of marketing research and promote its capacity. The result of their use should be an increase in the indicators of all spheres of life of the territorial community.

There are certain benefits of using marketing technologies in local government. Indeed, on a smaller scale (scale of city, village, village) it is much easier to find marketing tools, easier to plan, analyze and implement marketing projects.

Bodies of state power and bodies of local self-government, guided by the concept of indicative interference in the economy, should, at the expense of a certain system of levers (tools, mechanisms), create favorable conditions and promote the competitiveness of enterprises and the quality of life of the population.

At the same time, many experts believe that it should function in a special regime characterized by the following attributes: self-development and self-organization of economic entities as the main principle of increasing the economic potential of the territory (country, region, city); increase in the efficiency of production as the main criterion for assessing activities; selectivity of state support policy as a means of facilitating innovation processes. [14, c. 59-60]

Formation of the system of marketing activities of public authorities should be considered in conjunction with other areas of management of national economy and state construction.

In some cases, the elements of the formation of marketing communications come to replace direct administration. Thus, the practice of establishing public relations has become widespread recently. Increasingly, government agencies use, for example, advertising tools. The purpose of advertising, where the initiators are state institutions, is often propaganda of public socially

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**Table 1**

Comparison of approaches to the name and definition of the concept “Marketing in local self-government”

<table>
<thead>
<tr>
<th>Author</th>
<th>Concept</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>V. Vakulenko</td>
<td>marketing city</td>
<td>the process of creating methods for market regulation of a favorable urban environment for the production of goods and services and life of the population on the basis of identifying, creating and implementing factors of an ecologically and socially oriented local development policy and functioning</td>
</tr>
<tr>
<td>I. Drobyazko</td>
<td>municipal marketing</td>
<td>is an integral activity in favor of the municipal entity (inside and outside of it) and its subjects (population, economic entities, authorities), which, based on the identification of municipal interests, as well as the creation and modification of a municipal social product, is aimed at satisfying specific the needs of municipal consumers to ensure the sustainable development of municipal education and improve the quality of life of the local community.</td>
</tr>
<tr>
<td>M. Oklunder</td>
<td>territorial marketing</td>
<td>is a marketing activity carried out by the public administration and local government and through the exchange satisfies the needs for creating a favorable marketing environment for the formation of long-term competitive advantages of legal entities and improving the quality of life of the population of the territory. The exchange consists in the fact that each of the parties as a result of the interaction reaches the intended goal.</td>
</tr>
<tr>
<td>A. Pankrukhin</td>
<td>territorial marketing</td>
<td>marketing in the interests of the territory, its internal as well as external entities, in the context of which there is an interested territory</td>
</tr>
<tr>
<td>O. Cheban</td>
<td>municipality marketing</td>
<td>the process of management of municipal education, which includes analysis, planning, organization and control of satisfaction of needs and needs of each individual inhabitant, as well as the whole of the municipality as a whole</td>
</tr>
</tbody>
</table>

Developed by the author according to [7; 11; 13; 10; 16]
important ideas, promotion of their work, etc. [15, c. 65].

Conclusions and suggestions. Marketing affects the lives of each of us. This is a process in which the goods and services are developed and supplied to people, providing a certain standard of living. Marketing includes many different types of activities, including marketing research, product development, organization of its distribution, price setting, advertising and personal sales. Many confuse marketing with commercial sales efforts, while in reality it combines several types of activities aimed at identifying, maintaining, meeting consumer needs to meet the goals of the organization. Marketing begins long before and continues even longer after the act of sale.

Modern requirements for the performance of state institutions of their functions are significantly different from the requirements of the past. In some cases, this requires a radical change in tools and leverage used by government agencies in their work.

The main direction in the process of forming the system of public management of marketing activities is the development of the system of central and local government bodies and local governments, to which the implementation of marketing functions is subordinated. Namely, planning, strategy, control, promotion, and citizen orientation.

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4. Там само
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WAYS OF PERFECTION OF MECHANISMS OF COOPERATION BETWEEN PUBLIC ADMINISTRATION AND NON-GOVERNMENTAL ORGANIZATIONS IN THE SPHERE OF COMBATING HUMAN TRAFFICKING IN UKRAINE

Dyushchak O.O.,
Postgraduate Student of the Department of European integration
of Odessa Regional Institute of Public Administration
of National Academy of Public Administration under the President of Ukraine

The problem questions of cooperation of public administration and non-governmental organizations are considered in the sphere of combating human trafficking in Ukraine. An analysis is carried out normatively legal base and scientific articles on questions of cooperation of public administration and non-governmental organizations. The modern consisting of cooperation of public administration and non-governmental organizations is described of sphere of combating human trafficking in Ukraine. Grounded necessity of perfection of mechanisms of cooperation for this sphere.

Key words: co-operation, mechanisms, public administration, civil society, human trafficking.

Problem solving in general and its connection with important scientific or practical tasks. Trafficking in human beings is a gross violation of human rights, a transnational crime and a social problem that has a destructive character for society and the state and nullifies all the aspirations to ensure the constitutional rights and freedoms of man and citizen. Individual counteraction and the fight against human trafficking by the authorities or by public activists cannot be effective. Accordingly, the interaction of the subjects of the implementation of anti-trafficking measures and the clear mechanisms for its implementation is necessary.

An analysis of recent research and publications. The problem of countering human trafficking from the point of view of criminology is described in detail by such scholars as V. Pidgorodinsky, O. Kushnir, and E. Kulish. Scientists K. Levchenko, O. Bandarka, O. Lytvynov, A. Orlean, B. Lyzogub, O. Svjatun stood at the sources of research and formation of public administration in the field of combating trafficking in human beings. The issues of cooperation of public administration with non-governmental organizations are raised in their writings by A. Kolody, A. Krupnik, A. Tkachuk, V. Vakulenko, V. Rubtsov, L. Udovichenko, S. Kononchuk and others.

Identification of previously unsettled parts of the general problem. With the creation of a system to combat trafficking in human beings in Ukraine, state bodies and public associations are included in the anti-trafficking actors, and the mechanism of their interaction is declared at the legislative level. At the same time, a large number of research and statistical data in this area, as well as personal experience of the author of the article in the central and local executive authorities in this area, proves the formality of these relations and the ineffectiveness of joint activities. This necessitates the development of ways to improve the mechanisms of interaction. Also, at the present stage, a mechanism is needed to intensify the interaction of the authorities and non-governmental organizations in this area for the common goal.

To formulate the aims of the article. In order to reveal the topic of the article, by analyzing the legislative framework and scientific research, identifying the causes of problematic issues in this area, justifying the need to improve the mechanisms of interaction, the objectives determined and make ways to improve the mechanisms of interaction between public authorities and non-governmental organizations in the field of combating human trafficking in Ukraine.

Presentation of the main research material. Cases of human trafficking in the modern world continue to be an acute problem and therefore require constant attention and further study, given that this phenomenon, which develops together with society, and quickly adapts its forms and forms to the requirements of time.

The sphere of countering trafficking in human beings in various countries is actively supported by the state: legislative and subordinate acts regulating the relations of various actors of interaction in countering this phenomenon are developed and passed; an infrastructure is created for solving technical and organizational problems, etc. [6].

In Ukraine, anti-trafficking activities have been initiated by NGOs in 1997, and in 2011, with the adoption of the Law of Ukraine on combating trafficking in human beings, the organizational and legal principles of combating human trafficking, subjects and their powers, the main directions of state policy in the field counteraction to trafficking in human beings [8].

But, given the fact that this crime has long been of transnational character, no state can alone overcome such a phenomenon as trafficking in human beings. Ukraine has joined the implementation of all key international instruments, in particular, the Council of Europe Convention on Action against Trafficking in Human beings, the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supple-

The Group of Experts on Trafficking in Human Beings of the Council of Europe (GRETA), based on the results of monitoring the implementation by Ukraine of the provisions of the Council of Europe Convention on Measures to Combat Trafficking in Persons in 2014, noted, among other things, lack of cooperation with civil society organizations, low level of resource provision of state institutions providing assistance to people who have suffered from trafficking in human beings [4].

Consequently, the domestic policy of our state in practice was aimed at the formal fulfillment of the tasks of the international community, the implementation of international normative legal acts on paper, instead of using its own opportunities for coordinating the activities of non-governmental organizations working in this direction and combining efforts and resources.

Today, active Ukrainian society no longer remains indifferent to the processes of democratization of society, to improve the quality of public services [1, p.28]. The public is increasingly united around a common problem and declares its readiness for close cooperation with the authorities. The task of cooperation with the public is also in front of the authorities, especially in the context of the use of its potential to address acute social problems.

However, it should be noted that in modern Ukraine, the ineffectiveness of the use of mechanisms for interaction between public authorities and non-governmental organizations to address issues of counteraction to trafficking in human beings is observed.

One should agree with O. Babinova, who identified the following causes of problems in the interaction between public authorities and the public:

– unwillingness of the authorities and their representatives to “open” the people and cooperate with them;
– absence of a legislative obligation (and not an opportunity) of the authorities together with the public to solve all the important issues that arise;
– the excitement of the authorities that the public through its participation slows down the decision-making process;
– unification of the public, lack of specific knowledge about the activities of the government, his duties to the community, as well as his rights and duties, knowledge of the legislation in general in the majority of the population [2].

Characteristics of the forms and methods of its cooperation between institutes of civil society and the authorities are devoted to many scientific works, deeply investigated the mechanisms of cooperation and the functions of each of the subjects of interaction. The problem is to ensure the effectiveness of such interaction, the reasons for the deviation from the course of pursuing the interests of the development of society, misconceptions about the common goal.

Proceeding from the fact that the effectiveness of the interaction process is the achievement of positive results in the process of interaction between executive authorities and non-governmental organizations, the adoption by decision-making bodies of decisions taking into account social needs and interests [5], raises a logical question as to the indicators of this efficiency.

In this context, O. Kushnir should be supported by the fact that the indicator of the effectiveness of counteraction and prevention of crime is determined, on the one hand, by the slowdown in growth rates, stabilization or reduction of crime rates, and, on the other hand, by a qualitative increase in the social and preventive activity of the population, support for preventive activities public opinion [7].

Systemic study of the mechanisms of combating human trafficking is impossible only by using state-management methods, excluding such an important component as the active position of public institutions.

Today, civil society, which represents a non-institutional phenomenon, is a society independent of the state of highly developed citizens and their communities that can jointly influence the formation and implementation of state-political decisions on the observance of human rights and freedoms and guarantees its free development in order to ensure self-determination and self-realization of each persons [9, p. 16].

The key role of non-governmental organizations in addressing the problem of trafficking in human beings has been repeatedly defined in international documents, proved in scientific research, and also highlighted in the recommendations of Ukraine by international organizations working in this field.

Thus, in agreeing with the opinion of O. Kushnir, it should be noted that the need for public participation in countering and preventing crimes, including in the field of human trafficking, is already axiomatic and overestimated, it is indeed difficult [7].

The problem of interaction between the institutions of power and civil society is always on a
timely and methodologically fruitful basis. The prerequisites for its scientific development were formed during the Renaissance: it was then that the idea of the necessity of regulation of state intervention in the public sphere developed. The world is actively discussing the question of balancing the power of the state and society, and, accordingly, the resources of their activities. This issue is linked to the processes of decentralization, which covered the administrative systems of European countries, and regionalization. For the post-Soviet countries, the construction of a system of effective cooperation between different institutions and sectors of society, on the one hand, is a tribute to the global and European trends in this area, on the other – the demand of time [3].

Consequently, the current state of interaction between public authorities and non-governmental organizations in all spheres of public life and its development for Ukraine is the issue of strategic management.

In the field of combating and combating trafficking in human beings, the strategic goal should be to eradicate a crime of trafficking in human beings as a phenomenon, the closest result is to reduce cases of trafficking in Ukraine, the main task of which is the constant systematic, coordinated interaction of all involved actors.

A common goal for counteraction trafficking actors can be defined as the achievement, first, of responsible cautious behavior of each member of society, and secondly, the unhindered access of the affected people to help and reintegration into society, and third, the strengthening of the criminal responsibility for trafficking in human beings.

Analyzing the actual activities of each separate entity in the implementation of the state policy on combating trafficking in human beings, one can state that there is almost no interaction.

Thus, the extensive system of state structures that are responsible in a certain territory for the implementation of the state policy of counteraction to trafficking in human beings, because of the lack of financing of this sphere from the budget and, perhaps more importantly, the lack of staffing, almost do not carry out information campaigns on human trafficking, although they have more opportunities to bring socially-directed information to the population, rather than non-governmental organizations. Non-governmental organizations in turn, with funding, carry out information campaigns on this issue, but because of the “informal” status they can not reach the greater number of people who may be informed.

Identical situation in the field of providing assistance to people affected by trafficking in human beings: there are no resource centers and institutions for rehabilitation and temporary asylum at the state level, while non-governmental organizations work closely with each other and provide a full range of rehabilitation services, asylum and the necessary social, medical and legal help.

One of the options for effective interaction to increase the number of informed people about the problem of trafficking in human beings and to ensure access of victims to effective assistance may be the financial capacity of non-governmental organizations and the official status of state bodies.

In contrast, the following popular forms of interaction are found in practice: public councils (their creation and periodicity of convocations are conditioned by the compelling need of the authorities to report to the higher levels of government on work with the public); public expert reviews of draft legal acts (for the same reason); a social order for NGO programs (in this case there is either a corruption scheme or lack of proper funding).

One can not but mention the practice of forming so-called “pocket-sized” non-governmental organizations in power bodies, which are created, first of all, with the purpose of attracting funds from international donor organizations for the implementation of plans of measures of power structures, forming an illusion of interaction with organized civil society [10].

Conclusions. An instrument for organizing civil society is the state institution [9], which registers non-governmental organizations, approves their statutes, directs in their activities a course similar to state policy in a particular field.

In our opinion, public authorities, in pursuit of a common goal in the field of combating trafficking in human beings in particular, should ensure, first of all, the exclusion of the corruption component in supporting the activities of non-governmental organizations.

Another area of interaction between public authorities and non-governmental organizations should be an open dialogue for effective communication. Here, non-governmental organizations can act as a chain between citizens and government, but first you need to increase the level of public confidence in these entities.

In addition, non-governmental organizations also provide volunteer development, philanthropy, philanthropy, and the authorities have no access to these resources that can be involved in solving the problem of combating human trafficking and overcoming its consequences.

