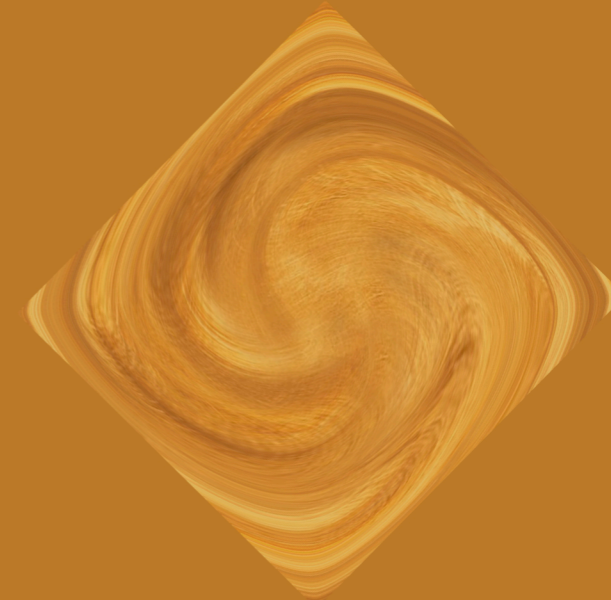




**Regional Development and Public Administration
in the Context of General Tendencies of XXI century**

Edited by Wioletta Szymańska



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in the Context of General Tendencies of XXI century**

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The objective of the study is to present the experience of Central and Eastern European countries in the social and economic development, with a particular focus on the tasks of public administration.

The book is addressed to scholars, representatives of local governments and students who study the administration, economy and geography in the conditions of regional development in Central-Eastern and Eastern Europe.

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**THE ROLE OF THE ADMINISTRATIVE FUNCTIONS
IN THE DEVELOPMENT OF THE CITY IN POLAND
(BY EXAMPLE OF DEGRADED TOWNS)**

Introduction

In previous quite extensive studies on the effects of administrative functions for urban development, there is unquestioned compliance, they are at least a catalyst for urban development and attract the growing importance of other functions of the town. As a result of the recent administrative reform of 1998, the status of provincial cities lost 31 cities in Poland, which is related to their degradation in the administrative hierarchy. This view affects the negative social perception. The aim of this study is to show that the loss of administrative functions of the city in conjunction with the processes of administrative decentralization in Poland does not cause adverse changes to meet the needs of public citizens. Negative effects of the degradation of the city relate to rather deeper economic and social processes that should be associated with globalization and adaptation to European structures.

The historical factors of the conditions of administrative degradation of cities in Poland

In Poland after World War II, the introduction of new administrative divisions has become a necessity, as never before Poland did not exist in the current boundaries. In the first years after the war due to the lack of definitive findings as to the state border, the pre-war structure of the administrative authorities were restored, and the northern and western lands adopted the common name of the Regained Territories. There were 10 provinces and the Regained Territories areas. In the history of administrative divisions in Poland, the most important reform started on the 14th of March 1945, when the Regained Territories were divided into 4 districts, starting the beginnings of new provinces [1].

Next historic dates administrative changes in Poland [1]:

– April 7, 1945 - the Gdańsk Province with its capital in Gdańsk was founded. Bydgoszcz (instead of Toruń) was established as a provincial city of Pomorskie Province. - 10 provincial cities.

– June 28, 1946 - the administrative division was regulated. The number of provinces - 14 and 2 cities with province rights (Warszawa, Łódź).

– July 6, 1950 – three new provinces: Koszalińskie, Opolskie, Zielonogórskie. The number of provinces 17 and 2 cities with province rights (Warszawa, Łódź).

– January 1, 1957 – three new cities were granted the privilege of province (Poznań, Wrocław and Kraków). The number of provinces 17 and 5 cities with province rights.

– June 1, 1975 - the division into poviats was abolished and 5 towns lost their provincial privileges. 49 provinces were appointed. A two-stage territorial division was established where the basic unit was the municipality, and the province was overriding.

– From January 1, 1999 - the three-tier territorial division was restored. 16 provinces were created. In two provinces, two capitals were established (for the seat of province marshal and for the governor), and those are Kujawsko-pomorskie Province (Bydgoszcz, Toruń) and Lubuskie Province (Gorzów Wielkopolski and Zielona Góra). Out of 49 of provincial cities (fig. 1):

- 18 remained without losing the rank of administrative importance,
- 31 were degraded to the cities with poviats rights or urban communes.

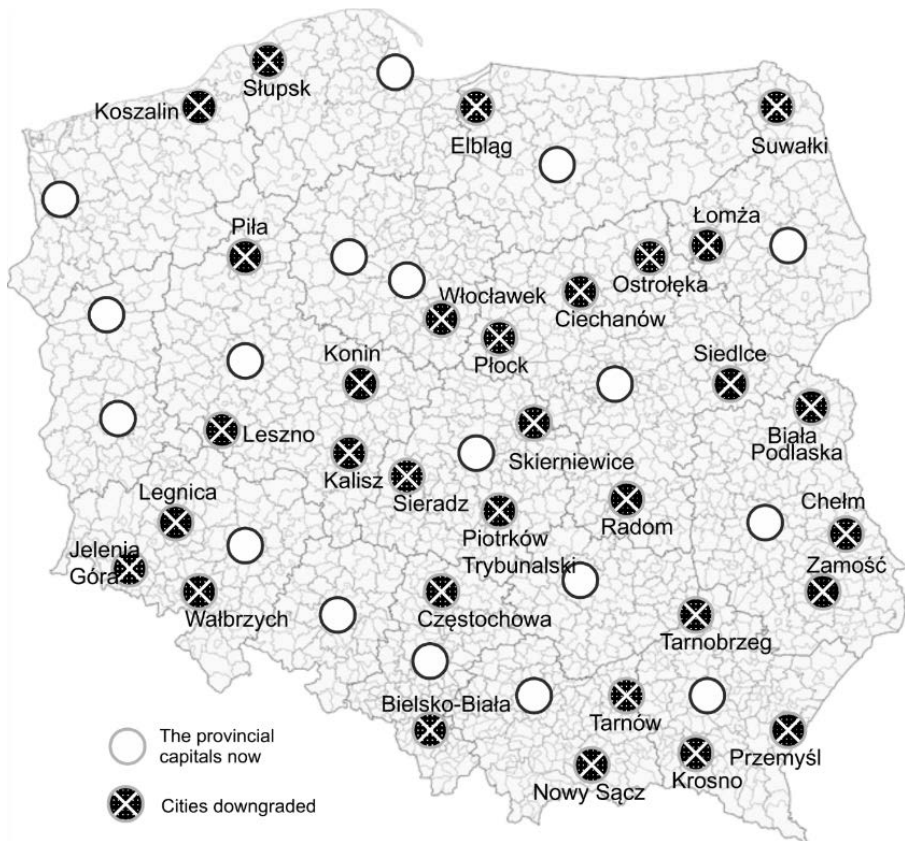


Figure 1. Cities downgraded according to the administrative division in Poland from the January 1, 1999.

Source: Own elaboration.

The historical aspects of administrative rank are based on the date when the city obtain the giving rights (privileges), especially in the Middle Ages, large basis and development opportunities (tab. 1). Cities, currently performing administrative functions of provincial capitals can boast of a much richer tradition of urbanity. Over 80% of them received city rights in the thirteenth and fourteenth centuries.

Table 1. The age structure of degraded cities in Poland.

The date of obtaining the municipal rights	The number of former provincial cities		The number of current provincial cities	
	number	%	number	%
XIII	11	35.5	9	50.0
XIV	9	29.0	6	33.3
XV	5	16.1	1	5.6
XVI	5	16.1	0	0.0
XVII	0	0.0	1	5.6
XVIII	1	3.2	0	0.0
XIX	0	0.0	1	5.6

Source: Own elaboration based on [1] and [4].

The only ones that have a slightly shorter tradition of urbanity are Łódź since 1414, Białystok - 1665 and the youngest Katowice – 1865 (fig. 2). Cities that lost their status of the provincial cities are also old cities, almost 65% of them received their city rights before the beginning of the fifteenth century, and the oldest of them - Chełm, dates from 1233 (only Gdańsk obtained its city rights earlier and Toruń in the same year).

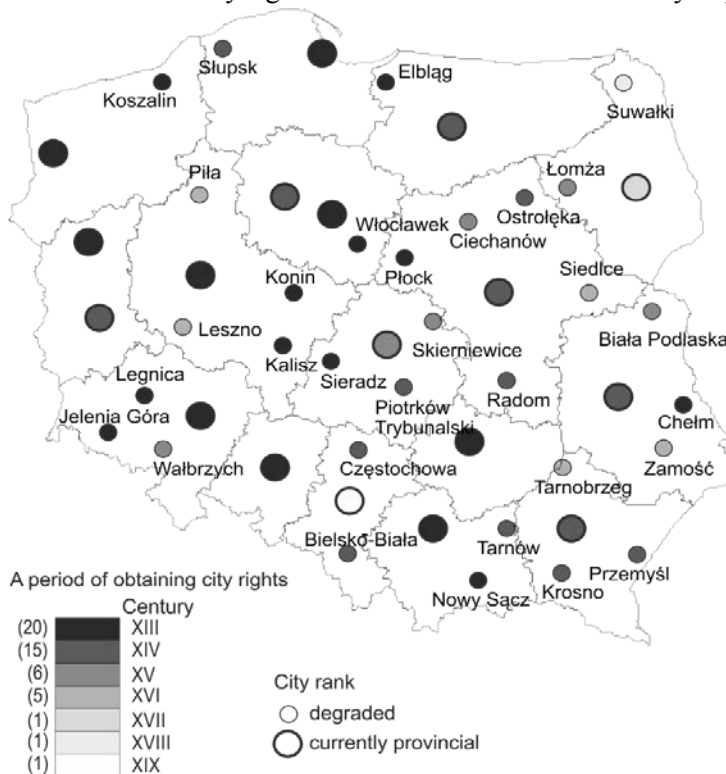


Figure 2. A period of obtaining the urban rights by degraded cities in Poland.



Source: Own elaboration based on [1] and [4].

The tradition of performing the rank as a significant city is much smaller among the former provincial centers than the currently leading cities, although not very distant. The very fact that all of them are historic cities, whose roots date back to the eighteenth century, and further gives them the status of exceptional cities.

The demographic changes of the conditions of administrative degradation of cities in Poland

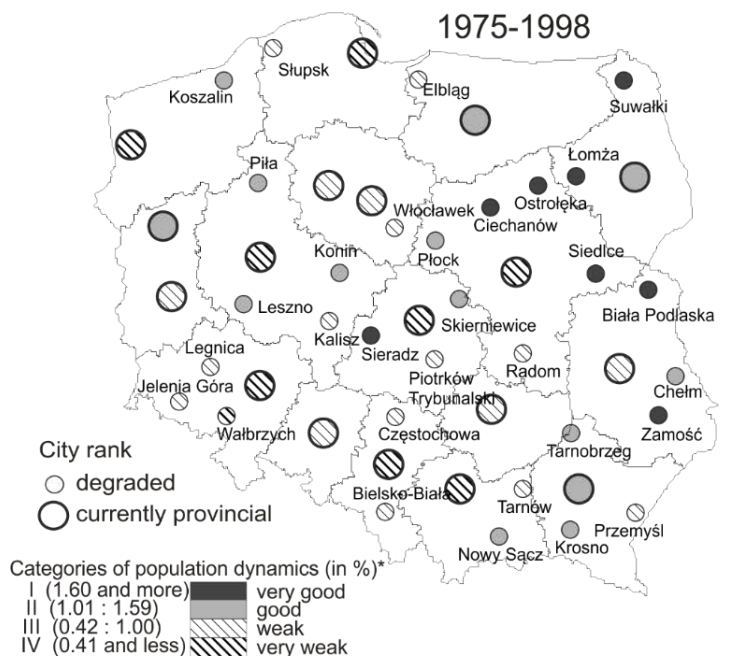
The demographic problems associated with the loss of administrative functions were based on two time periods. The first one is the period (1975-1998), in which, due to the administrative reform, 32 cities were ennobled to the provincial capitals. In this period, the population growth rate, measured by the average annual growth of population in %, indicates that during that time it was much higher for the new provincial cities than for the old ones. After losing the administrative functions the pace of population growth clearly slowed down. This is due to Polish nationwide demographic trends of the twenty-first century. However, a comparison of the former provincial cities and those who currently serve as the capital of the province, gives a picture of a larger demographic resilience of those present ones and a clear tendency to the demographic degradation of former provincial cities (tab. 2).