Thus, the system of cooperation between state authorities and non-governmental organizations in Ukraine is only at the stage of becoming. The
ways of improving mechanisms of interaction in the field of combating trafficking in human beings are considered in the article. They require gradual, but systematic implementation on a permanent basis. The forms and directions of interaction will evolve, new, transformed and effective, which will promote the sustainable development of the state and society.

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THE ORGANIZATIONAL AND LEGAL FORMS OF THE ALTERNATIVE DISPUTE
RESOLUTION MECHANISMS IN THE STATE ADMINISTRATION ACTIVITIES:
CONDITION AND PROBLEMS OF THE LEGAL REGULATIONS

Krasilovska Z.V.
Postgraduate Student of the Department
of Law and Law-making Process
of Odessa Regional Institute of Public
Administration
of National Academy of Public
Administration under the President
of Ukraine

The article examines the organizational and legal forms of the alternative dispute resolution mechanisms in the state administration activities of Ukraine. Its condition and problems of the legal regulation have been analyzed.

The factors that restrain the full application of conciliation procedures in the legal practice of Ukraine have been determined. The increasing efficiency directions of the public administration in the dispute and conflict resolution have been suggested.

Key words: conciliation; public administration, alternative dispute resolution, arbitration court, National service of mediation and reconciliation.

Formulation of the problem. Systemic problems of the formation of the administrative branch of government, the presence of gaps and inconsistencies in the legal regulation of the competence of the bodies of state administration, local self-government, division of powers between individual bodies lead to an increase in the number of introduction of new types of proceedings and the expansion of the range of cases that fall under the jurisdiction of administrative courts. In the face of radical changes in the country, the problem of effective and rapid resolution of conflicts is extremely acute. The existing alternative forms of dispute resolution in Ukraine are not used in full potential, as it might be possible.

Analysis of recent research and publications. Issues of organizational and legal forms of alternative ways of resolving disputes in Ukraine were worked out in scientific works by O. Spector, N. Nestor, L. Yuhthenka, V. Baluch, V. Goncharova, G. Eremenko and others.

Selection of unresolved parts of the general problem. Nevertheless, the definition and analysis of the actual problems of the organizational and legal forms of alternative ways of resolving disputes in Ukraine, which serve as an element of civil society and forms of decentralization of power in the sphere of conflict resolution, needs to be further elaborated.

The purpose of the article is to study the status and problems of legal regulation of existing organizational and legal forms of alternative methods of resolving disputes in public administration that are designed to reduce the burden on the judicial system and promote the development of democratic institutions of civil society in Ukraine.

Presenting main material. It is known that alternatives to dispute resolution (hereinafter – ABC) are a broader concept than reconciliation procedures, in which the latter may take place as part of the process. The main features of reconciliation procedures are: 1) the desire for a peaceful (voluntary) settlement of a dispute, when the parties or other persons taking part in it engage in actions to find mutually acceptable solutions; 2) are possible only with the voluntary will of the parties [1, p.163]. With the use of reconciliation procedures, no one else can endorse the resolution of the dispute, only the parties. [4, p.41].

They are quite diverse and can be carried out both in the judicial process and outside it, both on a mandatory basis, so and for the voluntary will of the parties to the dispute.

Reconciliation in state-management practice takes place:
– in civil, economic and administrative disputes before or during the proceedings in court, as well as at the stage of enforcement proceedings;
– in resolving the issue of reconciliation between victims and suspects (accused) in criminal-legal relations;
– during the resolution of labor disputes.

Concerning the conciliation procedures applied by the parties in civil, commercial and administrative disputes before or during the consideration of the relevant dispute in court, the law provides provisions for which the judge actively promotes conciliation of the parties. However, the procedures of reconciliation themselves are carried out by the parties themselves, by free expression of will and in extrajudicial order. Note that the approximate analogue of conciliation of parties in civil proceedings is the institution of a peace agreement. This is a strictly terminological difference of non-principled nature, which could and should not be. Although these institutions have certain differences.

As a result of reconciliation, the parties can enter into a peace agreement, which should apply only to those requirements that were the subject of a claim to the court, that is, the claimed material requirements of the plaintiff to the defendant. If the parties try to resolve other legal relationships, and not those that were the subject of judicial review, the parties will be denied recognition of the agreement.
Civil procedure law provides that reconciliation of the parties can be executed not only during the consideration of the case in the court of first instance (Article 175 of the Civil Code of Ukraine), but also at the stage of appeal (part 3 of Article 31 of the Civil Procedure Code of Ukraine) and the cassation proceeding (Article 334 of the Code of Civil Procedure of Ukraine), as well as in the period of enforcement of a court decision (Article 372 of the Code of Civil Procedure of Ukraine). Very similar positions are also contained in administrative proceedings. Thus, according to Part 3 of Art. 51 KAS of Ukraine the possibility of reconciliation is provided at any stage of the administrative process, including during the appeal and at the stage of execution of the court decision (Article 262 of the CAC of Ukraine). The peculiarity of the economic process is that the Code of Civil Procedure does not contain provisions on the possibility of a court approval of a settlement agreement during the appeal and cassation proceedings.

As we see, Ukraine’s procedural law provides for reconciliation (peace agreement) on the basis of mutual concessions, which may only concern rights and obligations of the parties and the subject of the claim. However, the notion of “acts” has not been clarified and not commented upon in judicial practice, and therefore the courts rarely approve of peace agreements, fearing to violate the rights of the parties, do not risk to allow miscarriages. Consequently, the conclusion of peace agreements in judicial proceedings is under the control of judicial authorities. And even when there is a “reconciliation of the parties”, the court may refuse to approve the world’s time, if it establishes that the subject of a settlement agreement does not coincide with the subject matter of the lawsuit or is contrary to the rules of law. As G.S. Goncharov rightly notes: “The task of law enforcement practice is to correctly interpret the concept of mutual concessions and to expand the possibilities for concluding peace agreements”, but at the moment it has not been done yet, which may be an obstacle to the way to reconciliation in many cases [2, p.127].


International Commercial Arbitration at the Chamber of Commerce and Industry of Ukraine (hereinafter referred to as the ICAC at the Chamber of Commerce and Industry of Ukraine) is a permanent arbitration court, which operates in accordance with the Law of Ukraine “On International Commercial Arbitration”, the Regulations on International Commercial Arbitration and the Regulations of the ICAC. The peculiarity of the work of the ICAC is the consideration of only cases arising in the course of the implementation of foreign trade and other types of international relations, if at least one side of the conflict is abroad, as well as disputes between enterprises with foreign investments and international associations and organizations established on the territory of Ukraine, among themselves, disputes between their participants, as well as their disputes with other subjects of the law of Ukraine. On average, only about 9% of domestic corporations turn to the ICAC for resolving conflicts. This indicator is indicative of the low popularity of this method. In accordance with the report on the results of ICAC activities for 2014, the terms of consideration of cases ranged from 3-4 months – 44% of cases, from 5 to 6 months – 36% of cases, from 7-9 months – 12% of cases, from 10-12 months – 3% of cases, over 12 months – 1% [12]. That is, the average term of consideration of the case at the ICAC is six months, which is not fast.

According to the Law of Ukraine “On Arbitration Courts”, an arbitral tribunal is a non-governmental independent body formed by agreement or by a decision of interested natural and / or legal persons in accordance with the procedure established by the Law to resolve disputes arising out of civil and commercial relations.

The difference between arbitration courts and courts of general jurisdiction is that the competence of arbitral tribunals does not apply to all legal relations that arise in a state, the decisions of arbitration courts are not binding for all individuals and legal entities, except for parties to arbitration.

The common feature of arbitration and public prosecution is, firstly, the principle of adversarialism based on them, and, secondly, the adoption of a decision that is binding. The essential difference is the principle of publicity, which is typical of state judicial proceedings, while one of the main principles of arbitration is the principle of confidentiality.

In Ukraine, arbitration courts have begun active development since 2004, with the adoption of the law “On Arbitration Courts”. Although in Ukraine, as nowadays, more favorable conditions for the development of arbitration, since the level of trust in state courts is record low, unfortunately
the arbitral tribunal has not gained popularity, but has not become the main tool for solving civil and economic disputes.

It happened from the law of permissiveness in the creation of arbitration courts, which "unleashed their hands" to dishonest lawyers. The requirements for the creation of arbitration courts are so simple that they were registered at a rate of about 500 in a short time, and the number continues to grow, despite the lack of demand for their services [10].

Given the permissiveness in creating and the low quality requirements – arbitration courts began to massively interfere in property relations, and used in raider schemes to take possession of someone else’s property. Unfortunately, the legislator did not overcome this problem by improving the quality of work of arbitration courts, but simply from 2009-2011. certain changes and restrictions were introduced to the Law of Ukraine "On Arbitration Courts", which provides for the prohibition of consideration by the arbitration courts of Ukraine of cases arising from corporate relations, disputes concerning consumer rights protection, disputes concerning immovable property, including land plots; cases on the establishment of facts of legal significance; cases in disputes arising from labor relations, that is, in fact, the withdrawal of arbitration courts as one of the ways of alternative dispute resolution.

The next is the list of procedures for resolving disputes, regulated by the current legislation, which correspond to the nature of the ABC of reconciliation in the field of criminal legal restoration. The Criminal Procedure Code of Ukraine (hereinafter referred to as the CPC) provides for the possibility of concluding an agreement on reconciliation between victims and suspects or accused persons. Part 3 of Art. 469 of the CPC states that reconciliation takes place in three cases: in the commission of a criminal misconduct; a crime of a small or moderate degree; in a criminal proceeding in the form of a private prosecution. And in the Criminal Code of Ukraine (Article 46) it is stated that from a criminal liability on the basis of reconciliation a person who:

- first committed a crime of modest gravity or a careless crime of moderate gravity;
- reconciled with the victim;
- Refunded damages or eliminated the damage.

At the same time, the current criminal law does not define the concept of “reconciliation” and does not provide for the regulation of those procedures that may lead to concluding an agreement on conciliation in a criminal proceeding. As a result, the achievement of reconciliation between the victim and the accused (suspect) today is due to the existence of predominantly autonomous processes that take place outside the criminal justice system through mediation (mediation) cooperation mechanisms developed in the absence of a certain regulatory framework that would be regulated the principles of carrying out the appropriate procedures.

With regard to the gaps in the process of concluding an agreement on conciliation, the following should be noted. In accordance with Part 1 of Art. 469 CCP, a conciliation agreement may be concluded on the initiative of the victim or suspect, the accused. Agreements relating to an agreement on reconciliation may be made by the victim and the suspect, accused, defense counsel and representative or by another person agreed by the parties (other than the investigator, prosecutor or judge). The sensational disadvantage of the CCP is not the definition of the “other person” who will be entitled for the conclusion of agreements, that is, this place can take such a procedural person as a mediator, at least for reasons of incompetence of the victim and the accused in most legal matters.

The following are conciliatory procedures used in resolving labor disputes.

The system of the resolution of labor disputes in Ukraine provides for different procedures for solving individual and collective labor disputes. Despite the fact that the Code of Labor Law provides for a pre-trial procedure for the resolution of individual labor disputes, they are mainly focused on judicial settlement of their solution. The reasons for the non-application of the pre-trial settlement mechanism are the absence of an extensively functioning on each enterprise, institution, organization of the system for solving individual labor disputes by labor disputes commissions (KTS), which in most cases are “nominal”, formal and practically do not perform functions or solutions to labor a substantive dispute or a warning; the lack of compulsory registration and sufficient statistical information on individual labor disputes, especially at the pre-trial stage; the non-use of the potential of the National Mediation and Reconciliation Service as a possible consultative and organizational body in resolving individual labor disputes.

The formation of the system for solving collective labor disputes began with the adoption of the Law of Ukraine “On the Procedure for Resolving Collective Labor Disputes (Conflicts)”, which defined the legal and organizational principles for the functioning of the system of measures for their resolution [5]. In order to facilitate the settlement of collective labor disputes, the Presidential Decree of On November 17, 1998, No. 1258, a permanent state body was established – the National Service for Mediation and Reconciliation. 
(hereinafter – NSPP), the specificity of which is that the nature of the NSP is primarily a regulatory and not related to "control and subordination" in "pure" form.

According to the results of the activity during January-December 2015, the NSAP facilitated the resolution of 188 collective labor disputes, the direct participants of which were 1.3 million employees of 8340 business entities and 480 claims made by hired workers, trade unions in collective labor disputes on matters specified in Article 2 Law of Ukraine “On the Procedure for Solving Collective Labor Disputes (Conflicts)". The overwhelming majority of claims made by hired workers from 480 disputes arose due to the existence of arrears of wages and violation of the timing of payment of current wages (174 requirements – 36.2%) and compliance with the dismissal and employment order (79 requirements -16, 4%), as well as to raise wages and introduce appropriate wage conditions (67 requirements -14%). The remaining requirements concerned the implementation of measures on occupational safety and health (50 requirements – 10.4%) and other requirements (110 -23%) [8].

Thus, among the main causes of collective labor disputes (conflicts), as a rule, the employer does not comply with labor legislation on wages and labor protection, violation of social rights and guarantees of employees, non-compliance with collective agreements, etc. According to the law, the court can resolve a collective labor dispute, but only in the case when workers are prohibited from strike, and if the parties to the dispute failed to take into account the recommendations of the NSAID in resolving it.

An important role in the system of collective labor disputes is played by the bodies created on the initiative of the parties to a collective labor dispute for its consideration (conciliation commission, labor arbitration). Thus, in the course of 2015, the Service conducted 2082 conciliation procedures aimed at facilitating the resolution of the CCS (C) and preventing their occurrence, in particular, 1883 conciliation meetings, 168 meetings of conciliation commissions and 31 meetings of labor arbitration. At present, there are 468 labor arbitrators and 129 independent mediators of NSPP on a voluntary basis, as well as 540 NSPP information and consultation centers operate in regional centers and cities of oblast significance [8].

It should be noted that the imperfection of the procedure for resolving collective labor disputes in terms of the formation and approval of claims of hired workers and trade unions, the determination of the parties to the labor dispute, the moment of entry into a collective labor dispute, the activities of conciliation bodies and the implementation of their decisions; legal insecurity of employees who joined a collective labor dispute; imperfect selection and organization of professional training of labor arbitrators and mediators; and the lack of legislation in place to ensure their rights and safeguards when participating in the work of conciliation bodies and labor arbitration; the legal uncertainty regarding the financing of the process the resolution of labor disputes at the expense of the State budget, including the remuneration of labor arbitrators, experts, intermediaries, lack of legislation yznachenoyi procedures protests (including strikes) and adequate procedures for the protection of labor rights for categories of workers for whom there is a ban on strike are the reasons that prevent the development of labor relations and efficient resolution of collective labor disputes in Ukraine. In this regard, in 2006, a Swedish-Ukrainian project on labor dispute resolution was launched in Ukraine, with the assistance of the Swedish Agency for Development and Cooperation (Sida), and launched a new model of labor disputes in Ukraine aimed at is the formation of an effective mechanism for resolving labor disputes on the basis of the best European standards and experience in which employers 'and trade unions' organizations will play an important role and will bear a serious responsibility in the implementation. social dialogue and dispute resolution, and the state will provide basic rules and means for their final resolution [11]. The project is expected to be implemented by 2017.

Conclusions from this study. Taking into account certain limits on the possibilities of achieving reconciliation (conclusion of peace agreements) in civil, economic and administrative disputes, gaps in legislation regarding procedures that could lead to concluding an agreement on conciliation in criminal proceedings, low popularity and undermined the authority of arbitration courts, the absence of a holistic effective system of resolution labor disputes, we can assert that one of the promising directions of improving the procedure for reviewing and resolving disputes is to eliminate gaps in the law avstvi and increasing requirements to existing national practice of legal forms of alternative dispute resolution methods. Mediation is a special interest and considerable distribution in the private law sphere – a way of settling a dispute involving a third independent person, a mediator. Taking into account the positive world experience, the development of a similar mechanism, adapted for the public law sphere, will increase the confidence of citizens in public administration and the efficiency of public administration in the sphere of resolving conflicts that arise in the Ukrainian society.
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This article analyzes the directions of improvement of the organizational and economic mechanism of interaction between executive authorities in the process of forming interaction with the public, substantiates strategies for interaction with the public and the processes of strengthening the role of interaction with the public of executive bodies.

**Key words:** analysis, interaction with the public, executive authorities, society.

**Provisional issues:** Creation of an effective public relations system in executive bodies is an important condition for the democratization of public administration in Ukraine and its approximation to European standards of effective governance. To date, the regulatory framework, which contributes to the expansion of the possibilities of functioning of civil society bodies, has been intensively developed in recent years. We can observe a significant regulatory improvement in the conditions of communication between the OVV and the public; At the same time, the practice of the use of standardized procedures by civil society bodies is not systematic and effective in terms of the content of public policy.

**Annals of recent research and publications.** Specifically N. Dniprenko, zaznachaye that in order to promote the development hromadyanskoho suspilstva same orhany vykonavchoyi vlady mayut vprozadzhuvaty demokratychni principles vidpovidalnosti komunikatsiyi formuvannya through appropriate structures dialohichnoyi oriyentatsiyi in masshtabi whole community, ie zdiysnuvaty of konsultatsiyi of hromadskistyu, zabezpechhnya uchasti hromadyan derzhavnyh in decision-making He analyzed the study of Gromad’s thought, initiated by the structures, their urahhuvanya and the implementation of appropriate correction of net actions [1, p. 74].

**Selection of previously unsettled parts of the general problem.** An important tool for the effective realization by citizens of the constitutional right to participate in the management of state affairs is their involvement in decision-making by executive authorities through the mechanism of public consultations.

Public consultations are carried out in a variety of ways and are important for ensuring a systematic dialogue between the authorities and the society, since they allow to increase the level of citizens’ confidence in the authorities, increase the degree of transparency, predictability, reasonableness and quality of decisions that are adopted by executive authorities, increase access of citizens to information on the activities of these bodies, ensure more efficient use of public finances, eliminate a number of corruption risks when adopting regulatory o-legal acts.

**Formation of the purposes of the article.** To analyze directions of improvement of the organizational and economic mechanism of interaction of executive authorities in the process of formation of interaction with the public, to substantiate strategies of interaction with the public and processes of strengthening the role of interaction with the public of executive authorities.

**Exclusion of the main research material.** To date, the adoption of a number of legislative acts gives grounds for asserting the extension of the legal framework for cooperation between executive authorities and the public, the objective is to focus on dialogue with the society, the involvement of the public in the formation and implementation of state policy is becoming more and more active.

The involvement of civil society institutes in the administration of state affairs has been defined by a number of normative legal acts. In particular, the Constitution of Ukraine, the Law of Ukraine on Public Associations of 02.11.2016 № 4572-VI [2], the Decree of the President of Ukraine from February 26, 2016 No. 68/2016 “On Promoting the Development of Civil Society in Ukraine” [3] The Procedure for Facilitating the Public Examination of the Activities of the Executive Bodies, approved by the Resolution of the Cabinet of Ministers of Ukraine dated May 12, 2015 No. 976 [4], Procedure for Conducting Public Consultations on Issues of Formation and Implementation of the State Policy, approved by the Resolution of the Cabinet of Ministers of Ukraine 2 May 9, 2015, No.996 [5], and other normative-legal acts.

An analysis of the practice of providing structural units of executive bodies responsible for public relations, performing functions for promoting the development of civil society and involving the public in the formation and implementation of state and regional policy, already one year in a row included in the plan of implementation measures. State Policy Strategy Contributing to the Development of Civil Society in Ukraine of February 26, 2016, No. 68/2016 [3]. The purpose of the Strategy is to create favorable conditions for the development of civil society, to establish effective interaction of the public with state authorities, local self-government bodies on the basis of partnership, provision of additional opportunities for the realization and protec-
tion of human and civil rights and freedoms, the satisfaction of the public interest with the use of various forms of participatory democracy, public initiative and self-organization.

In most European countries, for many years, there has been a tendency to increase the participation of citizens in decision-making at both central and local levels. At the same time, citizens and other interested entities are increasingly involved in the process of developing not only bylaws but also draft laws.

The main normative legal act that regulates the mechanism for conducting public consultations in Ukraine is the Procedure for conducting public consultations on issues related to the formation and implementation of state policy, approved by the Resolution of the Cabinet of Ministers of Ukraine dated May 29, 2015 No. 996 [5]. In accordance with the above Procedure, the executive authorities systematically hold consultations with the public. In addition, in accordance with the order of the Cabinet of Ministers of Ukraine dated June 11, 2012 No. 2311 “On conducting public public discussion of systemic socio-economic reforms” [6], the executive authorities ensure that private individuals, including entrepreneurs, representatives of public organizations, trade unions and their associations, employers’ organizations, legal persons, scientists, experts of public public discussion (round tables, public meetings conferences) of systemic socio-economic reforms.

It should be noted that the information of the executive bodies on the results of consultations with the public is quarterly analyzed by the Secretariat of the Cabinet of Ministers of Ukraine.

Public service work as a whole will only be effective if state authorities, receiving full information on public opinion, will use it as an organically integrated part both in the process of making state decisions and in the mechanism of government activities.

The analysis showed that today most of the executive authorities have ensured the functioning of the structural unit on issues of interaction with the public, its proper staffing and logistical support, while there is no established practice of determining the type of such a unit. The vast majority of executive bodies adhere to the requirements of the Procedure for holding consultations with the public, approved by the decision of the Cabinet of Ministers of Ukraine dated May 29, 2015, No. 996 [5]. There are also a number of legal, organizational and technical, information and educational measures to promote the development of civil society in Ukraine, and financial support is provided to public organizations.

In general, modern Ukrainian practice meets the requirements of contemporary democratic states, creating all the necessary preconditions for the independent decision of the public on the issue of participation in the adoption and implementation of decisions of executive authorities.

At present, the Cabinet of Ministers of Ukraine pays great attention to establishing effective interaction between the system of executive authorities and the public, heads of central and local executive authorities are instructed to strengthen the interaction with the public, in particular to ensure regular public events with the participation of the leadership of executive bodies and representatives of civil society institutions (meetings, round-table meetings, public hearings), and use the latest information and communication technologies for communication with the public (social networks, blogs, telephone “hot line”, etc.).

Currently, there are a number of legislative and regulatory acts that have become a system-based factor for the functioning of the relevant public relations units. If, at the beginning of the establishment of the civil service in Ukraine, public relations was largely confined to the work of a spokesperson or head of a government body, at the present stage, the relevant functions are carried out by the whole structural units-information services, the main tasks of which can be attributed:

– conducting public discussions of acts and resolutions of the executive body;
– conducting public discussions of projects of state and regional programs of economic, social and cultural development;
– electronic consultations with the public, including publication on the official website of draft acts of the executive body;
– placement of the most socially significant draft acts of the executive body for discussion (information on holding such public discussion) in the media;
– preparation and publication of reports on the results of public discussions;
– monitoring of public opinion;
– conduct of sociological research.

The purpose of public relations in the public sector is to form an effective system of communicating public authorities with the public, which achieves their optimal interaction. The task of the public relations units is to predict topics that may interest the target groups and to provide timely information, in particular, to place comprehensive information on the official site and conduct media advocacy work. The lack of understanding by the executive authorities of objective cooperation and the need for established partnerships with the public is one of the main causes of a negative image and a consistently low evaluation of public performance.
Today, qualitatively new relations between the Government, state authorities, in particular executive, citizens, non-governmental organizations, mass media and other civil society institutions are formed in Ukraine and are based on partnership and mutual responsibility, openness and transparency. Such relations involve the formation of public policies that are understandable to the public, taking into account the interests and needs of the society, involving citizens in the preparation and adoption of state-management decisions, providing complete information on the activities of executive authorities, creating favorable conditions for the development of civil society and the functioning of its institutions.

Effectiveness of public relations in public authorities affects public administration as a whole and its level of democracy. Therefore, the establishment of an effective public relations system in executive bodies is an important condition for the democratization of public administration in Ukraine and its approximation to European standards of effective governance.

To date, the regulatory framework, which contributes to the expansion of the possibilities of functioning of civil society bodies, has been intensively developed in recent years. We can observe a significant regulatory improvement in the conditions of communication between the OVV and the public; At the same time, the practice of the use of standardized procedures by civil society bodies is not systematic and effective in terms of the content of public policy. Consequently, due to a number of factors, even in spite of the expansion of the regulatory framework, the creation of mechanisms, it is mainly about lack of control and accountability. This is especially noticeable if you look at how recommendations, suggestions to the public are taken into account and how the policy decisions are adjusted in the light of expert and public opinion. At present, procedures for conducting public consultations with executive authorities are regulated; public expertise of executive bodies. However, the accountability of public authorities relates mainly to the facts of their conduct, while monitoring the impact of public consultations and expertise, as well as public opinion as a whole, on final decisions seems problematic. In general, the level of motivation of state authorities and local authorities to interact as well as the public to productive cooperation is insufficient. Thus, according to an expert survey, among the reasons for the ineffectiveness of public consultations, first of all, is the reluctance of the executive authorities to take into account the public offerings during consultations, the poor quality of the proposals of this public, the lack of proper information on consultations, corruption that impedes the transparency of decision-making, etc. The same reasons are manifested when compared with public opinion.

Consequently, it is necessary to overcome such phenomena: firstly, corruption, bureaucracy of public authorities, and secondly, the unpreparedness of citizens to defend their interests and to participate in politics and law-making in general.

The effectiveness of the interaction of HRW with the public demands an unformalized attitude and involvement of administrative, organizational, financial, personnel resources of state authorities, and their synchronized work. This is supported by the tasks approved by the State Policy Strategy on Promoting Civil Society in Ukraine and the Plan of Priority Measures for its Implementation, as well as the Action Plan for the Implementation of the Initiative “Open Government Partnership” in Ukraine.

Excerpts from this study and prospects. The conducted research has shown that at this stage of development Ukraine is confidently moving through democratic transformations, strengthening of civil society and forms of cooperation of its institutes with state authorities. This is also confirmed by the analysis of the latest regulatory acts adopted in Ukraine on the development of interaction between public authorities and civil society. The great attention in these documents is given to concrete forms and principles of such interaction.

The role of the public in our country in its cooperation with the authorities is also constantly increasing. Today, active Ukrainian society no longer remains indifferent to the processes of democratization of society, to improve the quality of public services. The forms of its cooperation with the authorities are characterized by diversity. But the problem remains their effectiveness.

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DIRECTIONS FOR IMPROVEMENT OF ADMINISTRATIVE AND ORGANIZATIONAL REGULATION OF THE LAND MARKET IN UKRAINE

Naboka K.O.  
Postgraduate Student,  
Senior Lecturer at the Department of Public Administration and Land Management of Classical Private University

The main disadvantages of the administrative and organizational adjusting of the land market in Ukraine are named in the article. It is proposed to pass functions of Government service of Ukraine on issues of geodesy, cartography and cadaster on the order of agricultural state earth, functions of land management and some functions of control to the organs of local self-government, and function of land protection – to the State inspection of agriculture of Ukraine. The functions, which are directly related to the competence of the State Geocadaster, are defined, and measures to improve the procedure for registration of rights to land plots are proposed.

Key words: administrative and organizational adjusting, land market, state supervision, land protection, State land cadaster, registration of rights to land plots.

Formulation of the problem. In the light of the intensification of the Government’s actions to implement the land reform, which is related to the requirements of the International Monetary Fund, the issue of administrative-organizational regulation of market relations in the field of land relations becomes of some relevance. During the long period of reform, a large number of disorderly legislative and regulatory acts has been accumulated, an extensive system of state bodies has been created whose powers are not clearly demarcated, and functions are in many cases duplicated; administrative services provided to owners and users of land plots do not correspond to the level of provision of similar services in developed countries.

Analysis of recent research and publications. With the help of improving organizational and administrative regulation of land relations, many domestic scientists are paying attention in their scientific research. Thus, the problems of optimal distribution of powers of state authorities in the field of land relations were highlighted in the works of A. Martin, A. Merzlyak, Yu. Khvesik, V. Shvets, and others. The questions of land management are given by A. Martin, L. Novakovsky, A. Tretiak. The directions of improvement of state supervision (control) in the field of land use are the subject of research by G. Atamanchuk, M. Baidyk, V. Boklag, M. Bohyry, T. Lozynskaya, P. Sabluk, A. Tretiak, V. Pakhomov. Problematic issues of the process of state examination of land management documentation were considered by O. Buratevich, M. Shishov, Y. Bicus, O. Stepaniuk. Innovations in the field of land ownership registration and related problems were considered by O. Nikoluk, I. Syrota, S. Grink, M. Shulga, and others.