Table 2. The pace of population changes in current and former provincial cities in periods of 1975-1998 and 1999-2012.

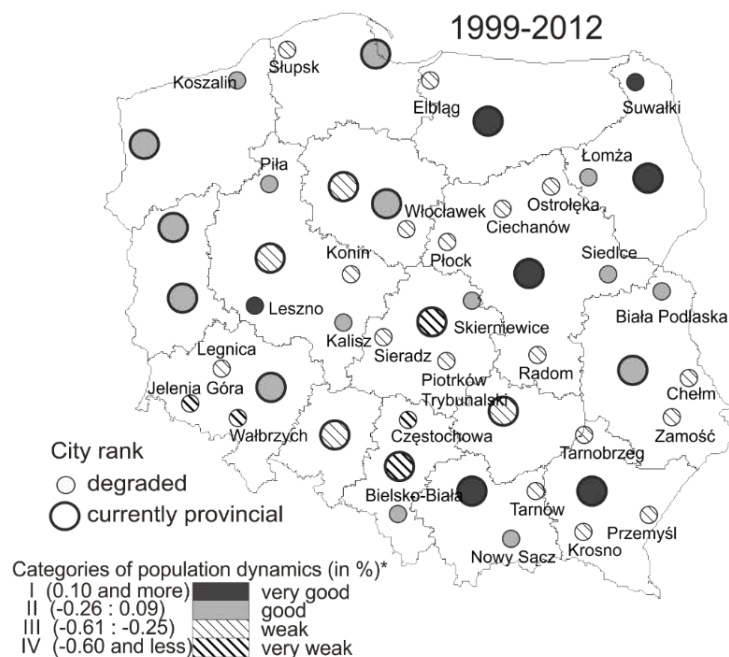
Categories of population change	The range of values [%]		The number of former provincial cities				The number of current provincial cities			
	1975-1998	1999-2012	number	%	number	%	number	%	number	%
I-very good	1.60 and more	0.10 and more	8	25.8	2	6.5	0	0.0	5	27.8
II-good	1.01:1.59	-0.26:0.09	10	32.3	9	29.0	4	22.2	7	38.9
III-weak	0.42:1.00	-0.35:-0.25	12	38.7	17	54.8	6	33.3	4	22.2
IV-very weak	0.41 and less	-0.34 and less	1	3.2	3	9.7	8	44.5	2	11.1
The average for the whole set			31	100	31	100	18	100	18	100
The former cities	1.25	-0.33								
The current cities	0.59	-0.12								

Source: Own elaboration.

Among the former provincial cities that relatively lost their significance are the cities within the capital city of Warsaw impact – Płock, Ciechanów, Ostrołęka, Łomża, Siedlce and even Białą Podlaska (fig. 3). Similarly, the situation is shaped in other regions, where metropolitan areas are gaining demographically, whereas peripheral cities are losing (including the former provincial capitals).



* according to Helwig criteria, the boundaries of the classes are determined by the arithmetic mean and standard deviation, their sum and difference



* according to Helwig criteria, the boundaries of the classes are determined by the arithmetic mean and standard deviation, their sum and difference

Figure 3. The relative average annual rate of population changes over the period considered in %.

Source: Own elaboration.

The economic aspects of the conditions of administrative degradation of cities in Poland

But does the loss of administrative functions leads to the inevitable degradation of the city?

The historical and demographic considerations would indicate such a trend. From an economic point of view, in the era of globalization, technological and scientific progress, it is by no means unequivocal. The economic analysis included a variable: the growth rate of the total income of the city per 1 inhabitant over the period 1998-2012 (tab. 3). The research reveals a positive picture of the former provincial cities functioning. These figures indicate that statistically larger increase of the income exhibited former provincial cities than the present. Among them up to 32.3% belonged to the group of very well developed ones, while among the existing provincial cities there was none.

Table 3. The pace of economic changes in the former and current provincial cities in the years 1999-2012.

Categories of economic changes	The range of values [%]	The number of former provincial cities		The number of current provincial cities	
		1999-2012		1999-2012	
		number	%	number	%
I – very good	45.7 and more	10	32.3	0	0.0
II – good	37.0 : 45.6	8	25.8	4	22.2
III – weak	28.3 : 36.9	10	32.3	11	61.1
IV – very weak	28.2 and less	3	9.7	3	16.7
The average for the whole set		31	100	18	100
The former cities	39.78				
The current cities	32.19				

Source: Own elaboration.

Only those signalized changes, specify that the administrative function in the era of globalization does not have to play the role of “*the executioner*”. So, if the city develops then this growth will occur regardless of the loss of administrative functions. On poorly shaped centers, its loss will probably have a negative impact, from all possible reasons. On solid and dynamic centers it may, however, have no impact, because other factors may determine the success or the fall of the center to a greater extent than the performance of administrative functions. The favorable position of the former provincial cities may result from:

1. The weakening role of a population concentration – the study on the effects of peri-urban areas, as the areas which are inherent in the functioning of the city and its influence.
2. The quantity and quality of economic indicators.

3. Local government policy - an analysis of its influence on social and economic attitudes in these cities.

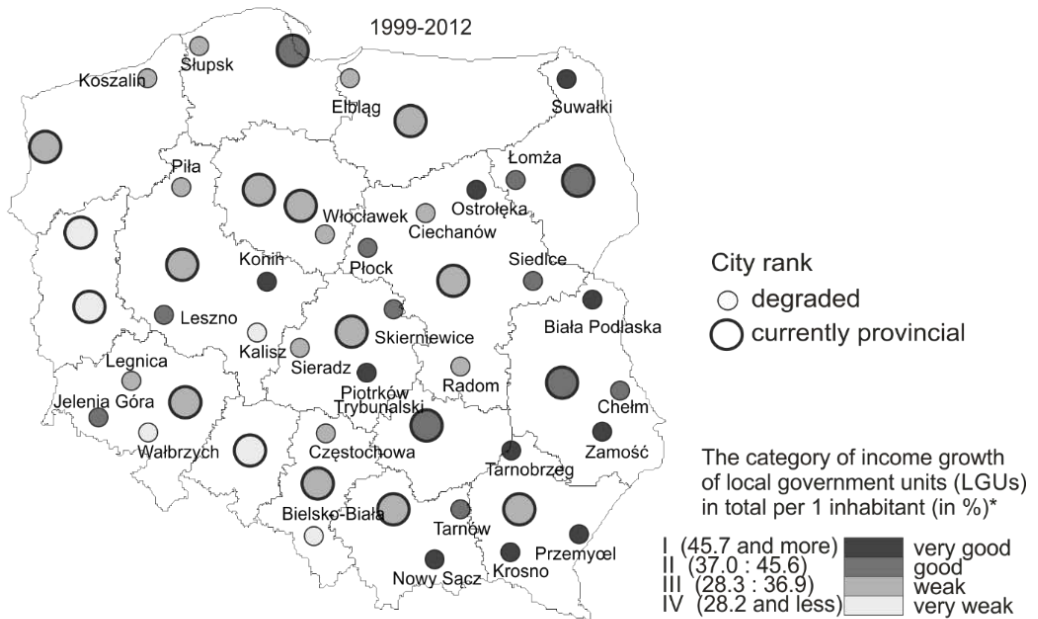


Figure 4. The pace of economic changes in the former and current provincial cities in the years 1999-2012.

Source: Own elaboration.

The social perception of the administrative degradation of cities in Poland

One of the important factors that express the dynamism in the activities of the settlement is the attitudes and involvement of local communities. Their identity with the place may cause an effect of the smooth functioning of the local government, or conversely - the discouragement and apathy.

So how the local communities perceive the loss of administrative functions in the former provincial cities?

Questionnaire surveys were conducted in four former provincial cities: Słupsk, Koszalin, Piła, and Elbląg. 1253 respondents were tested in June-July 2013 (Piła, Elbląg), May 2014 (Słupsk, Koszalin). The study was of preliminary character. The main objective was to determine:

- The social perception of the administrative role of a city.
- Reasons for the success or failure of the city in the socio-economic development.
- The significance of the loss of administrative role of the city in the everyday functioning of local communities.

Method:

- A questionnaire - 15 questions (3 opened, 3 semi-opened, 9 closed),
- Sampling: non-random. The respondents most easily to reach.

- The sample size: with 95% confidence level, the estimated sample size was 245 questionnaires for each of the cities. Amounts of respondents surveyed: Piła - 399, Elbląg - 314, Słupsk - 270, Koszalin - 270.

Respondents' characteristics:

The study included more women (53.3%) than men (46.7%). The age distribution of the respondents was relatively equal in individual age groups. The largest group was people above 60 years of age. The remaining age groups were represented by the group of 15% (below 30 years) to 21.3% (aged 41-50 years).

In terms of the position on the labor market, the division into people working and not working was relatively equal. Among the employed, the largest part was working in a private company (17.1%) and state-owned enterprise (11.1%). In the group of the unemployed, pensioners accounted for the largest share (23.1%), and in the second place were unemployed (10.9%).

In terms of education, the respondents were mostly with basic vocational education (28.8%) and secondary education (28.2%). The university education had 24.3%.

The description of the analyzed cities

Słupsk - a city with county rights in the Pomeranian Province (fig. 5). It is the seat of Słupsk county government and Słupsk rural commune, but it is not their constituent and forms a distinct unit of local government. It received the city rights in 1310. Situated on the river Słupia. It has 93 936 inhabitants in 2013, giving him 12th place among the former provincial cities and 3rd place in the Pomeranian Province [5]. In the years 1946-1950 was the county seat of Słupsk in Szczecin Province. After creating Koszalin Voivodship (1950) Słupsk become a county city (a separate unit). In the years 1975-1998 it was the capital of Słupsk Province.

Koszalin - a city with county rights in Zachodniopomorskie Voivodship, the seat of Koszalin county. The city is located on the Middle Coast, on the river Dzierżęcinka. The total population of the city is 109 170 people in 2013 [5], that puts him on 9th place among the former provincial cities, and on the second place among the cities of Zachodniopomorskie Voivodship. It received the city rights in 1266, so it is one of the oldest cities in the coastal regions. In the history of administrative divisions, after World War II, it belonged to the territory of Szczecin Province. In the years 1956-1975, over two administrative reforms, it was the capital of Koszalin Province.

Elbląg – a city with county rights in Warmińsko-mazurskie Voivodship. It is the seat of Elbląg county government and Elbląg rural commune, but it is not their constituent and forms a distinct unit of local government. The oldest city in the province, one of Poland's oldest (founded in 1237, city rights in 1246). It lies at the estuary of the river Elbląg to the Vistula Lagoon. It has 122 899 inhabitants and is located on the 4th place among the former provincial cities and in the second place in the Warmińsko-mazurskie Voivodship [5]. By 1950 the city was the seat of the county Elbląg in the Province of Gdańsk. In the years 1950-1975 Elbląg became a district city in Gdańsk Province. In 1975-1998 it was the capital of a separate province.

Piła – city in Wielkopolskie Voivodship, Piła county seat. Located on the border of Wałeckie Lake District and Krajeńskie Lake District, on the river Gwda. It counts 74 609 inhabitants in 2013 [5], that gives Piła 18th position among the former provincial cities and fourth in the region (after Poznań, Kalisz and Konin). The city was developed from a small fishing village located on the lower Gwda, surrounded by forests. City rights, most likely, Piła received in the fifteenth century, and in 1513 these privileges were confirmed by King Sigismund the I of Poland. In the years 1946-1951, and again from the 1st January 1999, the city was the capital of the district of Piła. In the years 1951-1975 Piła was a separate urban district. In 1975-1998 it was the capital of a separate Piła Province. As a result of recent administrative reform as one of the three former provincial cities, it has become a city with county rights.



Figure 5. The location of the analyzed cities against the background of the administrative division in 1999.

Source: Own elaboration based on [6].

Results of the study

Studies of the former provincial cities have shown that residents are satisfied with living in their city (fig. 6). Over 75% of respondents declared that they are strongly satisfied (25.1%) or rather satisfied (51.1%) of that fact. The most satisfied were the

residents of Piła, the least - the people from Elbląg. In every city, the answer «rather YES» was granted by close to or over 50% of people.

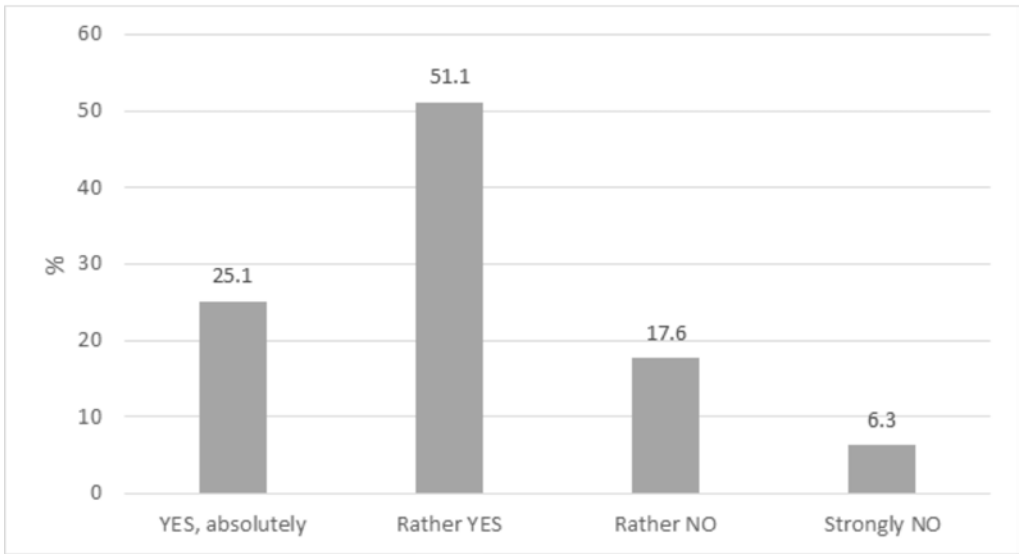


Figure 6. Are you satisfied with living in your city?

Source: A survey conducted by the author in 2013-2014.

Residents declare that they notice the degradation of the city as a result of the loss of administrative role (fig. 7). The answer «YES» or «rather YES» was given by 59.5% of respondents. About 40% of people emphasizes that they do not notice signs of degradation of the city for this reason. The largest percentage of respondents claiming that the degradation is visible occurred in Koszalin and Słupsk (respectively 65.2% and 61.1%).

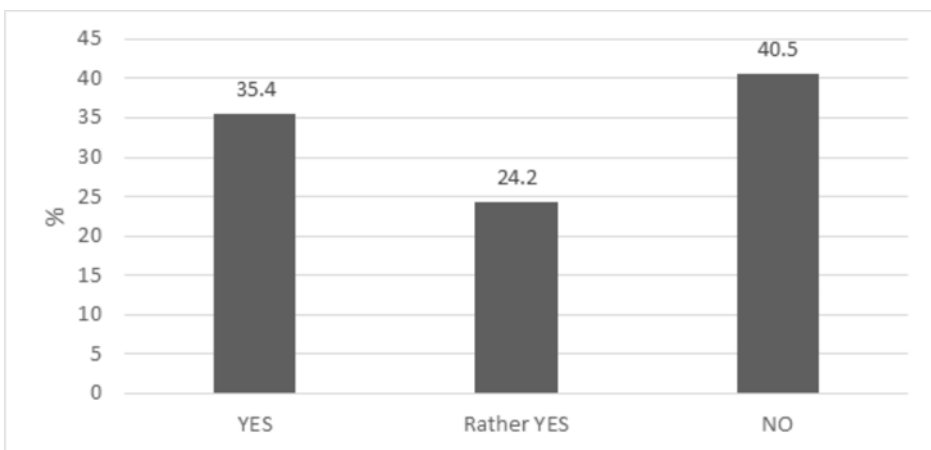


Figure 7. Do you see a degradation of the city after losing its administrative role?

Source: A survey conducted by the author in 2013-2014.

The respondents asked about the reasons why they claim that there is degradation of the city, in the vast majority pointed on the difficulties with the labor market (24.9%) (tab. 3). Unemployment and the elimination of work places have become a problem not only of the former provincial cities. They accompany also other administrative units. The registered unemployment rate in 2013 was on average about half the size in the current provincial cities than in the former, although its size is rather dependent on the condition of the entire region, and do not the result of the loss of administrative role. On the other hand, there were issues that concern all the inhabitants of the cities that are related to communication. Approximately 5% of the respondents pointed to the poor performance of local government and almost as many on the loss of prestige and opportunities for decision-making in the region. The significant dependence on provincial authorities, in the social perception, is treated as a failure in the image of the city. The remaining indicators go to the items that related to the lack of investment and thus, the conviction of economic stagnation. The respondents also pointed on the hindered accessibility to certain public services and offices. In this context, they were asked how often do they tend to be in the department of Provincial Offices and how often do they have to go to the provincial capital, in order to achieve things, which due to the loss of an administrative role are not possible in their city (tab. 5).

Table 4. Why the city lost its importance?

The reason / cause	%
Unemployment, no working places	24.9
A poor standard of technical infrastructure and roads in the city	5.7
The local authorities poor management	5.3
The loss of the prestige of the city	4.9
Lack of the economic development	4.5
Worse funding, less funds	4.3
The lack of prospects for young people, migration of the youth	4.1
The deterioration in the appearance of the city	3.3
The stagnation in the investmentsy	3.0
Impeded accessibility to offices	2.4

Source: A survey conducted by the author in 2013-2014.

Table 5. How often are you in the delegation of the Regional Office?

Specification	%
At least once a week	0.5
At least once a month	2.3
At least once a year	13.2
Less than once a year	41.7
I have never been	42.3

Source: A survey conducted by the author in 2013-2014.

The vast majority of respondents had never been in the delegation of the Regional Office (42.3%), and another 41.7% tend to be there less than once a year. Similarly, almost half of the respondents do not need to go to the provincial city to take care of some matters (fig. 9). The necessity of such a journey declared 35.6% of respondents. Their travel was caused by the needs primarily in the area of health care (11.9%), public administration (7.2%) and the judiciary (6.1%) (tab. 6). So, there is difficulty with the some needs implementing especially those which coverage is regional. It is hoped that these are exceptional and infrequent situations. Their inconvenience can therefore be little.

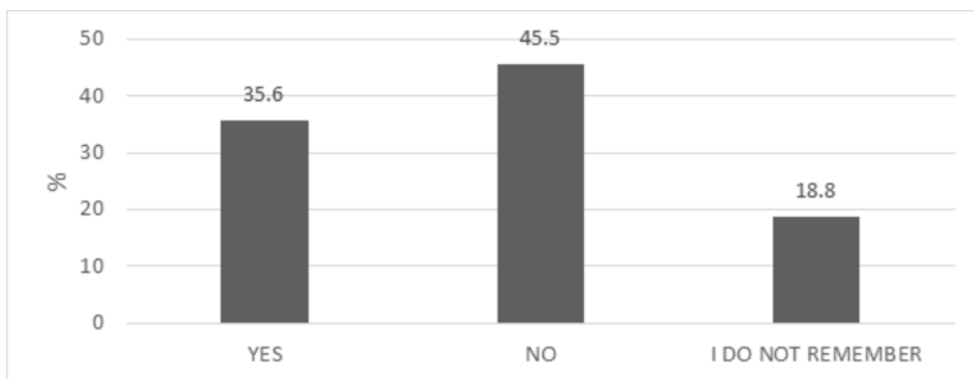


Figure 8. Did you need to take care of some business in the province city in the last 15 years, before that it was possible on the spot in your city?

Source: A survey conducted by the author in 2013-2014.

Table 6. How often are you present in the delegation of the Regional Office?

Living area	%
The health care	11.9
Culture and entertainment	2.6
The public administration	7.2
The judiciary	6.1
Science and Education	3.2
The economic activity	4.3
Trade and repairs	1.4
Finances and insurance	1.8
The real estate market	1.1
Other (family matters, sports, culture, private)	0.9

Source: A survey conducted by the author in 2013-2014.

Social perception of the city degradation is the result of the general economic situation and the functioning of individual public services. If local authorities conducting effective policy and effectively administrate the city managing its

development, then the perception of the city can change, and the loss of administrative role will not be an excuse for failure.

Conclusions

1. In Poland, after the last administrative reform, 31 cities experienced the administrative rank. These cities, in large part do not have such a long tradition of urbanity as the present cities of large regions.

2. Obtaining the status of voivodeship city resulted in a significant demographic recovery in the years 1975-1998 (larger than the current large provincial cities).

3. After losing the administrative role, the loss of population in these cities marked much more intensively than in the current provincial cities.

4. The economic elements do not unequivocally confirm the degradation of the city as a result of the loss of administrative role.

5. Social perception is not equivalent, although more than 40% of the population sees no signs of degradation of the city after losing administrative role.

6. As the most important reason (or perhaps rather a result) of this degradation, people indicate the unemployment and lack of workplaces. This category, however, is often pointed as a flaw of the modern economy.

7. The biggest change residents noticed in the deterioration of access to specialized medical services first and then to the public administration, although the vast majority of residents do not need frequent visits to the delegation of the Provincial Office.

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FORMATION OF INSTITUTIONAL BASES OF THE ACTIVITIES OF LOCAL SELF-GOVERNMENT AUTHORITIES IN UKRAINE AS GUARANTORS OF CIVIL PROTECTION¹

Generalization and analysis of the experience of the developed foreign countries in formation and activity of national systems of prevention the emergency situations of man-made, natural and other character show that in the democratic states with high level social, economic, political, scientific and technical development local governments (further – LSG) play an increasingly important role in planning and implementation of civil defence and civil protection measures.

Thus, every country chooses the model, at which the most effective way of integration of local self-governments in the state systems of ensuring civil protection, definition of their functions and responsibilities in the sphere of protection of the population, territories and other objects from emergency situations, implementation of mechanisms of interaction and coordination of activity of municipal bodies with public authorities of the national and regional level is provided, depending on various internal and external factors [in more detail see, e.g.: 8, p. 538-561; 20, p. 63-100].

In spite of well-known political events which occur in Ukraine since November 2013 to this day, and also unsatisfactory social and economic situation as a whole, in our state the processes of the European integration, reforming of executive authorities and LSG, and also searching the optimum model of the territorial organization of the state power became more active.

Taking into consideration aforesaid, and that is the institutional bases of activity of the single state system of civil protection of Ukraine (further –SSS CP) still finally are not created, research of the questions connected with features of formation of LSG as subjects of ensuring of civil protection is actual both with scientific-theoretical, and from the practical point of view.