Selection of previously unsettled parts of the general problem. Despite the significant number of publications on the identified problem, the issue of clear separation of powers of state authorities regarding the disposal of state (communal) lands, ensuring transparent and effective state supervision in the field of land relations, optimization of the processes of conducting state expertise of land survey documentation and registration of land plots remain unresolved.

The purpose of the article. The purpose of the article is to develop directions for improving the administrative and organizational mechanism of land market regulation in Ukraine. Achievement of the purpose is conditioned by the following tasks: to define the administrative and organizational mechanism of regulation of the land market; to indicate the main disadvantages of administrative and organizational regulation of the land market based on the analysis of scientific publications and analytical information; to propose measures to eliminate the identified shortcomings.

Presenting main material. Administrative-organizational mechanism of land market regulation is a set of interrelated management methods that involve the use of administrative (permissions, prohibitions, licenses, state expertise, administrative control, land ownership registration, accreditation of land management specialists) and organizational (the structure of public authorities and management, land use planning, land management measures) impact tools.

The analysis of scientific publications and analytical reports allowed to identify the following main disadvantages of administrative and organizational regulation of the land market: an extensive organizational structure and a wide range of functions performed by the central executive authority that implements state policy in the field of land relations – the State Service of Ukraine for Geodesy, Cartography and Cadastre, which limits the functions of management of local executive power and self-government; superficial and ineffective nature of control in the system of land relations management due to duplication of control functions by various central executive bodies; frequent changes in the rules and mechanisms of legal relations regarding registration of land plots.

The State Service of Ukraine for Geodesy, Cartography and Cadastre, which is the central executive body that implements state policy in the field of land relations, has an excessive concentration of power. Thus, the main directions of the service’s activity are: systematization and streamlining
of data on the quantitative and qualitative characteristics of land that are introduced into the system of the State Cadastre creation and development of the national geospatial data infrastructure (geographical names, demarcation of the state border, geodetic supervision, etc.); land management and land protection, organization of planned and unscheduled inspections for the purpose of exercising state control over the use and protection of land; granting permits for removing and transferring the fertile layer of soil; state examination of land management documentation; certification and maintenance of state registers of land surveyor engineers and survey engineers; provision of extracts from technical documentation on normative monetary valuation of land plots; conducting land auctions; disposal of state-owned agricultural land; provision of administrative services; monitoring of land relations.

Thus, the State Audit Office carries out organizational, controlling, performing, information and analytical functions. We believe that the implementation of organizational and supervisory functions is appropriate for a specialized central executive body. However, the need and feasibility of other functions should be reviewed in order to eliminate duplication and violations of the basic principles of governance.

One of the most frequently mentioned in the scientific literature of the functions of the State Geocodist, which creates certain contradictions in its activities, is the right to dispose of agricultural land of state property. As the researchers point out, this activity has the greatest corruption potential, given that control functions are also performed by the State Geocodist. At the same time, the State Geocodaster restricts the powers of the local executive authorities and self-government as executing functions of the manager of state property.

There are currently some progress in this direction. The Association of Ukrainian Cities within the framework of the PULS project has drafted a bill "On Amendments to Certain Legislative Acts of Ukraine on the Authorization of United Territorial Communities to Dispose of State Owned Land outside the Settlements and Transfer of Land Data to the Communal Property", on the basis of which the Ministry has drafted a draft law [2], which was approved by the Government on September 6, 2017. However, on the eve of June 21, 2017, the Cabinet of Ministers of Ukraine approved the Pilot Implementation Procedure about the project on conducting electronic land deals [1], which determines the mechanism for their implementation by the territorial authorities of the State Geocodarist during the exercise of powers regarding the disposal of state-owned agricultural land.

That is, there is a certain mismatch: the authority to dispose of state lands is planned to be transferred to the united territorial communities, and the State Geocadaster is improving the technology of conducting electronic land auctions.

The transfer of state land outside the settlements to communal property and the provision of the authority to the united territorial communities to dispose of them, in our opinion, should include: the organization and conduct of local government bodies of land trades; formation of rational land tenure; planning of territories development; provision of ecological and economic optimization of land use; control compliance with the requirements specified in land management projects, as well as timely return of temporarily occupied land plots and their intended use. Consequently, along with the powers of land administration to local self-government bodies, some powers of land management and state control should be transferred. Only under such conditions will the reform of decentralization of power be a logical extension, and the approximation of administrative services to their consumers will contribute to more efficient use of land.

The functions of the State Geocodarist on the protection of agricultural land have a certain duplication with the functions of the State Inspectorate for Agriculture of Ukraine (State Agricultural Inspection) in respect of compliance with land legislation, use and protection of land, and also in terms of soil fertility. Taking into account the specialization of the department, it would be expedient to transfer the functions of control by the State Agricultural-Agricultural Inspection under conditions of removal, preservation and use of the fertile soil layer; observance of the rules of exploitation of anti-erosion and hydrotechnical structures; preservation of protective plantings and landmarks; commissioning of objects that negatively affect the state of land; measures for the protection of lands from erosion, landslides, flooding, waterlogging, salinization, salinity, drying, consolidation and other processes that aggravate the state of the earth; the order of compensation of losses of agricultural and forestry production; change in the quality of soil conditions; by holding enterprises to increase fertility of soils.

Among the numerical functions of state supervision (control) performed by the State Geocodist, only those that correspond to the specialization of the department should be left, namely: for the implementation of state registration and registration of land plots (keeping of the State cadastre); by observing the requirements of the legislation during the transfer of land to property, lease, seizure, etc.; on compliance with the
subjects of land relations of land legislation and the procedure for the acquisition and realization of the right to land. Also, the functions of control include the certification and conduct of the State Geocodistre registers of engineers, land surveyors and survey engineers; geodetic supervision; conducting state expertise of technical land management documentation.

The current system of land survey documentation examination, as noted above, constitutes a significant administrative barrier for obtaining rights to land plots by natural and legal persons, in view of the fact that it involves conducting a state expertise of the State Geocodist, as well as checking technical documentation by certified land surveyors and state-owned engineers cadastral registrars. Taking into account the importance of conducting an examination to ensure compliance with the current land legislation, the established standards, norms and rules, we consider it expedient to fulfill this function by the central executive body. In doing so, the need for inspections by land surveyor engineers and state cadastral registrars should be reviewed.

The process of carrying out a state examination of technical land management documentation, according to many experts, contains significant corruption risks. At the end of August 2016, the Cabinet of Ministers of Ukraine introduced an extra-territoriality of the approval of land management projects, which envisages the election of a territorial body of the State Geocodistor, which would approve land management projects, using the electronic document flow of the department on an occasional basis [3]. Such an innovation undoubtedly contributes to the reduction of corruption risks, the improvement of the skills of experts, and is an essential basis for consolidating the performance of the expert function at the structural divisions of the main departments of the State Audit Office in the regions.

According to the current legislation, in Ukraine there are currently two systems of state registration: land plots and rights to them. Starting from January 1, 2016, a new procedure for registration of real estate has entered into force in Ukraine, which provides confirmation of ownership of real estate via the Internet and eliminates the need for obtaining a paper ownership certificate. Real estate registration is carried out by notaries without restrictions. On the one hand, the registration procedure is greatly simplified. However, registration of rights to the land remains rather burdensome for owners and users.

So, to register the rights to the land, it is necessary to prepare a package of documents, which includes: an extract from the State Land Cadastre; copy and original of the applicant’s passport; a copy and the original of the identification number; confirmation of payment of administrative fee (0.1 amount of minimum wage, as of 2016 – 140 UAH); a contract of sale or donation, a court decision, a certificate of inheritance, etc. The application for registration of the right is printed by the state registrar or notary and signed by the applicant on the spot. However, if the documents which are the basis for the occurrence, transition or termination of the right of ownership contain information on the cadastral number of the land, it is not necessary to submit an extract from the State Land Cadastre [6].

Thus, the procedure for registration of rights to a land plot is really simple, if this site is registered in the State inventory. The need for a double registration will disappear upon the assignment of all land plots of the cadastral number, that is, 100% of the filling of the State Land Cadastre. As of February 2017, filling the cadastre was almost 70% (Table 1).

Consequently, in order to improve the process of registration of rights to land plots, it is necessary to ensure the effective functioning of the State Land Cadastre and its information link with the Register of Rights to Real Estate and other registers. This will allow you to register through a notary, which is a simple procedure and consistent with the practice of registration of property rights of developed countries.

**Conclusions and suggestions.** In accordance with the set tasks it is determined that:

1. Administrative-organizational mechanism of land market regulation is a set of interrelated management methods that involve the use of administrative (permissions, prohibitions, licenses, state

**Table 1**

<table>
<thead>
<tr>
<th>Indicator</th>
<th>State Land Cadastre</th>
<th>Register of rights to real estate</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>million hectares</td>
<td>%</td>
</tr>
<tr>
<td>Total is registered</td>
<td>42,2</td>
<td>69,8</td>
</tr>
<tr>
<td>of them in state ownership</td>
<td>5,1</td>
<td>22,0</td>
</tr>
<tr>
<td>in private ownership</td>
<td>22,6</td>
<td>72,1</td>
</tr>
</tbody>
</table>

*Source: [5]*
expertise, administrative control, land ownership registration, accreditation of land management specialists) and organizational (the structure of public authorities and management, land use planning, land management measures) impact tools.

2. The main disadvantages of the administrative and organizational regulation of the land market are: an extensive organizational structure and a wide range of functions performed by the State Service of Ukraine for Geodesy, Cartography and Cadastre; superficial and ineffective nature of control in the system of land relations management; frequent changes in the rules and mechanisms of legal relations regarding registration of land plots.

3. Measures to eliminate the identified shortcomings should be:

– delegation of powers to the State Geological Survey of Ukraine with the disposal of state-owned agricultural land and land outside settlements, powers of land management (formation of rational land tenure, planning of development of territories, provision of ecological and economic optimization of land use) and state control (control of compliance with the requirements specified in land management projects, timely returns temporarily occupied land plots and their intended use) to united territorial communities;

– transferring the powers of the State Geocodistor on the protection of agricultural lands in respect of compliance with land legislation and on soil fertility by the State Inspection of Agriculture of Ukraine;

– assigning to the State Geocodistor functions of state supervision (control) for: realization of state registration and registration of land plots (maintenance of the State cadastre); compliance with the requirements of the legislation during the transfer of land to property, lease, seizure, etc.; observance of the subjects of land relations of the land legislation and the procedure for acquiring and realization of the right to land, as well as functions for the certification and maintenance of registers of land surveyors and engineers-surveyors; realization of geodetic supervision; conducting state expert examination of technical land management documentation;

– ensuring the effective functioning of the State Land Cadastre and its information link with the register of rights to real estate and other registers in order to improve the process of registration of rights to land plots.

Prospects for further research in this direction can be: the development of proposals for improving the legal provision of structural transformations of the State Geocodraw, organizational design of new units of local self-government in connection with the expansion of powers in the field of land use, search for ways to optimize the processes of filling the database of the State Land Cadastre.
The article substantiates that today national branding is one of the most effective tools for ensuring the competitiveness of the country. The creation of conditions for the development of a national brand identity is extremely relevant for Ukraine as well. It is proved that the creation and management of the brand of the state - the question of survival in the conditions of global competition of open economies. A comprehensive assessment of the development of national branding in Ukraine is carried out. Enhanced conceptual model for building a successful national brand in a globalized environment.

Key words: state administration, national brand, globalization, regulation, brand identity.

**STATE MANAGEMENT BY A SUCCESSFUL NATIONAL BRAND IN GLOBALIZATION CONDITIONS**

Sakun A.A., Tardaskyna T.N.
Odessa National Academy of Communications
named after A.S. Popov

**Formulation of the problem.** The formation of a global economic system is characterized by the transformation of forms and methods of competition among all its subjects, primarily national economies. Unprecedented international mobility of factors of production and intercultural unification causes competition for both tangible and intangible resources, as well as business, investment, livelihoods, recreation, sustainable and safe development. New scientific and technological, economic, social and environmental challenges require countries to properly position and target their assets in global markets for goods, services, finance, investment and innovation, and create an internal and external positive image of the competitive brand.

The modern development of the world economic system greatly deepens the processes of globalization, strengthens the role of developed national economies, activates competition between them.


**Allocation of previously unresolved parts of a common problem.** The problem of developing a successful national brand in the context of globalization of economic development, as a strategy for creating and maintaining the image of the state, is vectorally actualized due to, first of all, the serious changes taking place in our society under the influence of the information revolution, which implies qualitatively different models of world rivalry.

The state is the only full-fledged entity capable of forming a balanced strategy for the development of the national brand, which determines the lack of motivation to form a national brand on the part of enterprises and households, the absence in the latter of the proper scale of activities and financial instruments for implementing activities to form a national brand.

For successful competition in the context of globalization, countries need to create a brand of a modern format, whose markers should be socially recognized in the national sense, an objective international assessment. The construction should be based on the principles of systemic, functional and institutional determinacy, internal and external transparency.

**Purpose of the article.** The main goal of this article is a theoretical generalization of the principles and factors of the development of national branding in the global economic system, as well as the rationale for practical recommendations for the creation of a successful brand of Ukraine through public administration.

**Statement of the main material.** In modern national branding, the state is not only an administrative structure, but also a symbol of the past, the present and the future. It is worth noting that today political values are perceived in the form of a brand, and advertising creativity has entered our social and political life.

An improved conceptual model for building a successful national brand in the context of globalization is presented in Figure 1. The hypothesis is based on the presented conceptual model, where successful national ownership is the key to creating competitive advantages in the world markets for goods and services.

In the context of globalization, the criteria for evaluating the brand policy of the state often emphasize the principles and tools of advertising communications, emotional branding, and the competition of countries is largely transformed into a competition between their brands. On the other hand, the state brand begins to play an important role in the formation of its policy, especially in the sphere of public government.

The first block provides for the formation of a strategy based on the national doctrine and national idea, its implementation through the state program. The functional block is based on the involvement of all stakeholders (national, private, public) with the coordination of their efforts in assessing the national identity, creat-
Figure 1. The conceptual model of building a successful national brand in the context of globalization
ing a brand identity, developing the image of the country.