Consideration of the matters can be of interest for the foreign experts who are engaged in comparative researches of civil defense and ensuring of civil protection within sciences of public administration, jurisprudence, political science, sociology, and also at carrying out interdisciplinary researches.

¹ Definition of the term "civil protection" appeared for the first time in the Ukrainian legislation in 2004 with adoption of law Ukraine "On Legal Foundations of Civil Protection" of 6/24/2004 No. 1859-IV [17, Art. 1]. Today the statutory definition of the term "civil protection" appears in Art. 4 of the Code of Civil Protection of Ukraine, which came into force on 7/1/2013 where the said notion is interpreted as the function of the state directed at protection of the population, territories, environment, and property from emergency situations through prevention of such situations, elimination of their consequences and assistance to their victims in a peace time and during special period [4]. In turn, the term "subject of ensuring civil protection" is used in a number of articles of the Code of Civil Protection of Ukraine, but its meaning is not defined.

On the former Soviet Union the perspective directions of development of the state systems of civil defense and ensuring civil protection, questions of improvement of their tasks, functions, forms and methods of work, transformation of organizational structures, etc. constantly stay in sight of scientists: V. Akimov, V. Vladimirova, Y. Vorobyov, N. Dolgin, S. Dombrovskoy, L. Zhukova, N. Klimenko, S. Kuznichenko, S. Mosov, O. Ostroverkh, V. Petkov, B. Porfiryev, A. Romina, V. Tishchenko, A. Trush, M. Faleev, V. Fedorenko, G. Fedulov, A. Filipenko, R. Tsalikov, L. Shevchenko, Y. Shpakovskogo and others.

Dynamic processes of the state construction, social and economic, scientific and technical and political development, and also comprehensive processes of globalization and increase of natural man-made, military, social and other threats demand continuous research of effective models of creating the national systems of preventing the emergency situations and the organization of effective interaction between public authorities, local governments and other institutions at overcoming the problems of civil protection.

Consideration of the question that was lifted in article is expedient for beginning with ascertaining of that fact that else since Soviet period, LSG of Ukrainian Soviet Socialist Republic (village, settlement, city, regional and regional councils of people's deputies, their executive committees), no less than other former Soviet republics, were actively involved in the solution of problems of civil defense, carrying out essential volume of functions and responsibilities in this direction.

However, despite domination of a territorial and production principle of the organization and implementation of civil defense and, as a result, its universal character, the system of civil defense in essence was the centralized militarized interdepartmental state system, and state and imperious functions in this sphere concentrated mainly in system of state authorities and, first of all, at the Staff of civil defense of Ukrainian Soviet Socialist Republic and its territorial bodies (staffs of civil defense of districts, regions, the cities, up to the city carried to category on civil defense) which acted as key subjects of management in this sphere at the appropriate administrative-territorial levels.

It should be noted that at the beginning of the 90th of the 20 century the term "*civil protection*" yet did not receive such wide circulation as it occurred at a boundary of 20-21 centuries and later therefore in the majority of foreign, in particular the European countries, for designation of a complex of actions for protecting the population, territories, material, cultural values and other objects from emergency situations of peace and a wartime, the unified term "*civil defense*" used in the Additional protocol No. 1 since 6/8/1977 to the Geneva conventions since 8/12/1949 [2, p. 382] was traditionally used.

After disintegration of the USSR, the independent states formed on its territory, along with formation of institutional, legal, economic and other bases of the statehood, started to create own national systems of civil defense which continued to function as a subsystem of civil defense of the USSR at legislative level, being guided by acts of the

international humanitarian law (The Geneva conventions) and the relevant allied legislation.

Not casually that the first fundamental acts concerning the civil defense, accepted by the sovereign states formed after the former Soviet Union, became by a principle of analogy to the legislation of the USSR and, in particular, kept the approaches extended before to scoping and character of tasks in the sphere of civil defense of public authorities and LSG.

These approaches are connected, first of all, with well-known to experts shortcomings of the state systems of civil defense as a whole, namely their functional limitation in view of orientation exclusively on realization of actions for protecting the population, territories and other objects from the emergency situations of a war character connected with a use of weapons of mass defeat, and also insufficiency of the measures directed on prevention of emergency situations of a man-made and natural origin.

In spite of the fact that in the Soviet Union in April, 1986 there was a Chernobyl accident, and in expert community of countries of Western Europe and the USA in ten years prior to it, after accident in 1975 on a nuclear power plant in Browns Ferry (the USA, the State of California) [more detailed see 9, p. 64-66] actively started talking about need of reconsideration of a role and problems of civil defense towards wide introduction of the preventive actions directed on safety of the person and the state from emergency situations of a peace time (man-made and natural character), active use of methods of management by risks in natural and man-made spheres, systems of civil defense of the majority of the post-soviet countries, in particular Ukraine, unfortunately, still a long time kept the shortcomings mentioned above.

In the contemporary history of our state which has begun, as we know, 8/24/1991 with adopting the Act of Independence of Ukraine, the Law of Ukrainian Soviet Socialist Republic *“About local Councils of People's Deputies of Ukrainian Soviet Socialist Republic and local self-government”* since 12/7/1990 No. 533-XII [16] was the first status law defining organizational and legal bases of activity of LSG.

The system of local government in Ukraine at that time included, in particular, rural, settlement, regional, city, regional in the cities, regional councils of People's Deputies and their bodies which were called as *“state authorities of local government”*. Thus Councils of People's Deputies were allocated with the right of creation of the executive, administrative and other bodies [16, Art. 21].

In Art. 32 of the mentioned law *“Responsibilities in the sphere of defensive work”* situation that the city council directs civil defense in the city imperatively was fixed.

The system analysis of other standards of the Law of Ukrainian Soviet Socialist Republic *“About local Councils of People's Deputies of Ukrainian Soviet Socialist Republic and local government”* shows that this act carried the solution of the single questions which are functionally relating to the subject domain of civil protection to responsibilities of the LSG insurances, but these responsibilities were formulated

incomplete and is fragmentary among other, larger blocks of branch of competence of appropriate bodies.

For example, such function belonged to responsibilities of executive committee of village, settlement, city council of People's Deputies as implementation in cases of natural disaster, ecological accidents, epidemics, epizooties, fires, violations of a public order of the special measures provided by the law connected with rescue of life of people, protection of their health and the rights, preservation of material values, order maintenance; organization of carrying out fire-prevention actions [16, Art. 30 item 3].

That in the aforementioned law in responsibilities of LSG in the sphere of civil defense were not allocated in separate category of branch responsibilities, but also such terms as “*civil protection*”, “*protection against emergency situations*” is remarkable, “*emergency situation*” in the relevant normative legal act were not used.

In turn, the Law of Ukraine “*About Civil defense of Ukraine*” from 2/3/1993 No. of the 2974-XII (further – the Law No. 2974-XII) where civil defense of Ukraine was defined as state system of governing bodies, forces and the means, created for the organization and ensuring protection of the population from consequences of emergency situations of man-made, ecological, natural and military character was the first special act adopted in independent Ukraine concerning civil defense.

Actions of civil defense extended on all territory of Ukraine, all segments of the population, and distribution on volume and responsibility for their performance was carried out by a territorial and production principle.

The chief of Civil defense of Ukraine was the Prime-minister of Ukraine or other official; at other administrative-territorial levels of function of chiefs of civil defense heads of appropriate bodies of executive power carried out; in the ministries, other state bodies and on objects of a national economy chiefs of civil defense were their heads.

It should be noted that the Law № 2974-XII did not carry compulsory LSG to governing bodies’ of civil defense as the system of civil defense included, in particular, the central and local executive authorities.

However, in a year after adoption of law No. 2974-XII the Cabinet of Ministers of Ukraine by the resolution № 299 from 5/10/1994 “*About the adoption of Provision on Civil defense of Ukraine*” where, first, allocated the heads of executive committees of Councils of People's Deputies with the status of the chief of civil defense at the appropriate administrative-territorial level was accepted, and, secondly, fixed norm that in the cities, areas in the cities (except Kiev and Sevastopol), settlements and villages the management of civil defense is carried out by executive committees of the relevant Councils of People's Deputies [13].

On the 28th of June, 1996 the Constitution of Ukraine was adopted, where chapter XI is devoted to questions of local government. That is, at level of the Basic law of the state legal bases of local government in Ukraine were fixed, in particular, that to such bodies they put village, settlement, city councils and their executive bodies, and treat the LSG representing common interest of villages, settlements and the cities, – regional and regional councils [5, Art. 140].

In a context of a subject of this scientific article it is necessary to pay attention to a number of the constitutional provisions concerning organizational, legal and financial bases of activity of LSG.

So, the parts 3 and 4 Art. 143 of the Constitution are defined that LSG can be conferred by the law separate powers of executive authorities. The state finances implementation of these powers in full at the expense of means of the State budget of Ukraine or by reference in the local budget in the order of separate nation-wide taxes established by the law, transfers to LSG the corresponding objects of state ownership.

LSG concerning implementation of powers of executive authorities by them are under control to appropriate bodies of executive power.

According to Art. 146 of the Constitution of Ukraine other questions of the organization of local government, formation, activity and responsibility of LSG are defined by the law [5].

On the 21st of May, 1997 in Ukraine for No. 280/97-VR the status law was passed “*About local government in Ukraine*” (further – the Law No. 280/97-VR) which defined system and guarantees of local government in Ukraine, bases of the organization and activity, legal status and responsibilities of bodies and officials of local government.

The specified law, in particular, fixed some powers of LSG on protection of the population and territories against emergency situations which were fragmentary stated in some articles devoted to determination of delegated powers of executive bodies of village, settlement, city councils in different branches: ground relations and protection of surrounding environment; defensive work; law enforcement, law and order, protection of the rights, freedoms and legitimate interests of citizens.

So, competence of executive bodies of village, settlement, city councils treats:

- implementation of necessary actions for elimination of consequences of ecological accidents, natural disaster, epidemics, epizooties, other emergency situations, informing about them of the population, attraction in the order established by the law to these works of the enterprises, establishments and the organizations, and also the population;

- the organization and participation in implementation of the actions connected with mobilization preparation and civil defense, in the respective territory;

- acceptance in case of natural disaster, ecological accidents, epidemics, epizooties, fires, other emergency situations of necessary actions for providing the state and public order, activity of the enterprises, establishments and the organizations, rescue of life of people, protection of their health, preservation of material assets [15, Art. 33, 36, 38].

During the period since 1997 till 2014 the responsibilities of LSG established by the Law No. 280/97-VR in the sphere of the citizen protection practically did not change, except that with adoption of the Code of civil protection of Ukraine changes in item 3 of Art. 36 of this law were made and was fixed that such delegated power belongs to maintaining executive bodies of village, settlement, city councils as the organization and participation in implementation of the actions connected with civil

protection in the respective territory (before as we noted, it was used the term “*civil defense*” – an author comment).

Due to the adoption of law of Ukraine “*About rescue services*” from 12/14/1999 No. 1281-XIV (further – the Law No. 1281-XIV) to number of the delegated responsibilities of LSG was added a number of the responsibilities connected with activity of rescue services, namely including:

- creation in accordance with the established procedure municipal rescue services;
- creation of reserve fund for elimination of emergency situations of man-made and natural character;
- development and implementation of actions for material support of activity of municipal rescue services;
- organization in accordance with the established procedure training of staff of municipal rescue services and rescue services of public organizations [10, Art. 38].

The very important guarantee of independence of compulsory health insurance is the standard of Art. 67 of the Law No. 280/97-BP according to which, the state financially provides implementation of compulsory health insurance of the powers of executive authorities provided by the law in full, and decisions of public authorities which lead to additional expenses of LSG, are surely accompanied by transfer of necessary financial resources by it. The specified decisions are carried out by LSG within the financial resources transferred to them [15].

The following stage on a way of formation of institutional bases of activity of LSG in Ukraine as subjects of ensuring civil protection should be connected with adoption of law of Ukraine “*About protection of the population and territories against emergency situations of man-made and natural character*” from 6/8/2000 No. 1809-III (further – the Law No. 1809-III) [14] and the resolutions of the Cabinet of Ministers of Ukraine “*About the adoption of Provision on Single state system of the prevention and emergency response of man-made and natural character*” from 8/3/1998 No. 1198 [11].

So, according to the specified resolution of the Cabinet of Ministers of Ukraine for the purpose of ensuring realization of a state policy in the sphere of prevention and emergency response, civil protection of the population in our country the single state system of the prevention and emergency response of man-made and natural character (further – single state system) was created.

This system represented set of the central and local executive authorities, executive bodies of councils, the state enterprises, establishments and the organizations with the corresponding forces and the means, carrying out supervision of ensuring man-made and natural safety, organizing work according to the prevention of emergency situations of a man-made and natural origin and reaction in case of their emergence for the purpose of protection of the population and environment, reduction of material losses.

The permanent bodies of management of the single state system at local level executive bodies of councils, and coordinating bodies – the commissions of the relevant councils on questions of man-made and ecological safety and to emergency situations [11, as item 2, 3, 10, 13] acted.

The Law No. 1809-III passed through two years carried LSG within the responsibilities defined by the law, to category of state authorities of management in the field of protection of the population and territories against emergency situations of man-made and natural character, and also more fully and specifically defined responsibilities of LSG in this sphere, namely:

- participate in ensuring of realization of policy of the state in the field of protection of the population and territories against emergency situations of man-made and natural character;

- exercise administration through the corresponding territorial subsystems of single state system;

- provide carrying out evacuation actions in case of emergency situations of man-made and natural character;

- carry out preparation of the population for actions in emergency situations of man-made and natural character according to the powers;

- carry out collection of information and an exchange of it in the sphere of protection of the population and territories from emergency situations of man-made and natural character, provide the timely notification and informing of the population on threat of emergence or emergence of emergency situations of man-made and natural character;

- create financial and material reserves for elimination of emergency situations of man-made and natural character and their consequences according to the legislation;

- provide the organization and carrying out rescue and other urgent works, and also maintenance of a public order during their carrying out;

- promote steady functioning of objects of managing in a zone of emergence of emergency situations of man-made and natural character;

- carry out other responsibilities defined by laws of Ukraine, acts of the President of Ukraine [14, Art. 32].

It is necessary to pay attention to the fact that formulation of responsibilities of LSG in the field of protecting the population and territories against emergency situations of the man-made and natural character, fixed in Law No. 1809-III Art. 32, were identical competences of local public administrations (that is, local bodies of the state executive power – an author comment) that created legal preconditions for duplication of responsibilities between the mentioned bodies.

On the 24th of June, 2004 for No. 1859-IV was passed the Law of Ukraine “*About legal bases of civil protection*” (further – the Law No. 1859-IV) [17] which defined legal and organizational bases in the sphere of civil protection of the population and territories from emergency situations of man-made, natural and military character, responsibility of executive authorities and other governing bodies, an order of creation and use of forces, their acquisition, service, and also a guarantee of social and legal protection of staff of bodies and divisions of civil protection.

The mentioned law entered for the first time into a national legal framework the term “*civil protection*” and its normative definition as “*system of organizational,*

technical, sanitary-and-hygienic, antiepidemic and other actions which are carried out by the central and local executive authorities, local governments (our italics – an author comment), the forces subordinated to them and means, the enterprises, establishments and the organizations irrespective of form of ownership, voluntary saving formations which provide performance of these actions on the purpose of prevention and elimination of emergency situations which menacing to life and human health, cause a material damage in a peace time and during the special period” [17, Art. 4].

Besides, the Law № 1859-IV fixed creating in Ukraine one more state system intended for preventing the emergency situations, namely single state system of civil protection of the population and territories as sets of governing bodies, forces and means of the central and local executive authorities, local governments (our italics – an author comment) to which realization of a state policy in the sphere of civil protection [17, by Art. 1] is assigned.

Besides, this normative legal act carried local governments to category of local governing bodies of civil protection [17, Art. 35].

Most important stage on the way of formation the Ukrainian state system of preventing the emergency situations was the acceptance on the 10/2/2012 the Code of civil protection of Ukraine (further – CP Code) [4].

The Code of CP included the most necessary and actual provisions of all main industry special laws existing before making a legal basis of civil protection, in particular laws No. 2974-XII, 1809-III, 1281-XIV, the 2974-XII which terminated since 7/1/2013 in connection with coming into effect of the relevant code.

As a result of the introduction in action of the CP Code juridical were abolished: the system of civil defense of Ukraine, single state system of the prevention and emergency response of man-made and natural character, single state system of civil protection of the population and territories, and on their base is legally created by SSS CP.

SSS CP represents set of governing bodies, forces and means of the central and local executive authorities, Council of ministers of the Autonomous Republic Crimea, executive bodies of councils (our italics – an author comment), the enterprises, establishments and the organizations which provide realization of a state policy in the sphere of civil protection [12, item 2].

Ensuring realization of a state policy in the sphere of civil protection is carried out by SSS PC which consists of functional and territorial subsystems and their links [4, p.1 Art. 8].

By the Code of CP it is also established that links of territorial subsystems are created, in particular, by LSG, – in the regional centers, in the cities of regional and regional value [4, h. 3 Art. 10].

It should be noted that with adoption of the Code of CP the LSG received the responsibilities to concentrate activity in the sphere of civil protection, and after acceptance of the resolution from 1/9/2014 No. 11 “*About the adoption of Provision on*

single state system of civil protection” [12] were legislatively integrated by the Cabinet of Ministers of Ukraine into SSS PC as its components.

The part of 2 Art. 19 of the Code of CP “*Responsibilities of Council of Ministers of the Autonomous Republic Crimea, local public administrations, and local governments in the sphere of civil protection*” contain 30 positions of responsibilities of LSG in the sphere of civil protection [4]. Besides, this list is not exhaustive, as in item 3, part, 2 Art. 19 of the Code of CC need of providing LSG of implementation of other responsibilities for the sphere of the civil protection, provided by the present Code and other acts [4] is fixed.

Concerning civil protection it is possible to illustrate character and competence of LSG volume with some responsibilities, namely:

- ensuring civil protection in the respective territory;
- development and ensuring implementation of programs and the plans of measures in the sphere of civil protection, including directed on protection of the population and territories against emergency situations and prevention of their emergence, man-made and fire safety;
- the organization of works on elimination of consequences of emergency situations in the respective territory of the cities, settlements and villages, and also radiating, chemical, biological, medical protection of the population and engineering protection of territories against consequences of such situations;
- organization and guide of carrying out recovery operations to eliminate the consequences of emergency situations;
- ensuring performance of tasks with the links of territorial subsystems of SSS CP created by them;
- the organization and implementation of evacuation the population, property to safe areas, their placements and population life support;
- control of a condition of surrounding environment, sanitary-and-hygienic and epidemic situation;
- creation and use of material reserves for prevention and elimination of consequences of emergency situations;
- preliminary accumulation and maintenance in constant readiness of means of individual protection for the population living in predicted zones of chemical pollution and zones of supervision of subjects of managing of radiating danger of I and II categories, and formations of civil protection, and also devices of radiation and chemical control and investigation;
- the organization and ensuring activity of victims of emergency situations, and also when conducting military (fighting) actions or owing to such actions;
- the organization of implementation of requirements of the legislation on creation, operation, maintenance and reconstruction of fund of protective constructions of civil protection [4, part 2, Art. 19].

The analysis of functions and responsibilities in the sphere of the civil protection, legislatively assigned today on LSG, shows that they act at the appropriate

administrative-territorial levels as the main subjects of public administration in the specified sphere.

However, hardly such approaches used in the Code of CP, will be coordinated with standard of item 3 of Art. 36 of the Law of Ukraine “*About local government in Ukraine*” according to which executive bodies of village, settlement, city councils will organize and participate in implementation of the actions connected with civil protection in the respective territory [15].

On discrepancy of volume and nature of powers of LSG in the sphere of the civil protection, defined, on the one hand, in the Law No. 280/97-VR, and with another, in CP Code attention experts of Public service of Ukraine in emergency situations [6, p. 386] fairly focus.

Moreover, the approaches used by the legislator to scoping of responsibilities of LSG in the sphere of ensuring civil protection, in our opinion, break one of the main managerial law – “*The law of proportionality of object and the subject of management*” which as Mamonova V. V. notes, reflects need of a certain compliance of the managing director and operated subsystems and their elements, the subject providing ability to carry out administrative impacts on object [7, p. 37]. Also, in our opinion, one more fundamental law of management – “*The law of association of centralization and decentralization*” [in more detail about this law see, e.g. 7, p. 38-39] is not observed.

It is worth to remember that civil protection, as well as civil defense is the special state tasks which performance substantially not peculiar to the nature of local government. Besides, in our country two central bodies of the state executive power, urged to provide formation and realization public policy in the sphere of civil protection – the Ministry of Internal Affairs of Ukraine and Public service of Ukraine on emergency situations respectively now are formed.

So, for example, one of the main objectives of Public service of Ukraine on emergency situations is realization of a state policy in spheres of civil protection, protection of the population and territories from emergency situations and prevention of their emergence, elimination of emergency situations, saving business, suppression of fires, fire and man-made safety, and the service carries out the responsibilities as directly, and through the territorial bodies created in areas, areas, areas in the cities, the cities of regional value [1, item 3].

Stated, of course, at all does not mean that compulsory health insurances should not be involved in questions of realization of a state policy in the sphere of civil protection at territorial level at all as at existing system of the territorial organization of the power in country, and also territorial and functional principle of creation of SSS CP, without participation of compulsory health insurance effectively to solve questions of ensuring civil protection at level of areas, areas, areas in the cities, the cities, villages, settlements it is not obviously possible.

In this context it is impossible to avoid that fact that in the Concept of reforming of local government and the territorial organization of the power in Ukraine approved by the order of the Cabinet of Ministers of Ukraine from 4/1/2014 by No. of 333, among

the main responsibilities of LSG performance of tasks in the sphere of ensuring civil protection is not mentioned at all. At the same time, (which village, settlement, city councils and their executive bodies treat – the author comment) is offered to refer suppression of fires and ensuring public safety to powers of compulsory health insurance of a basic level [18].

Summing up the national features of formation of institutional bases of activity of LSG considered in this article as subjects of ensuring civil protection, it is necessary to ascertain the following.

Throughout the contemporary history of the independent Ukrainian state (1991-2014) the steady tendency to decentralization of public administration in the sphere of ensuring civil protection that proves to be true successful legislative attempts of gradual, methodical delegation by the state of compulsory health insurance of the increasing responsibilities in the specified sphere is observed.

At the same time, these processes, as a rule, are not accompanied by necessary financial support that will not be coordinated with item 2 of Art. 9 of the European Charter of local government [3] (according to this point volume of financial resources of local authorities corresponds to the functions provided by the constitution or the law – an author comment), Art. 67 of the Law No. 280/97-VR [15] and, finally, leads to essential decrease in efficiency of public administration in the sphere of ensuring civil protection, both at territorial level, and in the country as a whole.