The executive unit is to effectively manage the reputation based on the established national idea and the national doctrine of global instruments for evaluating the national brand, including international indices and ratings, reviews of international research institutes, representation in international organizations.

In order to oblige enterprises and households to take measures to form a national brand, the government develops a concept, strategy and corresponding state program, including a system of measures for organizing, planning, financing, coordinating and controlling. At the same time, the subjects and directions of the implementation of the strategy and its assessment, categorical definitions in each country may differ, because the national brand is a unique system of concepts, it can not be duplicated in another society by using the same categories and methods of implementation [1].

Special attention in the conditions of formation of the knowledge economy deserve educational institutions, which in any country are an intellectual visiting card for foreign citizens and organizations, therefore, in order to build a successful national brand in the context of globalization, it is proposed to allocate and promote rating educational institutions. With proper organization, this will make it possible to make effective use of public funding, avoid its dispersion and ensure that the appropriate measures are taken to develop the national economy on the basis of a successful and democratic society.

With a comprehensive approach, the results of the implementation of such projects are purposefully synthesized to strengthen the brand, develop a positive image of the country as a set of successful organizations. Thus, it is expedient to form a register of enterprises and organizations that generate the brand of the national economy. This will, first of all, focus on specific facilities with subsequent monitoring and evaluation of the effectiveness of planned and implemented activities.

The brand-parameters (political, economic, social, historical, cultural) and brand-components (political choice, quality of life, human capital, culture, government, business, resources, economic, social, historical, cultural) are the conceptual basis for integrating the goal-oriented, functional and executive blocks of the proposed model. goods, investments, currency, infrastructure, tourism) [2].

In the functional block of the proposed model, key stakeholders are positioned:
- public (population, public organizations, leaders, individuals);
- private (corporations, professional associations, experts);
- national (official), state (profile ministries, state corporations), city-leaders (local governments).”

It is the research and stimulation of their motivations, as well as targeted coordination of actions that can ensure the consistent implementation of tasks: a) assessment of national identity; b) creation of brand identity; c) developing the image of the country.

In the global brand environment, the management of the country’s reputation provides for active marketing and diplomatic activities, and in part – require special research. And in the meantime, the established competitive advantages in world markets are provided primarily by global instruments that can be grouped together:
- international ratings and indexes;
- reports / reviews of international research institutes and organizations;
- representation in international organizations.

In the context of globalization, the implementation of a system of measures to build a successful national brand is determined precisely through a system of international institutions that, on the one hand, assess the effectiveness of the brand, and on the other, provide additional opportunities for citizens and organizations in the form of preferences in migration, customs, financial and other spheres.

To date, there are a large number of organizations that carry out a variety of branding ranking, so to form a clearer idea of them, we suggest four groups, namely:
- research organizations;
- international organizations (UN, UNESCO, IMF, etc.);
- rating agencies;
- news agencies.

One of the most influential today is the competitiveness rating, which is being developed by the Institute for Management Development (IMD, Switzerland). When compiling this rating, the achievements of countries in four groups of competitiveness factors are assessed, in particular: 1) economic indicators; 2) the effectiveness of the government; 3) business efficiency and 4) infrastructure [3].

The difference of this rating lies in the fact that it analyzes the indicators for most developed countries (now the information is analyzed for 59 countries). This allows us not to distort the rating indicators, as happens when comparing highly developed economies with the economies of the least developed countries of the world.

In the proposed model of building a successful brand of Ukraine, the stages are distributed as
follows: macroanalysis, microanalysis and implementa- 
tion, which corresponds to the approaches of the marketing and consulting company Brand Finance. Assessment of national identity primarily involves a macro analysis of perceptions and directions of self-identification of the population, responsible for which are national stakeholders. At this stage, it is expedient to conduct research on the political, social, economic, cultural and historical parameters of the functioning of the state.

The construction of a national brand identity belongs to a more detailed microanalysis of factors when the main burden falls on a particular category of stakeholders. The process of developing the country’s image on the basis of self-identification and national brand identity consolidates the public stakeholder group. At the same time, the country’s progress is inex- tricably linked to the national doctrine, products and services that the country provides, the political choice of the population and its vision of a national branding strategy.

Conclusions and offers. Thus, each of the above components of the national identity, proposed by different categories of stakeholders, was interpreted to create a powerful national brand identity of Ukraine. The study demonstrated a clear difference between the national and the public stakeholder levels, where the latter relate to non-governmental organizations and citizens; this may be caused by a lack of confidence in the political forces and fear of corrupt relations that may arise in the process of creating a national branding strategy.

As we see, branding of Ukraine requires an honest and legal basis, ensuring maximum transparency and attracting all stakeholders and stakeholders. The emphasis should be on the goals and objectives of brand-activity, reflecting and protecting the interests, expectations and wishes of residents and citizens of the country. In addition, creating a national brand, it is necessary to take into account the real image of Ukraine, which causes today both positive and negative internal and external associations. In addition, attention should be paid to respecting the ethical aspects of transparency and integrity of brand building in order to fully ensure the appointment of the country’s brand, namely, to strengthen competitive positions, improve reputation and create conditions for successful economic, political and socio-cultural functioning.

REFERENCES:
CONSIDERING THE POTENTIAL OF INSTINCTIVE CITIZENS IN PUBLIC ADMINISTRATION

Varunkiv L.V.
Postgraduate Student of National University "Lviv Polytechnic"

This article examines study of the instinctive human potential in public administration. We characterize instinctive manifestations of human behavior that are important to know and respect in the public service. We analyzed susceptibility to type of public servant. We consider governance of the system approach. Emphasized on account of instinctual manifestations in the public service.

Key words: the public administration, a systematic approach, instinct, human behavior, system of administration.

Problem statement and its connection with the most important scientific or practical tasks. Improvement of the civil service can be achieved in many ways. Given that in the system of civil service decisions are made and implemented by people, then we will consider a person as an object and a subject of public administration. A person inherits many births at birth, such as: blood group, skin color, hair, voice, innovative potential, instincts, energy potential, etc.

In search of ways to increase the effectiveness of the public administration, more and more researchers are paying attention to non-traditional spheres, in particular on processes that are not understood by man, including – on instincts that have a serious effect on human motivation.

An analysis of recent research and publications, which initiated the solution to the problems of improving productivity in the civil service, taking into account the qualities of people.

First of all, it is necessary to note the general considerations of such prominent personalities as: H.A. Berdyaev, VI Vernadsky, L.N. Gumilev, A. Kamyu, S. Kierkegaard, C. Lombroso, N. Machiavelli, F. Nietzsche, F. Roorder, L. Sanisteban, M. Seyward, S. Huntington, J. Schumpeter and others.


In Ukraine and in the post-Soviet space, names are well-known and modern scholars such as E. Afonin, A. Bilous, Y. Borisov, V. Garbuzov, V. Gorbatenko, O. Donchenko, O. Zlobina, O. Kategorenko, I. Kuras, B. Novak, V. Rekbalo, O. V. Radchenko, O. Solovyov, A.I. Fet, B. Tsybalisty, O. Cheshhit, Y. Shmeshechenko and others.

The identification of previously unsettled parts of the general problem is to focus attention on the consideration of the innate human features (in our case, instincts and inclinations to a certain type of activity) in the system of public administration, which requires additional research.

The purpose of the paper is to study and take into account such innate characteristics of a person as instincts and inclinations to a certain type of activity in the system of public administration.

Presentation of the main research material. Public administration in human society is the organizing, steering, coordinating and controlling influence, the act of the subject of state administration on the object [4 c. 5,6].

Human management implies the relation of “man-man”. This is social management. Its kind is state administration, which is carried out by the state through the system of its bodies.

Describing public administration, it is necessary first of all to note that this is a subordinate activity of the executive authorities, aimed at the practical organization of the normal life of society and ensuring personal safety of citizens, creating conditions for their material, cultural and state development [4 c. 6].

The state is a complex socioeconomic system that needs its own management system and personnel with the necessary knowledge, skills and abilities.

The kernel of the state as a system consists of 4 elements:

1. The government, which in turn consists of three independent branches of state power: executive, legislative and judicial.

2. Citizens who perform the function of public administration at all levels, that is, managers.

3. Citizens, a people who, in accordance with the Constitution of Ukraine, are the bearer of sovereignty and the sole source of power.

4. Resources, it’s worth remembering that resources are limited and needs are constantly growing [9, p.4].
This is a very generalized scheme of the state as a system. Each of the elements can be detailed and supplemented by other elements. But since public administration is to a certain extent guided by a person, then this scheme is enough to achieve our goal.

One of the most significant tendencies of recent decades is the development and improvement of public administration in system positions.

At the beginning of the XX century, O. Bogdanov clearly defined the idea of a systematic approach, which he called “organizational point of view”, to analyze any phenomenon. He wrote that taking an organizational point of view means to study any system in terms of relations, as all its parts, and its relations as a whole with the environment, that is, with all external systems [8, p.59].

Particularly relevant was the use of a systematic approach to the study of social phenomena and problems. This approach consists in the synthesis, that is, in the combination of parts, the detection of system properties that are inherent in the whole system. Combining elements into a single whole allows the system to perform a certain function in the supersystem, with the implementation of synthesis.

Thus, the process of knowing complex systems consists in the dialectical unity of the application of analysis and synthesis procedures [6, p.73]. It is a systematic approach that combines these methods. The effectiveness of the system approach depends on the nature of the system-wide regularities that establish a connection between system parameters.

The system approach allows you to analyze the problem or synthesize the desired object, aimed at achieving a certain goal, in the unity of all its components that continuously interact with each other and with the external environment. He considers an organization as an open system consisting of a certain number of interconnected subsystems. The advantage of using the system approach is that it allows one to consider state administration in the unity of its components, which are inextricably linked with the external environment [9, p.13].

The application of a systematic approach in public administration provides a guaranteed level of security of the individual, society and the state, ie, priority national interests. [2, p. 4]. And here we can talk about using a system-holistic approach.

The main methods of this approach in the study of a holistic social system (person, social group and society) are: system-integrative (the allocation of main integrative quality, ensuring its integrity); system-structural (disclosure of the specifics of its internal organization and the interconnections of its parts, including the links with the more general whole, the subsystem of which it acts); system-component (analysis of its composition, quantitative and qualitative characteristics of components, their coordination and subordination); system-functional (identification of its main functions as a whole); systemic genetic (determination of the source of its origin and formation); appraisal-parametric (characteristic of the current state of the social system); Evolutionary forecasting (identification of trends and prospects for its development and transition to a qualitatively new level); social-value (the discovery of the structure of socially significant values, norms and relations) [5, p.38-39].

Any system (in our case, a state) can be considered in the unity of two subsystems: from an entity that can be represented by an official who accepts and approves managerial decisions; as well as from the object of public administration. The object of public administration may be society as a whole, a team, an individual, etc., which are directed control influences and according to which is controlled by the subject of management.

The state is a form of organization of people united to solve common problems. Important scientific and practical tasks that are increasingly facing the society of any state, lead to the need to create such an algorithm of public administration that would allow the effect of joint activities of communities and institutions of different forms of ownership.

The specificity of such forms of socio-economic relations should be shaped in view of the fact that people are driven not only by conscious forces, but also by unconscious factors, in particular the instincts that create unconscious motivation.

We must take into account that a person is born with:

- **Anatomical-physiological structure**, which reflects the species characteristics of the individual as a representative of the human race (Homo sapiens): the features of language, orientation, thinking, work activity;  
- **physical data**: external racial features, peculiarities of physique, constitution, facial features, color of hair, eyes, skin;  
- **physiological features**: metabolism, blood pressure and blood group, stages of maturation of the organism;  
- **features of the nervous system**: the structure of the cerebral cortex and its peripheral devices, the peculiarity of the nervous processes, which determines the nature and certain type of higher nervous activity; instincts.
Congenital factors are numerous and they can not all be taken into account, so we restrict ourselves only to instincts and a tendency to certain types of activity of certain.

To date, there are numerous data relevant to the problems raised.

Thus, for example, N. Machiavelli, analyzing the motivation, paid attention to the image of a leader-ruler, who by various means achieves political goals, and F. Nietzsche, solidarizing with N. Machiavelli, argued that the leader has the right to ignore morality, and the desire of man to Leadership is a manifestation of its “creative instinct.” [3, p. 36].

However, none of them mentions the quality that is unconscious and influences decision-making and the creation of the motive for the realization of one or another activity.

Today, it is universally acknowledged that a person is born with a set of instincts of the nature that they use in their actions and preferences. The instincts subconsciously “prompt” how to act and play an important role in the life of the individual, since conscious thinking and will in their deepest sense are largely directed by them.

Therefore, there are every reason to believe that instincts can influence human activity in the direction of increasing its effectiveness, and in the opposite.

The given data do not exhaust the information list of works in this direction. It is also worthwhile to mention scientific developments in the direction of research on the influence of instincts, performed by famous specialists A.I. Fet [7, p.5] and V.I. Pervazovym.

As A. Fet noted, “in human nature there is the most ancient layer determined by instincts, that is, genetic heredity.”

Each instinct is triggered by its own releasers, which include it, but which for the most part are unknown to us and operate even in the absence of any visible motive [7, p.5].

In turn, V. I. Garbuzov analyzing, the system of instincts united them into seven major groups: self-preservation, continuation of the genus, altruistic, research, domination, freedom and preservation of dignity.

Let’s also note the fact that instincts and risk are closely linked. It is the predisposition to risk instinctively inherent in highly organized living organisms, in particular people. It allows for the development of human civilization, to make new discoveries, to initiate and implement various innovations. Similarly, the propensity to risk allows the state to develop and in most cases adequately respond to the demands of a society that is also developing [1, p.4].

Consequently, the interest in the system of human instincts in the system of public administration is entirely justified.

Instincts, like other congenital factors, also affect the person’s professional predisposition. In this case, it is advisable to mention the six types of inclinations to certain professional activities, according to J. Goland (realistic, intellectual, entrepreneurial, social, artistic and office), which are also congenital factors.

We conducted research on the basis of “Lviv Polytechnic” during 2012-2015, using the techniques of V.I. Garbuzov (for the analysis of instincts), J. Holland (for the analysis of inclinations to different types of activities), methods of questioning and observation. In total, more than 600 respondents were studied, including students, graduate students and teachers, industry workers. Processing of the received data was carried out by the methods of mathematical-statistical analysis with the use of the computer package SPSS (version 20.0).

The processing of results confirmed the existence of significant correlations, which confirms the feasibility of the research.

In particular, some interconnections have been established:

• The variable “Egoffinal instinct” correlates with the variable “Dominant instinct”, which is moderate \( r = 0.301 \) at the level of high statistical significance \( \text{p} < 0.01 \).

Consequently, the interest in the system of human instincts in the system of public administration is entirely justified.
It should be noted that our research also took into account the energy potential of the human analytical method. And they discovered some correlations.

- The variable “Energy potential” correlates with the variable “Altruistic instinct, which is moderate (r = 0.285 **) at a high statistical significance level (p≤0,01). So, one can expect that the human has a greater energy potential, the more a person is altruistic, cares about the interests of others and the interests of the case, forgetting about themselves.

- The variable “Energy potential” correlates with the variable “Realistic type of activity”, which is a weak link (r = 0,206 *) at the level of statistical significance (р ≤ 0,05). So, as a person has a greater energy potential, the better the person expressed the following qualities, such as: the desire to do more than speak, perseverance and self-confidence, in work – giving preferences clear and specific guidance.

Thus, for different types of professional activity in the system of public administration, it would be expedient to consider as possible manifestations of instinctive motivation of officials, and to take into account the innate propensity of people to different types of activity.

As an example, according to the research, it would be advisable to take into account the level of “instinctive presence” for such professions as a politician and teacher (Figures 1 and 2) when professionalising.

The set of instincts always consists, in the general case, of three subsets: those that form a “facilitating” motivation, those that form a “brake” motivation, and those that in each particular case are neutral.

As a result of the research, we created a teacher’s averages and policies.

According to the method of V. I. Pervozov, the level of instincts is determined on the basis of a five-point scale.

It must be remembered that the composition of the components of these subsets of instincts in each particular case may change, because when the program of human activity and its tasks change, the same instincts can increase the general motivation to this, can decrease, but may be neutral!

These professions according to J. Holland’s method belong to the social type, and they are characterized by work with people, which involves the ability to understand the behavior of people and teach others. Job requires constant personal communication with people.

According to the above, a civil servant implements a social type of activity, which is characterized by good linguistic development, lively facial expressions, interest in people, and willingness to come to the aid.

So, proceeding from the above, for each profession (even those belonging to one type of activity), a specific set of instinctive manifestations is required.

Conclusions and perspectives of further research. According to the results of the research, it can be concluded that knowledge of the level of innate factors (in particular, instincts and predispositions to various types of work) for the employees of the public administration system is very important, since using such information the public servant can improve the efficiency of his activity.

Thus, using a system approach, it is better to analyze problems, to synthesize the necessary control objects, and to achieve the goal, in the unity of all components that continuously interact with each other, as well as with the external environment.

**Fig. 1 – The general view of the distribution of instinct levels for the teacher’s profession (where, 1-egophile instinct, 2-genofile instinct, 3-altruistic instinct, 4-research instinct, 5-dominant instinct, 6-dignified fetal instinct, 7-lipophilic instinct)**

**Fig. 2 -The general view of the distribution of instinct levels for a profession is a policy (where, 1-egophile instinct, 2-genofile instinct, 3-altruistic instinct, 4-research instinct, 5-dominant instinct, 6-dignotophilic instinct, 7-lipophilic instinct).**
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CHARACTERISTICS OF THE LOCAL SELF-GOVERNMENT MODEL OF FRANCE: EXPERIENCE FOR UKRAINE

Feloniuk T.A.
Postgraduate Student of the Department of State Construction of Yaroslav Mudriy National Law University

In this article the essence of concept “the model of local self-government” and the relationship between categories “model” and “system” of local self-government were analyzed, the characteristics of the current system of local self-government in the French Republic was performed. Based on the experience of governance gained by France, the main directions of development of local self-government in Ukraine were proposed.

Key words: continental model, administrative and territorial unit, region, department, commune, decentralization.

Formulation of the problem. The principle of local self-government is one of the most important features of any democratic state. It is enshrined in the European Charter of Local Self-Government, the Universal Declaration of Local Self-Government and other international instruments. Each European country, based on its historical, social, cultural and economic development, has created its own model of local self-government with a distinctive mechanism for the formation of local government bodies. The Council of Europe has developed certain standards for organization and management in the field, which has become a unifying factor for the European model of local self-government. By joining the European Charter, each state has committed itself to comply with all European standards, but has the right to form a national self-governance model based on its own needs and traditions.

One of these European countries is the French Republic, which has formed a capable and effective model of local self-governance, has accumulated a legal base on these issues. Such experience is extremely important for its analysis at the present stage of development of local self-government in Ukraine, when a new model of local self-government is being built in the process of reforms.

Analysis of recent research and publications. Some aspects of this problem were the subject of research by both domestic and foreign scientists: P.M. Lyubchenko [1], O.V. Batanova and VM Campo [2], AF Tkachuk [3], V.E. Chirkina [4], MO Yemelyanova [5], VI Fadeeva [6], O.V. Antonova [7] and others.

Selection of previously unsettled parts of the general problem. The research of the model of local self-government of the French Republic today is relevant both from a theoretical and a practical point of view. The significance of the study is due to the fact that today there is an active process of decentralization of state power in the post-totalitarian world. The degree of effectiveness of local self-government acts as one of the defining criteria for the democratic system of the political system. Already there are many studies of the comparative nature of the model of local government in France. However, for the most part, they are reduced to the analysis of the transformation of self-government in the post-totalitarian period or general description without significant comparative legal analysis.

The purpose of this article is to analyze the essence of the concept of “model of local self-government”, the relation between categories of “model” and “system” of local self-government, as well as study the peculiarities of the organization of the activities of municipal authorities in France and the possibility of using its positive experience in Ukraine.

Presenting main material. Analyzing the municipal systems of foreign countries, we can conclude that there are many different models in the world. They differ significantly from each other in relation to the principles of the formation of local self-government bodies, the nature of the relationship between local self-government bodies and state authorities, and the forms of interaction between representative and executive and regulatory bodies in the system of local self-government.

From a theoretical point of view, the model (french modèle, ref. Modulus – “measure, analog, sample”) is a system of interrelated elements, the study of which serves as a means for obtaining information about another system or subsystem; this is a simplified representation of the real * the object and / or processes that occur therein.

The scientific literature formulates many approaches to the definition of local government models. Yes, VG Shustov defines such a model as “a system of interconnections between local governments, between local and state authorities,
their interaction with democratic institutions, the independence and responsibility of all these entities in the general system of public authority" [8, p.256]. In turn, II Ovchinnikov defines the models of local self-government as its form, “claiming a specific isolation, revealing its specificity, the distinction from other forms by a complex of essential, functional, organizational, structural, material, financial, and other characteristics" [9, p.67]. Instead, I.S. Under the model of local self-government, Szébetoun understands "the form of organization of local government, which embodies all the most essential characteristics of various municipal systems and acts as their typical representative" [10, p.72].

The heterogeneity of the evaluation criteria generates various classifications of local government models. Worldwide practice provides a huge variety of organizational and policy decisions in the area of local governance. At the same time, quite often, models of local self-government are identified with its systems.

Yes, a team of authors under the guidance of AB Strashana distinguishes between only two main systems of a democratic organization of power on the ground – Anglo-American and European. In turn, I.D. Sanachev, in fact, speaking about the same organizational and legal phenomena, calls them “models of local self-government” [11, p.180] – respectively, Anglo-Saxon and continental.

V. Koritska believes that in Europe two main models of local self-government have been formed, which in one or another combination spread throughout the world – Anglo-Saxon and continental [12].

However, before moving on to the characteristics of these models, in our view, it is necessary to analyze the categories "local government" and "local government", which are often used as synonyms. They should be delimited.

Under the system of local self-government should mean the external manifestation of the system-structural organization of the municipal government, which is the most significant of its legal characteristics. In other words, the system of local self-government on the peculiarities of system-structural construction deserves a generic isolation. Classification of local government systems in foreign countries should be based on the peculiarities of the system of local self-government bodies, the order of their formation and the nature of the relationship between these bodies among themselves and with the authorities of other power subsystems. Models of the same local government should be considered within the framework of the system as its specific varieties. In other words, the models of local self-government differ in their specific characteristics within the framework of the corresponding system. We believe that this approach quite organically combines the general understanding of the model with the specifics of the subject of municipal law, forms an adequate representation of this phenomenon and is quite convenient for legal science.

The Anglo-Saxon model is predominantly distributed in countries with the same legal system: Great Britain, USA, Canada, India, Australia, New Zealand, etc. The basic principle of this system “to act independently within the limits of the given powers”. Elected bodies of local self-government within the limits of the law, custom, the established practice, judicial precedent independently and under their responsibility solve the issues that are not within the competence of the state. State regulation may be carried out indirectly, for example, by adopting standard laws that local governments may introduce in their territory with changes. State control over the activities of local self-government bodies is carried out in the form of judicial control. Means of the same effect are state subsidies.

The continental model is common in the countries of continental Europe (France, Italy, Spain, Belgium) and in most countries of Latin America, the Middle East, French-speaking Africa. This model is characterized by the following main features: first, the combination of local self-government and local administrations (local government bodies), election and appointment; a certain hierarchy of a management system in which local self-government is a lower-ranking link compared to a higher-ranking state; and secondly, the limited autonomy of local self-government; the presence on the ground of special state officials who control the local self-government bodies.

Considering the experience of the organization of local government in the countries of continental law, it can be argued that this model involves a certain limitation of local self-government and provides greater control and centralization of the management system, “French local government ... always characterized by a solid hierarchy and subordination of central government” [13, p.101].

So, to understand what structural elements and positive experiences of the local government of France absorbed the Ukrainian model, let us dwell on its characteristics.

The system of local authorities in France is based on the administrative-territorial division, which in the 80’s of the last century was radically reformed through the adoption of laws on decentralization.

The constituent parts of the administrative-territorial structure of France are (from the bottom
up): the commune, the canton, the district, the department and the region. At the same time, the Canton and the district have no elected government and self-government, but are territories within which certain special administrative bodies operate. Circles are controlled by a sup prefect that is assigned from above. Cantons are historical and geographical units and are used as constituencies for elections to the board of departments.

Territorial self-governing groups in France, with elected bodies of self-government, are regions, departments and communes. Traditionally, the main unit of the administrative-territorial division of France is the department. Since 1965, in the metropolitan area, there are 96, including Paris. In order to solve the current economic and social problems, the department proved to be an ineffective low-power unit, which led to the adoption on March 2, 1982 of the Decentralization Act, according to which the metropolis was divided into 22 regions (regions covering several departments (from 3 to 5) [14]. The region became the main territorial unit in which the most important economic and social development programs are implemented. The regions have their own budget, they develop their own plans for economic and social development, as well as the arrangement of the territory and infrastructure development.

The main representative body of the region is a regional council whose members are elected by general and direct elections in a proportional electoral system. The Council elects a chairman who acts at the same time as the executive branch of the region. The powers of the chairman are quite large: he prepares draft decisions of the regional council, including the draft budget of the region, convenes the council and presides at its meetings, executes the decision taken by the council, manages the financial resources of the region, manages the work of regional services and is the administrative head of all staff of administrative bodies region, appoints administrators of the region’s administrative services and imposes administrative penalties.

The regional prefect carries out control over the legality of decisions of the regional council. Decisions of the regional council, prior to their entry into force, shall be obligatory submitted to the commissar of the republic. In the event that he considers such a decision illegal in form or in essence, he shall refer it to the administrative court, which decides on the merits, ie either declares it illegal or vice versa, decides on the legality of the decision of the regional council.

The regional prefect also controls the legitimacy of the decisions of the chairman of the regional council. The most important decisions of the head (first of all, this normative decision) must be passed to the prefect before their entry into force.

The regional prefect, while remaining the prefect of the main department of the district, combines the function of a state representative in the region and a state representative in the department. He directly represents the president and the French government in the region. By this he represents a plenipotentiary representative of all central bodies of state executive power.

The regional prefect has not only control or representative powers, but also has enough competence to address the issues of socio-economic development and the arrangement of the territory of the entire region. He carries out public policy at this level and plays a major role in planning the development of the region and the distribution of public investment provided by the region by the state or in which there is a state share.

A very important and positive moment in organizing the life of the region is the possibility of a contractual (coordinated) distribution of subordinated services between the head of the regional council and the prefect. This avoids duplication in work and reduces the probability of contradictions between the prefect and the head of the council.

Since the prefect is the representative of all ministers in the region, he has significant powers in direct management of the local services of the central ministries and departments.

Thus, the prefect may be entrusted with powers that the ministers would like to convey to the bodies representing the central state administration at the regional level. Due to this, the prefect is, in principle, the only administrative authority in the region that can make decisions on behalf of the state.

The department in France is the second level of the administrative-territorial system in which two bodies work in parallel: the general council, as a body of self-government and the prefect, as a body of state power. The General Council from among its members elects the chairman of the council, which at the same time is also the head of the executive body of the department. By the general principle, the competence of the General Council includes the right to resolve all matters that fall within the competence of the department and are not within the competence of other departments of the department, for example: provision of social assistance, caring for incapacitated persons, protection of children’s rights and maternity, maintenance of local roads, organization of transport provision of schoolchildren, support for the functioning of colleges and primary schools, etc. [15].
In the case of the chairman of the Regional Council, he prepares and holds meetings of the General Council, is the manager of the department’s expenses and makes a decree on receipt of departmental income, is the head of departmental services, may, under his supervision and on his responsibility, authorize the signature of any matter to the responsible person to the above-mentioned services.

Just as in the region, the department has a post of government representative in the person of the prefect. The representative of the state in the department is appointed by the President’s decree approved by the meeting of the Council of Ministers. He manages the work of all local officials, departments, offices and agencies representing the central government. The Prefect of the Department is responsible for supervising the legality of the actions and decisions of the electoral bodies and officials of the department. And it is only the prefect that has the right to speak on behalf of the state before the General Council.

The lower administrative-territorial unit is the commune (community) – a self-governing collective with relatively broad powers. Big cities have the status of communities, but with even wider powers. Important legal factors that reflect the essence of the commune are: name, territory, population. It is these elements that identify the commune as a separate, basic link of local government in France.