Similar domestic administrative practice, in the conditions of extreme limitation of resources at LSG and their wide general competence, eventually, leads to that in the sphere of civil protection are carried out by some such bodies of function by a residual principle (it is indicative practice of financing of expenses on creation of material reserves for prevention and elimination of consequences of emergency situations) confirms, or are carried out formally (as, for example, such a fundamental task as ensuring civil protection in the respective territory), or not carried out at all (the direction of civil protection as preliminary accumulation and maintenance in constant readiness of means of individual protection for the population living in predicted zones of chemical pollution, and also devices of radiation and chemical control and investigation can be an example of that such problem in scales of all country).

Today Ukraine is in process of formation of effective institutional model of functioning of the state system of counteraction to emergency situations, in particular in the course of search of effective mechanisms of differentiation of functions and powers, the rights and duties in the sphere of civil protection between the central and local executive authorities and LSG.

In this context, for Ukraine real scientific and practical interest represents studying and analyzing the progressive experience of formation and ensuring effective functioning of the state systems of civil defense and analogues in the developed foreign countries, including the countries of Western and Eastern Europe on what it is necessary to concentrate attention at carrying out further scientific researches in this area.

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THEORETICAL AND APPLIED ASPECTS OF WORKING OUT THE PUBLIC POLICY IN THE EDUCATIONAL FIELD OF UKRAINE

The public policy in the educational field as a part of the social policy plays the major role in the Ukrainian society and state functioning. Education is one of the key factors of modern social development and the most important component of the human capital. It is no coincidence, that the growth of number of the countries, where education is realized and considered as one of the main strategic resources of social and economic development, is observed in the whole world.

Being in the centre of the political life of the state, the policy in the educational field affects the essential interests of practically all society layers, groups and classes: the social and political importance of the problems connected with education, specifically in a question of the effective state policy formation in the educational field, increases.

Review of the literature showed that scientists focus more on the theoretical aspects of the formation, analysis and implementation of the public policy [9; 6]. Problems of the practical implementation of this process in the educational field are less studied, although many scientific articles on this topic were recently published [4; 8].

The aim of our research is the theoretical and practical explanation of the formation mechanism of the public policy in the educational field of Ukraine.

At the present stage the policy of the educational field is considered first of all as an activity of its main subject – the state. The purposes and problems of the educational field development depend on sociopolitical and economic conditions, requirements of the personality and society [4]. Today the role of the public policy in the educational field is more and more concretized. It is noted, that it is the most important component of the public policy, the instrument ensuring the fundamental rights and personal freedoms, increasing the rates of socioeconomic, scientific and technical development, humanization of society and growth of culture [8].

Today the public policy in the educational field of Ukraine is based on the strategic documents of the educational field development (the doctrines, the programs, the concepts); the legislative acts of education; the international and interstate treaties ratified by the supreme legislative body (documents of the United Nations, the Council of Europe); the decrees and orders of the head of state, the resolutions of the Verkhovna Rada of Ukraine and the Cabinet in the field of education, the orders of specially authorized central executive authority in the field of education, the other bodies of the central executive power, which educational institutions are subordinated to; the decrees and orders of the regional executive authorities accepted within their competence.

State policy confirmed by governmental authorities, approved by public opinion and concretized by special educational state and non-state programs is defined as an action system directed on the realization of the purpose of education. There are

following areas of the action systems directed on the realization of the educational policy:

- the main values and goals, which these actions are focused on;
- the main mechanisms of the goal achievement of the state educational policy;
- the main participants of the public educational policy realization;
- the main standards of behavior and ways ensuring mutual understanding between participants of the public policy realization [3, p. 11-15].

The subjects of the public policy in the educational field are: the government, the authorized ministries, other departments, leading national educational institutions, pedagogical, scientific, expert communities, public organizations, associations of consumers of educational services, etc.

As the analysis showed, the essential features of the public policy in the educational field are:

- it acts as a part of the social policy followed by the state;
- it is conducted by the public power, and another subjects for the goal achievement and the solution of the problems of national and global character in the educational field;
- the object of its influence is the educational system in whole or its separate links, and another social systems connected with implementation of educational process.

In its turn it means that the formation of the public policy in the educational field should be based on principles that characterize its social orientation. We suggest taking the following scientific principles as a basis of the public policy formation in the educational field [10, p. 127]:

- systemic principle (principle of a system approach). This principle is the most universal while studying and organizing educational area, educational processes, educational field and space of Ukraine;

- principle of the educational space integrity. Compliance with this principle means, that for the analysis of the educational space and the educational processes coursing in it, it is necessary to consider subjects and other components of the educational space not as sum of elements, but as a unit;

- principle of mental identity. The unity of civilizing and specific laws of the development of the different countries, peoples, nations, ethnos and «super-ethnos» underlie this principle. The state should consider mentality of its own people and study the fundamental values while forming and realizing the effective policy in the educational field;

- in order to form the public policy in the educational field it is necessary to comply a principle of harmonization of regional, national and state interests, their priority over group and private interests.

In our opinion, mentioned principles should become basic for the formation of the effective public policy in the educational field, and for the analysis and management of educational processes in Ukraine.

Considering development of the public policy in the educational field as cyclic process and taking into account opinion of modern scientists, it is necessary to pay attention to at least three things: the policy should be constantly estimated and improved; the policy should not proceed eternally, for changes in the analysis of an existing situation, policy options etc. continually occur; the policy cannot be formed «in a night» or «at the table»: it is a process covering various phases and many interested parties. Generally the mechanism of the public educational policy formation and realization can be presented as the following (fig. 1).

The mechanism of the public educational policy formation and realization, consisting of a set of phases and difficult low-order processes, can be conventionally divided into four main stages:

- initiation of the policy formation process;
- policy development;
- policy realization;
- policy monitoring (realization assessment).

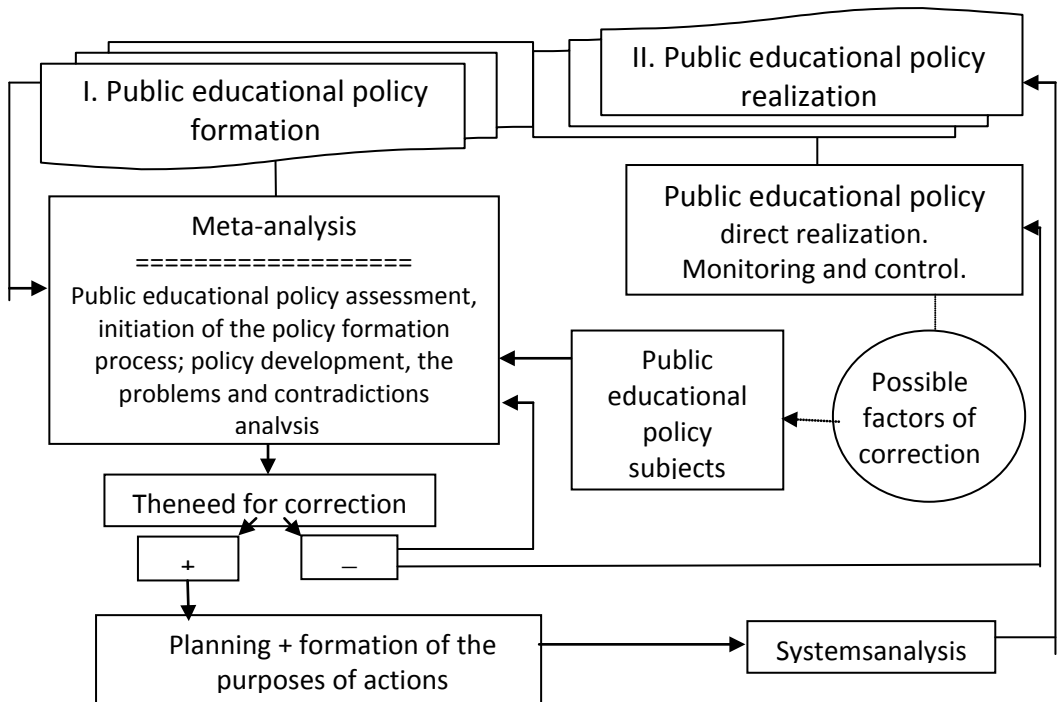


Figure 1. Formation and realization mechanism of the public educational policy

Source: [10, p. 128].

On each of these stages various bodies of the power and organization should operate, and certain mechanisms and instruments of the public educational policy formation and realization should be used.

The system of the main mechanisms includes:

- set of the principles causing realization of regularity of personnel training (they define orientation, the contents and the organization of an advancing education

development, designing of innovative development, openness of education and public participation in it, an education continuity, strategic investment, an innovativeness of the educational environment):

- standardization in the higher education as an organizational and legal mechanism of the innovative level achievement;
- mechanisms of investment appeal and effective economic providing of the educational system;
- mechanisms of involvement of the public and professional organizations to the solution of topical issues of the educational policy formation and realization;
- criterion evaluation base as the mechanism of a real condition identification and resources definition for educational system optimization.

An independent group of mechanisms realizing the actions of the educational system development:

- the mechanism of the prognostic analysis of the education development; mechanism of creation of the systemic educational complexes;
- the mechanism of the dot network introduction of the innovations at the professional educational institutions, higher educational institutions and all educational system;
- the mechanism of the attraction of the investments into professional education through the public participation in education management and processes of the policy definition of professional school development;
- the mechanism of long-term regulatory financing of the educational services consumer.

Criteria, indicators and levels of this purpose realization, as well as methods of their use in educational activity act as tools of efficiency assessment of the policy of professional school development.

Means is the central link in the structure realizing a definite purpose of the public educational policy.

From the philosophical point of view means acts as unity of material components, set of objective factors and kinds of activity leading to achievement of the purpose. Among such material components of the public educational policy one should mention normative legal documents, state programs and projects, State standards of higher professional education, various regulations and agreements in the high education field. Objective factors are globalization and integration of the educational space, socioeconomic and political situation in the country, a present role of the state on the international scene, the social order.

As kinds of activity we should understand the introduction of innovations, informatization of educational process, people ware, reformation of the higher education system, resource ensuring of the educational system development.

In the process of the public educational policy functioning there are also certain actions from the results of realization. Result achievement leaves its stamp on the realization of all state programs including the purposes, specifying and correcting them,

like means. The feedbacks, that have to provide an activity correction, compliance of the result with the purpose and of the purpose with the process of the result achievement, are established between the purpose and the result.

Herewith it is necessary to consider that during the public educational policy formation contradictions may occur. Contradictions in the public educational policy are an internal ratio of social, political, economic, pedagogical and personal tendencies of research, innovative and educational processes, which penetrate into each other and influence integral development.

The public educational policy has different types of contradictions. Agreeing with and supplementing the other scientists' reasoning, we are going to designate contradictions become a subject of wide international consent. Necessity of their solving at the international and state levels acts as a form of determination of the contents and organization of a modern educational system.

Among contradictions we rate:

- contradiction between global and local educational systems;
- contradictions between universal and individual nature of modern education;
- contradictions between the developed traditions of education and its current trends;
- contradictions between long-term and short-term problems of educational preparation;
- contradiction between necessity of competition and aspiration to equal opportunities of the personality in the process of acquiring knowledge, skills and abilities;
- contradictions between unprecedented development of knowledge and possibilities of their learning by the person;
- contradictions between the spiritual nature and essence of education and a material aspect as means of its providing [7, p. 17-23].

Thus, one can mark out the external group of contradictions, which include: social, political, economic, and internal contradictions. These contradictions develop at the level of the state projects implementation, programs of profile pedagogical educational institutions, personality developments. However, contradictions bring up to date the necessity of optimization of the state educational policy realization. This optimization flexibly reacting to the market needs and educational policy, would implement the personnel policy at the state, regional and local levels.

Thus, the mechanisms of the public educational policy formation represent multiform social process, which provides for comprehension of the deep development senses and interactions of various educational subsystems with other sociopolitical and economic systems. Self-organizing and self-development of the educational system, which are continuously complicated by the reforming process, find the direction in the process of evolution. Optimization and modernization of the public educational policy should not come to the accurate determinacy, which excludes individuality and uniqueness of the subjects. Designing of the reform means a foresight of the all range of

changes, achievement of compliance of this range with the variety of public life manifestations and the transformations, which occur in the country and the world.

Mechanisms of the governmental strategy formation used by the state are the most mobile link of this process keenly reacting to any external and internal transformations and forcing the power to change its policy, improve techniques and means of political design. Experience of the Ukrainian reforms visually confirms thought that in modern conditions technologies confidently take the lead over the institutes' and even human's development [5]. There are strong reasons to affirm that the mechanisms and technologies of the public policy formation influences directly on the essential state characteristics and forms of its interaction with other public structures. In other words, today structural and functional characteristics of the state transform, the centre and the peripheral relations and outlines of territorial democracy evolve, country positions in the field of international policy and in the world's economic markets become stronger thanks to the variety of the tool changes.

Constancy of changes in mechanisms of the public policy formation induces special attention to factors of their changes, to understanding of the reserves of their improvement, the possible directions of evolution. The most superficial analysis highlights such sources of the administrative mechanisms and technologies updating as activity of business structures, NPO or the international organizations which in some cases adapt to the current situation faster than the state, seizing new techniques of the advance of their purposes in economic and political spaces. The important reason of updating of the state strategy formation mechanisms is ideologies and management models of the foreign countries, the achievements of the political and administrative theory stimulating to «cultivation» of institutes, and also experience of existing and appearing administrative reforms. The basic role in updating of the public policy formation mechanisms is played by ruling elite, style of state managers' activity, quality of political teams and leaders of the state.

Present time has bared a number of the problems connected with reorganization of the decision-making mechanisms, the state policies formation, including the educational field. In particular, as a result of the Post-Soviet reforms nonproductivity of political (voluntaristic) and at the same time rigidly programmed administrative methods of state regulation of the educational system have come to light. Administrative practices of bureaucracy have affected the state strategy formation mechanisms. Bureaucracy – at a certain invariance of the institutional environment – constantly had the conflicts with educational and civil structures, stirred to activity contradictions between professional duties implementation style and functions of governing bodies. But, perhaps, increase of strategic senselessness in government actions, destruction of internal communications between the purposes of the state development and century traditions of the Ukrainian education appeared to be the most negative consequence of administrative decisions in the 90th years. Society, without having possibility to affect the purposes and guidelines of its own development, happened to be the hostage of poorly thought-out political projects of a ruling regime.

Along with the need for basic changes of a political policy course the practice of public administration has revealed an insistent need in expansion of the standard and procedural bases of political and administrative regulation, accurate target planning, increase of a role of searching and prognostic technologies, sensible understanding of resource possibilities of the state in the educational sphere. The need for expert ensuring of the political decisions, expansion of consulting and information support of the state educational policy has also increased.

The combination of new and old decision-making technologies, intensive dynamics of the administrative practices and the public educational policy formation mechanisms constantly complicate area of the solution of applied tasks, designing and programming in the educational field. The scientific thought often goes behind these changes, having deficiency of the due generalizations and prognostic recommendations.

Such condition inevitably leads to the situation, when mechanisms, technologies and practices of the public educational policy formation are exposed substantially to the purely descriptive description, blacking out thereby their own communications with essential features and characteristics of the state. Proceeding from it, the task solutions capable to clear deep relations of the designing instruments with a structure of the state and structure of its administrative system, to specify the dependences, to become the basis of constructive development of the educational institute, the use of advantages of this institute in realization of the public interests are removed to the periphery of the research. Researches of this area would also give the chance, considering the best foreign experience, to master new techniques of public administration by the education, to project communications with civil institutes, and, therefore, to achieve compliance of the state with the performance of its educational mission.

The scientific characteristic of the public educational policy mechanisms should be coordinated with former experience of public administration and establish the ideas of the typical traditions, cultural and civilization features of the society development. It is necessary to emphasize this aspect especially considering the disturbing last time tendency of belittling the value of the national and traditional guidelines, which give our history an internal integrity. And the replacement of these ideas by the ideas mechanically borrowed from practice of the foreign states does not cause any positive results.

The accounting of civilization, social and cultural characteristics of social development gives more grounds for planning and implementation of the long-term strategy of development of the Ukrainian education, the designing of the future by means of the public policy tools. At the same time, such prospects can be embodied only in the presence of appropriate mechanisms and scenarios.

Generally it is possible to define the scenario as the hypothetical description of the causal caused sequence of events – stages of the state policy transformation.

Two scenarios features are important for understanding of their essence and their role during the formation and realization of the public educational policy. It is their

description of the future situation and the description of the development itself, which will lead from a present condition to the future situation.

So, the scenario is a model of the future, which describes the possible course of the policy formation with the indication of probability of the realization. The scenario contains the main factors, which should be taken into consideration, and indicates the way these factors can affect the expected events.

The scenario can be designed in three main directions:

1. forecast of the public policy development without any influence on processes in the state (the situation develops itself);
2. forecast of the public policy development by chosen measures (a direct task);
3. synthesis of a complex of measures for achievement of the necessary change of the situation (an opposite task).

The main objective of creation of scenarios of formation of the public policy in education is providing a sustainable development of new system of public administration.

Hereby the projects of each earlier scenario create conditions and accumulate resources for implementation of the following scenario.

It is necessary to pay special attention to the fact that Ukraine is now in a situation of the strategic choice caused by the change of its functions in system of the international exchanges and interactions. In this regard in the formation scenarios and the public policy realization in Ukraine there are three spatial zones, which should be considered and in relation to which the state can and should form its policy: zone of direct action, zone of influence and zone of interests.

Zone of direct action is the territory of Ukraine. Within its scope bodies of state administration conduct relatively stable, organized and purposeful activity towards relatively certain complex of questions, which directly or indirectly affects society [2] life. It is also defined as «the direction of actions, regulatory measures, laws, the budgetary priorities of rather certain subject and is carried out by state authority or its representatives» [1]. Within this zone public authorities can and should use all set of administrative, political, administrative and financial instruments, which the national legislation provides, in order to implement the strategy.

Influence zone is the territory within which events and the processes occurring outside of Ukraine directly influence development and functioning of our state. Thus public authorities and other subjects can influence development of these processes. Within the mentioned zone public authorities can and should use mechanisms of interstate cooperation, mechanisms of coordination of actions between authorities of different level, mechanisms of public communications, and also provided by the legislation of Ukraine mechanisms of formation and realization of a regional and public educational policy in order to form the public policy.

Zone of interests is the territory within which events and the processes occurring outside of Ukraine make essential, but indirect influence on the development of the education system of our state.

Considering a modern situation, process of the public educational policy formation can be carried out from the point of view of the three probable scenarios: pessimistic, inertial and optimistic.

The pessimistic scenario provides for preservation of the reforming dynamics. However, during the implementation of such scenario sectoral dependence on internal and external factors can amplify and there is a risk of external influence.

The inertial scenario assumes stirring up of the activity on the development of a modern public policy, continuation of implementation of national projects in education. But, it can be accompanied by the increase of system risks, negative consequences of which will steadily amplify in the long-term period.

The optimistic scenario assumes development of a new course of the public educational policy directed on realization both of own strategy, and the all-European integration processes. This scenario is the most preferable as its realization assumes an appearance of Ukraine in a trajectory of a dynamic educational course.

The understanding of the scenario essence will allow defining a set of measures of the public policy which will have maximum efficiency from a position of ensuring long-term competitiveness of the Ukrainian education.

Therefore, the use of scenarios in the process of the public educational policy formation, allows building alternative pictures of the future that will provide a possibility to overcome the continuous variability and the infinite set of available possibilities of strategy of the educational development. The accepted options comprise multiple possible pictures of the future, increasing value, suspension and validity of the strategic decisions, the purposes and the strategy realized in scenarios. By means of scenarios it is possible to recognize the potential for the future vector of the educational system development. Work with scenarios allows to develop and verify own pictures of the future by means of multistage creative process.

By means of a scenary approach to formation of a public policy in education becomes possible to provide mechanisms of flexible response to external and internal conditions which constantly change, and also to build priority of programs and projects of development of educational policy taking into account, on the one hand, chosen trajectory of eurointegration, and with another – possible changes in a set, localization and terms of realization of new state strategy. However, despite need of essential expenses of time and resources on application of a scenary approach in the present, results it is possible to expect only in more or less long-term future.

Thus, the public educational policy of Ukraine should be formed on the basis of synthesis of theoretical and applied approaches, by selection of the various (interdisciplinary) conceptual models calibrated by practical experience of public administration, perspective practices of formation and realization of the purposes. Synthesis of prescriptive and descriptive approaches is a leading analytical prism of the research of the state educational policy formation process.

The maintenance of concrete mechanisms of the public educational policy formation, first of all, is defined by a present phase of development of this institute as a

subject of decision-making. Despite the globalization, development of network and polycentric forms of the organization of business communications during decision-making, the present stage of its historical evolution shows preservation of its leading role in public transformations. Ascertaining its acquiring of the new abilities to purposeful management of society, and considering a transition state of society, it is possible to speak about an insistent need of responsibility of a role of the state in definition of strategy of a development of education, regulation and designing of educational processes.

The main precondition of the administrative state activity strengthening is a primacy of his organizational and standard structure, assuming special type of relationship of the power with the contractors, predetermining optimization of methods of decision-making and increase of productivity of the state strategy in education.

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**ORGANIZATIONAL CULTURE IN PUBLIC ADMINISTRATION
IN THE CONTEXT OF GLOBALIZATION AND INTEGRATION**

Problem formulation and relation to the important theoretical and practical tasks

The world community experiences a very difficult period of its development. Along with the number of problems concerning survival there also appeared a set of issues on co-existence connected with the revolutionary processes of world globalization and integration. These processes even made us see the Earth planet considerably diminished and it seems to be very vulnerable and unprotected one.

That is why, every country while solving its own public tasks has to keep in mind that we live in a small world and remember about the security of the whole world community. And, first of all, it concerns public administration, which in the direct meaning decides its countrymen's fates. In our information age it is very important to form informationalised organizational culture in the field of public administration, which is based on knowledge and information, and which promotes the paradigm development of public administration with the aim of its advancement and preparation to the world globalization and integration challenges.

Analysis of the latest research and publications

The research of issues on public administration and perspectives of its paradigm development has been hold by many home scientists such as V. Averianov, V. Bakumenko, V. Kniazev, V. Lugovoi, V. Martynenko, N. Nizhnik, O. Obolenskii, S. Serioigin and many other researches dealing with different aspects of humanitarian sciences. These researches concerned some elements of the public administration paradigm without paying attention to its culturological component.

The necessity of usage of the possibilities of organizational culture in public administration as one of its key factors has been considered by many foreign researchers as T. Peters, R. Waterman, D. Osborn, T. Gebler, O. Hughes, D. Kettle, F. Thomson, SI. Vasilenko, A. Obolonskii, A. Surin, V. Dialovskii and others.

Such home scientists as G. Atamanchuk, O. Vikhanskii, B. Gaevsii, A. Lipentsev, N. Lipovskaia, O. Obolenskii, K. Pashko, M. Piren, V. Pozhaliuk, V. Rebkalo, E. Sergienko, V. Tertychka and others studied the specific features of inner integration of public servants in the team and professional surroundings in general, as well as the issue of outer adaptation of public administration organization with the usage of some organizational culture components. In the context of New Public Management they informed the main idea of effectiveness and efficiency in public administration, which is the introduction of corporative culture elements used in business and other non-commercial organizations.

Such elements of organizational culture as values, rituals, traditions, behavioral norms and rules are often offered to implement. But it is not sufficient for meeting the modern challenges of globalization and integration of the world community.