As O.V. Bolotin [16] and other scholars of the system of organization of power in the territorial units of France built on the continental model, characterized by a combination of local government functions of local self-government and functions of state power.

Representative bodies of the municipal government in the communes have municipal councils, which consist of deputies elected by the population. The Municipal Council adopts the budget, establishes local taxes, manages the commune property, adopts community development programs, markets, local roads and solves many other issues of local importance.

The mayor is elected by the municipal council, who is elected by deputies and at the same time is the head of the executive body – the mayor’s office. Since in the communes there are no representatives of the central government, the mayor by his position is considered a representative of the state power in the commune, thus implementing the Iberian model of municipal government. In the scope of his functions, as a representative of the state, is the registration of acts of civil status, taking measures to find and punish offenders who have committed a crime or are wanted in the territory of the commune, drafting protocols on the offense, ensuring the promulgation of laws and other normative acts of the state, monitoring their implementation, the issuance of various certificates and licenses, etc.

As a commune’s representative, the mayor’s authority is to: represent the interests of the commune in relations with other public authorities and public organizations, to conclude agreements and contracts, to perform powers delegated by the council, to manage municipal services, to appoint management personnel, to impose disciplinary penalties on communal servants, to issue permits for construction, etc.

The considerable autonomy of the communes and the lack of government officials are to some extent balanced by the rigorous administrative control of the government through the prefects of the regions and departments that have the right to stop the implementation of illegal decisions of municipal councils.

An important feature is that the state controls and provides the ability to make decisions by the municipal council. So, if the council is not able to take a decision due to internal differences, it can be dissolved by a decree of the President of France, adopted at a meeting of the Council of Ministers of France. After that, the prefect appoints a delegation delegation of representatives temporarily entitled to accept only administrative acts and, within two months, announce new elections [17].

Conclusions. Analysis of the Ukrainian model of local self-government allows us to state that at the present stage of development of Ukraine there are two distinct, established by the Constitution and the Law of Ukraine “On Local Self-Government in Ukraine”, the levels of formation of local self-government bodies are basic and regional. They are characterized by certain significant differences in the legal status: rural, settlement and city councils represent the interests of the respective territorial communities and exercise the functions and powers of local self-government on their behalf and in their interests; rayon and oblast councils represent the common interests of the entire set of territorial communities (villages, towns, cities) of the respective territory.

The peculiarity of the implementation of domestic self-government is that at the level of rayons and oblasts there are no executive bodies of the respective councils. All the completeness of executive power at these levels is performed by local state administrations, which, in addition to their own powers, perform powers and powers delegated by regional and district councils. The high official of the region is the head of the local state administration subordinated to the President of Ukraine.
A special place in the system of local self-government is rented by a village, town, city mayor, which according to Art. 12 of the Law of Ukraine "On Local Self-Government in Ukraine" [18], is the chief official of the territorial community of the respective village, town, city. He is elected by the territorial community and exercises his powers on a permanent basis, chairs the executive committee of the respective village, settlement, city council, presides at its meetings. The chairperson bears personal responsibility for exercising the powers conferred upon him by law, is accountable, accountable and responsible to the territorial community and council, and, in terms of exercising executive powers, before the relevant executive body of the council.

Analyzing the domestic experience of local government organization, it is worth noting that Ukraine at this stage of socio-political development needs a model of local self-government, where local authorities will be characterized by the fulfillment of general (universal) functions, a combination of direct government governance in the field and local self-government, local executive bodies formed by the mayor who, as the chairman of the executive committee, will combine collegiate functions with some responsibilities of the state administration. The state must preserve its political functions by transferring control of the economic, social and cultural spheres to the places. It is in this way that France has, over several years, turned from a state with a high level of centralization of power to a country with a developed system of local self-government and minimal interference of the state in the affairs of administrative-territorial units.

It should be noted separately that further development of Ukraine should be aimed at developing a democratic, rule-of-law state and civil society, and should lead to an increase in the importance of the most representative local self-government bodies of the lowest level, and increase their role in shaping both local and regional policies.

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GOVERNMENT REGULATION OF FORCED MIGRATION, ORGANIZATIONAL-LEGAL ASPECTS

Veselska L.A.
Ph.D. in Public Administration,
Doctoral Candidate of the Department of Global Studies, European Integration
and National Security Management
of National Academy of Public
Administration under the President
of Ukraine

The article analyzes the current legislation of Ukraine on internally displaced persons. The gaps in the mechanism of state regulation of social and economic adaptation of forced migrants are determined. The necessity of amending some government programs is defined, that based on foreign experience. Reviewed and proposed changes to certain features of institutions that would ensure social security of population affected during the counter-terrorist operation in eastern Ukraine and forced change of residence. The measures suggest that concern the problems of social security of internally displaced persons and the population that remains in Ukraine temporarily uncontrolled territories.

Key words: compelled displaced persons, public policy, public administration, legislation Ukraine, social security, social and economic threats.

Formulation of the problem. The problem of forced migrants is one of the serious challenges facing Ukraine today. Systemic destruction of the infrastructure, powerful economic destabilization of the Donbas leads to the deployment of a regional humanitarian catastrophe, when thousands of families from destroyed cities are looking for a temporary residence or are prepared to completely change it. Forced to leave their homes, people immediately realize that nobody is waiting for them anywhere. State programs that would have comprehended the whole range of internally displaced people’s problems are insufficient, some of them are declarative in nature, since the mechanism for their implementation is not provided or foreseen in part.

Analysis of recent research and publications and the allocation of previously unsettled parts of the general problem. Among the scholars who are dealing with the problems of modern migration, we note such domestic and foreign scholars as O. Malinovska, E. Libanova, A. Sosnova, I. Pinchuk, A. Homra, V. Ioncnev, I. Prybitkova, V. Kholod, and others. However, we must admit that the interconnectedness of forced migration and the policy of securing social security is still a poorly researched topic among domestic scientists.

Formulating the goals of the article. The purpose of the article is to study the organizational and legal principles of state regulation of the forced migration of the population from the zone of antiterrorist operation and offer measures for its socio-economic adaptation and integration.

Presentation of the main research material. In almost two years of Russia’s military aggression, in the east of Ukraine, a single register of migrants’ registers: where they were, their age, profile, and characteristics were not created. None of the state bodies was ready to take responsibility for the registration. Initially, the Government’s order creating the accounting system is entrusted to the Migration Service. However, already in early October 2014, the Government of Ukraine makes two decisions: the registration of internally displaced persons and the provision of financial assistance, and on October 15 the Cabinet of Ministers is responsible for registering forced displaced persons to the Ministry of Social Policy. This decision was correct, because the departments of the Ministry conducted such bases on the ground. According to information provided by the Ministry, by the end of October more than 100 thousand people were registered.

We believe that in solving this problem we should take the experience of Georgia, which had similar problems in the 1990s and 2000s. They have created mobile accounting stations, they have come up with a system of computerized hotline centers and social workers. To register these citizens an online registration system was created, according to which the analysis of their needs was carried out. Forced migrants were registered and in telephone mode. As a result, it was possible to ensure the integration of migrants, to meet their immediate needs and to prevent possible misuse of state and donor assistance.

But, unfortunately, in Ukraine the paper system was adopted as a basis. Partly through the law “On the Protection of Personal Data” [1]. In particular, all databases in Ukraine have a certain mode, which does not provide for the possibility of online data placement. Therefore, a field official fills in the questionnaire, spending about 20 minutes on it. Then another person enters the data into a computer. After that, the information is transmitted not through the Internet, but on the physical medium in the right place. As a result, there may be a lot
of confusion and mistakes. According to preliminary estimates, at least two months are required to complete the registration and only then will it be known how much and where the internally displaced persons live compactly.

According to the latest data of the Ministry of Social Policy of Ukraine, the official figure of settlers reaches 1445 thousand people. But according to unofficial figures, about 2 million people, of which 32% are children, and 20% are retired and disabled.

The largest number of settlers is concentrated in Kharkiv, Donetsk, Zaporozhye, Luhansk, Dnipropetrovsk oblasts and the city of Kyiv.

At the same time, about 2.2 million people continue to remain in uncontrolled territories of Donbas, which, due to the approaching winter and subsequent destruction of infrastructure in connection with fighting, increase the risk of unemployment, lack of facilities and conditions for normal existence. In turn, this forms the preconditions for the second wave of migration to other regions of the country. At the same time, there are so-called “reverse flows” – some people return to the place of permanent residence, because they are not able to socialize in a new locality.

Until recently, there was a typical situation with the impossibility of employing or assigning the status of the unemployed to internally displaced persons due to conflicts in domestic legislation. So in many countries, the labor record has not been around for decades. In Ukraine, it continues to be used. In the country, the war, and in the center of employment can not communicate with a person without a work record. Moreover, there are cases when a person does not have a stamp in the labor liberation. An official can not violate the law and put it on record. But this person can not return to the non-existent factory already to close the record in the labor. The old methods are not suitable for the state of emergency in which our state is located.

The main socio-economic threats associated with large-scale involuntary relocation are manifested in the growing burden not only in local labor markets but also in the problems of placement of displaced persons, their employment, medical care, access to education, etc.

Political threats are conditioned, above all, by the support of certain political forces and the media about the polarization of the country, its division into the east and west. As a result, there are cases of hostile attitude towards forced migrants by residents of the territories of resettlement and the spread of anti-Ukrainian sentiment in territories temporarily not controlled by Ukraine.

Forced displaced persons preferentially leave the fighting zone, 57% of those polled were leaving with children. The intentions of immigrants in relation to the future illustrate the data of sociological research according to which 25% of respondents plan to return to their homes, subject to availability of housing and work, electricity, water, gas and cessation of hostilities, do not plan to return in the near future 22%, for a long time want stay in the new place 23% and feel uncertainty of 30% of respondents [5]. In view of this, we need a balanced state policy and a number of government programs, in particular regarding:

- returning people who intend to return to permanent residence;
- resettlement and adaptation at a new place and residence of those who do not plan to return.

The actions of these programs should include:

- relocation from places of compact location (camps, holiday homes, etc.) to individual apartments / houses;
- inventory of opportunities for permanent / long-term residence of settlers by individual districts and settlements;
- housing construction for target professional groups;
- the restoration of military camps as centers of temporary residence;
- use of housing stock of monofunctional cities (on terms of communal lease by private owners of housing);
- adaptation of existing places of compact residence to the conditions of the autumn-winter period, etc.

Today, the first priority is the issue of placement of settlers in winter suitable for housing, restoration of documents, receiving pensions and social assistance, providing medical care, employment, and ensuring the education of children. The institutional provision of such a policy involves the creation of special municipal commissions (from representatives of state authorities, volunteer organizations and settlers) and foundations (with the involvement of local budgets, international organizations and charity) on the standards of international funds that are accountable to civil society, as well as temporary social services (from volunteers and migrants) to help those who need it.

An important step was adopted by the Verkhovna Rada and signed by the President of Ukraine Law “On the Guaranteeing of the Rights and Freedoms of Internally Displaced Persons” dated November 20, 2014, No. 1706-VII. [2] The first thing that governs the law is the definition of “internally displaced person”. Much of the settlers still calls themselves “refugees”, although this concept involves leaving for the territory of their country. At the international level, internally displaced persons are people displaced within
According to the Law, the internally displaced person is a citizen of Ukraine permanently residing in Ukraine, who has been forced or left his or her own residence as a result, or in order to avoid the negative consequences of armed conflict, temporary occupation, widespread manifestations of violence, massive human rights violations and emergencies natural or man-made nature [2].

These circumstances are considered to be well-known and unprovable if the information on them is contained in the official reports (messages) of the United Nations High Commissioner for Human Rights, the Organization for Security and Cooperation in Europe, the International Committee of the Red Cross and the Red Crescent, the Verkhovna Rada Commissioner for Human Rights a person posted on the websites of the said organizations, or if, in such circumstances, the appropriate authorities have taken appropriate decisions.

The second important aspect of the law is the guarantee of the rights and freedoms of the HIP through some innovations. Finally, the full registration will be conducted: issuance of a certificate of registration in the departments of social protection of the population of the city regional administrations and introduction into the electronic database. That is, even if an immigrant moves across Ukraine, he does not need to be re-registered at a new location [2].

Among the main advantages of the law is the possibility of obtaining, at the expense of the state, a place for temporary residence for at least 6 months. Forced displaced persons will have the opportunity to retire in absentia and register at the center of employment under a simplified procedure, even without a work record [2]. Also, "displaced persons" will be given the opportunity to resume social benefits and pensions at their actual place of residence. Most students who were forced to leave their homes in the area of ATO or in the annexed Crimea will have the full right to study at public places in Vyshakh and other educational institutions throughout the territory of Ukraine [3].

Women who have underage children, according to newly established rules, should receive a place at a kindergarten and a school for immigrant children. Other people will have the right to close a business with a simplified procedure and to register a legal entity and a FOP at the place of actual residence. According to the new law, the state must ensure the needs of migrants in providing social and financial assistance. The certificate of registration of the migrant will be issued immediately, on the day of treatment.

But, along with positive innovations, which provides the newly adopted law, there remain unresolved issues. So, in order for the new system to work uninterruptedly, it is necessary to amend the current legislation, in particular to the laws of Ukraine:

- "On freedom of movement and free choice of place of residence";
- "On ensuring the rights and freedoms of citizens and legal regime in the temporarily occupied territory of Ukraine";
- "On the creation of a free economic zone" Crimea "and on the peculiarities of economic activity in the temporarily occupied territory of Ukraine";
- "On the Legal Status of Foreigners and Stateless Persons";
- "On refugees and persons requiring additional or temporary protection";
- "On the Uniform State Demographic Registry and documents confirming the citizenship of Ukraine, certifying the person or his special status";
- "On State Registration of Legal Entities and Individual Entrepreneurs";
- "On Protection of Personal Data" [1].

Some provisions of the Code of Ukraine on Administrative Offenses, Tax and Budget Codes of Ukraine also need to be supplemented.

In addition, some of the provisions of the Law "On the Guaranteeing of the Rights and Freedoms of Internally Displaced Persons" do not clearly support the resolutions of the Cabinet of Ministers of Ukraine in terms of the prescribed mechanism and terms of implementation. For example, Clause 3 of Art. 15. "If forced migration in the circumstances envisaged in Article 1 of this Law is caused by military aggression of another state, military invasion, occupation or annexation of the territory of Ukraine, and this territory has been left by persons who have become internally displaced persons, the state-aggressor shall compensate for direct expenses of internally displaced persons, which arose as a result of forced displacement, as well as all expenses on reception and arrangement of these persons, which were carried out at the expense of the state budget of Ukraine and local budgets, in accordance with Orme international law".

Also, in Clause 2 of Art. 18 of the Act is that "International donors contributing to the assistance program for internally displaced persons are assisted in accelerating the import of humanitarian goods." It remains unclear what kind of assistance is being discussed, what will it be?

These articles will be earned in case of adoption of relevant normative legal acts of the Cabinet of Ministers, which will stipulate the Procedure and preferences concerning the mentioned norms.
Article 11 of the law, which provides for the powers of central and local executive authorities, bodies of local self-government on the issues of ensuring the rights and freedoms of internally displaced persons, is required to be finalized, as various Central executive bodies implement the state policy on settlers in accordance with their functions.

It would be more appropriate, in our opinion, to create a single CEB that would deal with the problems of internally displaced persons in a complex way, without spraying between different departments. If this is not possible, the distribution of functions among existing CEBs in respect of internally displaced persons should include:

- definition in their CEB regulations of their powers to work with HIP;
- identification of each body responsible for work with HIP and donor organizations (international, charitable, volunteer);
- introduction of a single standard for work with HPE. Distribution of the sphere of work — what does the state make of local government;
- ensuring the dissemination of positive experience of the regions (Dnipropetrovsk region — agreed on the training of 15 VPO in Lithuania, the European Union allocation of 1.5 million euros for the reconstruction of hostels for HBO [4]);
- providing transparent rules for interaction between volunteers and benefactors and the state, involving these institutions in expertise in the preparation of decisions;
- transparent and public reporting of the state on expenditures of finance and material and technical resources (own and received from philanthropists);
- sub-legal basis for exemption from charitable aid tax payment for victims of ATOs.

Today it is absolutely essential to ensure comprehensive social rehabilitation of internally displaced people in Ukraine for the purpose of restoring and replacing lost functions of human life through the processes of socialization, adaptation to existing social conditions in order to integrate it into society, as well as by changing stereotypes inherent in society.

One of the important policy criteria for migrants should be the projected employment structure in the Donbass after its restoration. To do this, it is necessary to introduce monitoring of the situation of the internally displaced persons, their psychological sentiments, socio-economic and socio-psychological situation in the east and south of Ukraine, and systematically presenting the results of monitoring to the executive authorities.

The number of internally displaced persons is increasing, and their "reverse" movement is largely a result of the exhaustion of financial resources, the impossibility of further living in unsuitable for winter conditions in the premises, lack of work, etc.

Today, educational, medical and social security systems solve the problems of settlers due to their own reserves (consolidation of groups and classes, extra beds), their placement in sanatoriums and other institutions is actually carried out at the expense of the owner of the premises and short-term [5].

At the same time, it is impossible to effectively resolve these and other issues in the absence of the relevant legislation, organizational, financial, etc. mechanisms for assisting HPE.

**Conclusions from this study and prospects for further developments.**

In our opinion, there is a need for transparent rules of interaction between the state, volunteers, philanthropists, involving them in expertise in the preparation of decisions, ensuring transparency and public accountability of the state about the cost of financial and logistical resources (own and received from philanthropists).

So, the priority should be to:

- ensuring urgent implementation of reforms in the area of government renewal and combating corruption, taxation, deregulation and entrepreneurship development, decentralization of public administration, health care, etc;
- inclusion in the Law of Ukraine “On the State Budget of Ukraine for 2016” and projects for subsequent years of expenditures related to the financing of the policy on forced displaced persons and their needs;
- operational development and adoption of the Procedure for the use of budget funds as well as other normative documents to secure the financing of the needs of internally displaced persons, in particular regarding the exemption from taxation of charitable aid for persons who have suffered in the area of anti-terrorist operation;
- to develop and approve the Donbas Recovery Plan as the basis for ensuring the return of displaced persons to the place of permanent residence;
- creation of a legal and regulatory framework for interaction between executive authorities of different levels with volunteers, public and international organizations on work with forced displaced persons.

In addition, executive agencies at various levels also need to ensure transparency of activities and public reporting on assistance to internally displaced persons.

We believe that the state’s response to the challenges of the political and socio-economic nature should be comprehensive, to provide for solutions to both the problems of ensuring the
social security of the internally displaced persons and the population, which remains on territories temporarily uncontrolled by Ukraine. Further studies involving proposals to create a mechanism for the government’s actions on social inclusion and economic rehabilitation of post-conflict settlement in these regions.

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STATE ADMINISTRATION OF VOLUNTARILY FIRE PREVENTION IN GALYCHINA AND EUROPEAN EXPERIENCE OF VOLUNTEER HELP ACTIVITY ARE IN COUNTRIES OF EU

Hontar Z.H.
Candidate of the Department of European Integration and Law of Lviv Regional Institute of Public Administration of National Academy of Public Administration under the President of Ukraine,
Lecturer of the Department of Law and Management in the Field of Civil Protection of Lviv State University of Life Safety

Formulation of the problem. Historical aspects require the fact that the voluntary fire protection (hereinafter the DPO), which was under the care of the state, played a significant role in society. During all time, she led the fight against fires, and also demanded compliance with fire safety rules. This historical proof is that the fire protection of Galicia has a positive and varied experience, which, together with the European practice of fire volunteering, is of fundamental importance for the organization of fire safety in the conditions of independent Ukraine.

Analysis of recent research and publications. Some aspects of the activity of voluntary fire protection have been reflected in the works of domestic and foreign researchers – N. Vovchastoy, A. Dotsenko, S. Lyakhov, S. Popovich, L. Ryznik, A. Sovy, J. Shaflika, and others. M. Baitali, M. Brushlinsky, V. Nagirny, T. Oleynik and others.

Selection of previously unsettled parts of the general problem. However, to date, the issues of generalization of the historical experience of the DPO for the current practice of fire safety in Ukraine and the importance of volunteer activity in the field of fire safety both for the volunteers themselves and for the state as a whole have not yet been adequately investigated.

The purpose of the article. The main purpose of this work is to investigate and find out the value of historical experience of state management of the activity of fire volunteering in Halychyna and the EU to provide fire safety, namely, to reduce the damage and avoid the victims among the population of Ukraine.

Presenting main material. It should be noted that at different historical stages of the development of Galicia (from the end of the 19th century to the beginning of the 20th century) there was an intensification of some areas of voluntary fire protection and relaxation, due to ideological doctrines, economic priorities or mercantile interests of others. However, despite the ambiguous attitude of the state and local authorities to the fire, in general there was a gradual evolution of the DPO.

A study of role and value of historical experience of management of voluntarily fire prevention activity are undertaken in Galychina and countries of EU for providing of fire safety of population of Ukraine. European experience of volunteer help is analysed for the sake of safety of society during large natural catastrophes and technogenic accidents. The analysis of modern attitude is carried out toward fire-prevention business. A quality increase of level of responsibility of society for the state of fire safety today is the important condition of increase of fire safety in Ukraine. Reasonably as far as volunteering is actual in Ukraine and widespread among Ukrainians. Confirmation of value of voluntary fire-companies is circumstance that in Europe fire volunteers play more ponderable role, than professional firemen.

Key words: are state administration, voluntarily fire prevention, volunteer help, fire safety, fire volunteering, historical experience, Galychina, Ukraine, Poland, EU.
Considerable valuable historical experience of local self-government bodies in Galicia from the end of the nineteenth century, before the Second World War, confirms the important role they can play in maintaining fire safety in the country, as is also shown by the practice of foreign countries. In most EU countries, professional fire protection is provided by local authorities and without centralized guidance. The process of reforming the institution of local self-government, the transfer of a number of functions from the state to local authorities, an increase in the financial component of local budgets necessarily raise the question of the creation of voluntary fire brigades in Ukraine. An example for imitation is the practice of our closest western neighbors: Poland, the Czech Republic, Slovakia, Hungary [12].

The general experience of the fire department in Galicia convincingly proves that the prevention of fires and the fight against fire elements were a traditional matter not only of professional fire brigades, but also of voluntary fire brigade associations. It should be noted that the emergence of fire brigades was a consequence of the ineffective activity of the Austrian state in the field of fire protection of settlements. Great contribution to the development of voluntary fire in Galicia belonged to the inspector P. Paruna, who headed the corps of Lviv firefighters. He was the initiator of the creation of the National Union of Voluntary Firefighters in Galicia [21].

Proved historical fact is that the state was mainly responsible for fighting fire in the “fire guard” – semi-public structures, which were held by local communities at their own expense and who possessed special equipment. However, they existed in a few villages, their effectiveness and reliability caused constant complaints. In such circumstances, the functions of “fire” were performed by Ukrainian youth fire and gymnastics societies “Sokil”, “Sich”, and later “Lug”. As of March 15, 1912, there were 760 firefighting companies in Galicia, including 196 societies called “Sich” [18].

The newly established fire brigades acted more effectively than the detachments of the local “Fireguard”, and gradually replaced it completely [17, p. 360]. The Sicilians possessed high professionalism and skill in extinguishing fires. After the “Sich” was formed in the community of Nagornyanka of the Buchach district, all fires were so effectively eliminated that in 1910 the Polish Asekuratory Society allocated 50 kroons for the needs of society [6]. It is important that the neighboring “Sich” in critical moments helped each other. This contributed to the successful extinguishing of fire, and the neighboring communities rallied.
The described experience of the activities of voluntary fire brigades and fire and gymnastic societies in Galicia, testifies to their significant role in ensuring the fire safety of the population. A fundamental review of the current attitude to the fire department, a high level of community accountability for the fire safety situation today is an important condition for increasing fire safety in Ukraine. Therefore, one should clearly understand that modern Ukrainian voluntary fire brigades are not a formality, but an embodiment of the best experience gained, and in particular, in the organization of public administration for the development of fire in the region under investigation [16]. In our opinion, it is necessary to develop and implement a system of measures to revive the traditions of voluntary fire on the example of Socil, Sich, and Lug communities, and their mass participation in the prevention and extinguishing of fires, especially in rural areas.

In the European countries hundreds of thousands of volunteers are actively working, who are teachers, doctors or anyone on specialty. Today, voluntary fire brigades make up 80% of the British, French and Italian fire departments, and Belgium’s fire brigade almost all consists of volunteer firefighters [7]. In Germany, professional fire protection operates only in 107 cities (usually with a population of more than 100 thousand inhabitants), and voluntary fire brigades – in 2074 settlements. The experience of Austria, where the role of firefighters is ordinary citizens, who at other times work on any other work, are interesting. In a small town there may not be a fire station, but there is a fire-fighting machine that is fully ready for operation, which, if necessary, is managed by a specially trained team of volunteers. It allows either to eliminate the fire on its own, or to wait for the help with the least damage, and also save considerable resources for the maintenance of firefighters.

Thanks to this, the fire safety system operates efficiently without unnecessary expenses and with the least damage. It is clear that in large cities with high-rise housing complexes and industrial zones without professional fire brigades and complicated machinery can not do, but in small towns and villages can volunteer firefighters [8].

In 1992, a reform of the fire service took place in Poland. The State Fire Service has undertaken not only to assist the population in the fires, but also in other cases: road accidents, various natural disasters. The advantage was given to voluntary fire brigades because of lack of budget funds to support fire protection in full [1].

At the end of 2013, a thematic national educational campaign for the Volunteer Movement Program was launched in Ukraine. It aims to improve the cooperation of the population with the rescue services of Ukraine.

European experience convinces: 30-40% of fires in the initial stage are eliminated by voluntary fire brigades. In Ukraine, the relevant indicator does not exceed 3-4%. Today, the country needs more than 30 thousand volunteers and teams [9]. The experience of the Galician fire brigade proves that fire volunteering needs state support, first of all at the legislative level. The analysis of a number of legal acts regulating the activities of the DPO of foreign countries shows that the successful activity of voluntary fire brigades is possible only in the presence of the legal basis for the activities of the DPO, the corresponding social privileges and guarantees provided by the voluntary fire brigade, full-time employees (mechanics, drivers, dispatchers, chiefs of the DPO) in the departments of the DPO, training (including practical) voluntary fire actions for extinguishing and preventing fires.

In addition, at the state level, one can also stimulate people to engage in social activity. In particular, there is a state volunteer support program in Germany, according to which activists receive certain benefits and pay reduced taxes. All interested persons can go for free trainings, in which they receive critical skills for responding to dangerous circumstances and their warning. Due to this, there are people in the city who, in case of danger, can organize others with knowledge of the cause. These people do not need to pay salaries, but if a fire or flood occurs once in every 15 years, they will be among those who will behave correctly, who will know what to do and how to help. In Italy, thousands of volunteers are trained annually.

It should be noted that the DPO’s work complicated the lack of basic knowledge of the population about responding to dangerous circumstances and their prevention. Therefore, it is important for the current organization of fire safety of the population to have a generalized experience of involving citizens of Galicia in the training of fire and technical knowledge, on their participation in the organization of protection of state and private property from fires, the dissemination of experience of assistance to the State Fire Service, local authorities in the organization of struggle with fires and their consequences. Already from the first issues of Ukrainian magazines “Fire survey – Union”, “Fatherland”, “Dilo”, “Sokhilski Visty”, “People’s affair”, “Sichovye Vesti” and others, they began to consolidate the fire brigade, scrupulously analyzed the causes of insufficient professional training of firefighters, patiently and it is available to popularize the basics of the fire among the population [15].
Conclusions from this study and prospects for further development in this direction. Therefore, the further development of the DPO should be aimed at achieving a progressive level of organization of fire volunteering in the EU. The state, invested a certain amount of money annually, can receive back much more. First, due to this, a culture of safe behavior is formed, because the person who has received the correct training will not allow a risky situation and will not make a fatal mistake. Secondly, the huge amount of money is spent on the elimination of the consequences of the accident, and the attraction of thousands of trained people makes it possible to save considerable money. Here you need a whole set of measures to take into account previous historical experience, which should be aimed at improving the entire system of fire safety. However, this requires a far-sighted approach that involves long-term planning and resource allocation. This problem is much wider, and the basis of its solution is to recognize the state of priority of problems related to ensuring the safety of life and health of its citizens.

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