Definition of unsolved tasks of the general problem

It is necessary to admit that in scientific sources of information there is no data about a complex and systematic approach to implementation in the field of public administration, such organizational culture that could meet all the challenges of the world community. But at the same time, this organizational culture could contribute to the true democratic cooperation between the state and civil society with the help of the public administration paradigm development as its main component

Objective of the article is searching the ways of the modern organizational culture formation and development, the opportunities of which can be extended to solutions of existed and possible problems of the country. These issues can be connected with the globalization and integration consequences, as well as with some inner problems concerning cooperation between the state and civil society as the consequences of democracy development.

Presentation of the principal material

The topicality of the research is explained by the impetuous process of Ukrainian integration with the EU, and also by rapid processes of democratisation and informatisation of its civil society. So, it is obvious for specialists, that it is time to implement a new public administration paradigm in Ukraine, what will contribute to civil society development. The stress of the research is made on a culturological component of the public administration paradigm. It is worth mentioning T. Kuhn and his idea. He confirms that the changes of the paradigm as one of the fundamental basis of the scientific knowledge regularity are the completion of any scientific revolution. The birth of a new paradigm reveals a new understanding of the world, contributes to appearance of new theories and their practical realization. In a narrow sense a paradigm is a pattern, example, standard, which is taken to prove the definite notional relations between the researched facts. It determines the spirit and the style of a scientific research [3, p. 192].

On the basis of such semantics, it is possible to confirm that the public administration paradigm is a constellation of the main principles and rules (written and unwritten), which are fixed not only by regulating documents, but by a definite style and spirit of an administrative influence. All together it is a pattern or a standard for the subjects of governance that often affects at conscious as well as subconscious levels.

It is clear, that the latter can be considered as elements of organizational culture, which determined the philosophy and ideology of the organization, its value references and is accepted consciously and even subconsciously by the majority of the team in the goals achievement process. We have to admit, that this component of the public administration paradigm has achieved so high level of scientific research that is able to change it constructively in condition of complex and systematic approach to its implementation. And, to our mind, it is very timely as the issue of public administration advancement has been actually during all the years of Ukrainian independence. Besides outer environment conditions we mentioned above, the inside structure of the state is

being changed rapidly. The transformation of civil society into the information one is happening very quickly; the process of informatisation of public administrative bodies from the side of the state has a chaotic and uncontrolled character; executive authorities experience, sometimes insufficiently grounded, implementation of New Public Management technologies, etc.

Today it is obvious, that the transformation of functions, goals and tasks of the state is inevitable. Civil society actively strives for decentralization of power, wishing to make it more controlled. It is clear, that the latter is desperately resists it, thus bringing the tension into society and exposing danger to the state sovereignty.

The present situation in Ukraine, naturally, is aggravated by outer state processes caused by the world globalization and integration (disintegration). That is why this aspect became a core one in the paper as a cause-effect factor of the inner life of the state.

There are lots of scientific research devoted to theoretical and methodological basis of the world globalization and integration influence on transformation of the world public administrative system. Also there are many theories and models of self-organization and administration, in which the synergetic approaches are used. The main aim of this research is to find an appropriate methodological set of instruments for providing the scientific analysis of the issues on public administration advancement.

We consider that the complex of such research lacks cultural component of public administration. This very construct will give an opportunity to develop a flexible and, what is more, efficient public administration model in conditions mentioned above. This model will help to provide further studying of specific features of public authorities as social objects in their cooperation with other social objects in conditions of decentralization realization. Therefore in the paper we consider a new public administration paradigm formation on the basis of its cultural component along with the changes it experiences, in order to reach its characteristics in the world globalization and integration dimensions.

Our research of the active public administration paradigm becomes more complicated due to its informal level of determination, and its analysis can be grounded only on the results of some polls aimed at clearing up the way of cooperation between the state and civil society, self-government authorities and territorial community. The polls covered lots of topics among which were the level of public services and trust to authorities, human rights guaranteeing, freedom of a man`s political choice, population access to the vitally important information. All these topics did not cover all the characteristics of organizational culture in the field of public administration.

The subject analysis of a culturological component of the active public administration paradigm was carried out while we studied the results of our own poll. About 100 civil servants of different ranks from different regions of Ukraine became the respondents of the poll while they were having an upgrading qualification course in Kharkov Regional Institute of Public Administration of National Academy of Public Administration at the President of Ukraine. The set of questions listed in the poll

reflected not only professional surroundings of the servants, but their attitude towards environment at the level of world outlook and tolerance to the processes taken place in the world. Their answers helped to speak of different types of organizational culture in different structural subdivisions of public administration as well as the level of management there.

We were glad to admit that the majority of the respondents were informed about organizational culture of behavior as a key component of general organizational culture. It is clear, that though the Law of Ukraine on Ethics of Public Servants was not passed, civil servants have the right idea about ethic norms of behavior while communicating with clients and colleagues. At that, we state that the term “*organizational culture*” has not gained a wide usage in the field of public administration in comparison to the term “*public management*”. Also we can say that the respondents have the strategic perception of their activity: they know and define their own mission, goals, and tasks quite surely. Also they are worried about their organization image.

But at the same time we state that ideology, philosophy and value references of servants` professional activity and their social and cultural adaptation are being formed spontaneously at the level of personal intuition.

The respondents associate leadership with their direct chief, what proves the bureaucratic type of leadership and the present level of organizational culture. Only the psychological climate in teams, attitude of colleagues to their language, religious and national differences can be named civilized.

So, upon the poll results we can name some problems in public service, among which are a low level and culture of informational supplementation of the field of public administration; almost total isolation of servants from outer state problems and processes; an extremely low level of their motivation to creative and efficient activity; absence of lifelong study, and appropriate labor conditions. The majority of the respondents are not inclined to innovations, organizational changes and patriotic professional selflessness. But the saddest conclusion is the staff selection in the field of public administration is at very low qualification level and is hold in an irresponsible manner.

From the conclusions of the poll it is obvious, that the domestic public administration is possible to meet all the challenges of modern life only in condition of the new public administration paradigm, which is based on culturological and informational components. This will allow it to be closer to the population and the world community problems.

Some outstanding researchers build their ideal models of administration based upon two main administration paradigms: paradigms of compulsion and choice. All the rest paradigms are their combinations. The command-administrative system inherited from the USSR, unfortunately, is being modified very slowly, longing for a “*polyarchaic society*” according to R. Dahl theory [1, p. 40]. And the end of this process, to our mind, will happen only when general (public authorities and civil society altogether)

innovative organizational culture is introduced. This will mean the appearance of a new public administration paradigm.

We also can not object that the sprouts of public administration modernization so far were living on the enormous energy of integration and globalization processes, so that means that the characteristics of organizational culture has to be conditioned by these processes. To imagine the scale of these characteristics measuring let us analyze such interconnected relations, from the value point of view, as state-society, state-person, power-property, state-territorial communities, state-information.

The future relations “*state-society*” mean that in the process of the state administration the leader is civil society due to high activity of social organizations in the sphere of executive control of already passed and future administrative decisions. The strategic line of state functioning and development must be agreed with civil society, which is capable to understand and define its appropriateness.

Under the new public administration paradigm, relations “*state-individual*” determines the type of the state as a social-humanitarian one, where an individual is the main property for the state and its viability is being guaranteed.

Undoubtedly, relations “*power-property*” mean a market type of cooperation and strict observance of legislation by both parts.

Relations “*state-regional and territorial community*” comes to decentralization not only in the part of decision making, but also concerning distribution of all regional and territorial resources (financial, natural, human etc.).

And as before the relations “*state-information*”, enacted on the World Summit on the Information Society in Geneva in 2003, is still a conflict one. According to the Declaration the necessary ground of the information society is a man`s right to freedom of believes and their free expression, the right to freely search, get, and spread the information and ideas regardless of the state borders.

These vales of democracy and individual freedom can not help influencing the paradigm development of public administration. They raise sufficiently its organizational culture level and change the methods and ways of impact on an object of governance. The subject of governance takes on individual intellect, competence, and creativity as well as on an active professional and life position. With all these, the methods of an object of governance are based upon partnership, tolerant cooperation, transparency and absolute trust to the given to it information. It seems strange, but even the economic indexes of the society development are determined by mostly information and intellectual activity of its citizens able to produce innovations. It is worth to cite some scientific ideas of M. Castells that “*as informationalism is based upon knowledge and information technology, so there is a close connection between culture and productive forces, spirit and substance in the information way of development. That means that there will appear new historical forms of social cooperation, social control and social changes*” [2, p. 40]. A famous Ukrainian scientist in the field of public administration V. Martynenko agrees with M. Castells and considers that “*subject-object relations between the state and society are difficult to call cooperation. It seems*

to be one-sided coercive impact of subject onto object. There is almost no feedback in such a system, and if it occurs it has a coercive character as a direct impact of a subject (state) on object (society). A coercive character of direct and reverse relations between the state and society makes their “cooperation” one-sided, controversial, and conflict. Historical tendency of such “cooperation” between the state and society is that the state, in conditions of the state and society democratization, will have to pass more and more functions to society. As a result, society will be losing its status of an object of public administration and will become a subject instead. That is an evidence of a subject-subject system of cooperation between the state and society” [4, p. 107].

Thus, we find the confirmation of our suggestion that organizational culture on the grounds of “*informationalism*”, according to M. Castells (knowledge plus information), is a key component of the new public administration paradigm in conditions of democratization, integration and globalization. Besides, the organizational culture characteristics become more important and significant together with participative features like flexibility, collectivism, cooperation and transparency.

The previous carried out analysis of different scientific interpretations of “*organizational culture*” term and its role in an organization life resulted in the following conclusions:

1. Organization can not exist without culture, which is a unique notion that motivates to fruitful activity in the total harmony with inner and outer professional environment.

2. Organizational culture is being formed on the basis of general (mass) society culture and in its development runs through the professional activity specificity.

3. Organizational culture accumulates historical past of an organization, traditions, legends, symbols and cultivates patriotism. It determines the style of communication in general and professional cooperation between colleagues in particular. It sets definite requirements to labor conditions, language of communication, philosophy of an organization.

4. Organizational culture reinforces the effect of all personnel technologies thanks to the influence of accumulated by organization knowledge, information, principles, values, believes, ideas, norms, and expectations.

5. Organizational culture is a field of knowledge, which must take a proper place among modern administrative sciences, joining all separate components as, for example, and organizational behavior.

6. Owing to its catholicity organizational culture possesses many characteristics which can be divided into two groups:

- those ones, which joint or separate all the members of the team;
- those ones that orient and direct the team activity.

7. Organizational culture has some characteristics which can be controlled: long-life learning and information, principles of organizational relations, general style of management and leadership, specific features of personnel management, joining essence of an organization, strategic goals, success criteria, patriotic values etc.

On the grounds of this analysis it is easy to imagine as organizational culture can assist in overcoming the mentioned above challenges, which are typical for globalization and integration.

If analyze and generalize the scientific definitions of “*globalization*” we see that it is an objective systematic process, which covers all the sides of a mankind life concerning world economic, political and cultural integration, and unification.

This process is a consequence of the state market systems evolution. The consequences of this process are:

- world labour division;
- capital migration all over the world;
- labour force and productive resources migration all over the world;
- legislation standardization;
- economic and technological processes unification;
- confluence of cultures of different countries;
- centralization of subjects of governance;
- political falling-off of national states and their sovereignty reduction;
- revolution development of international technologies and mass sources, with the help of which the world information community is created.

Among all the above mentioned globalization consequences, “*the most dangerous*” can be named four last ones, as only the state together with its civil society can oppose or at least alleviate their effect. For this, state and civil society has to have the proper level of organizational culture, based upon informationalism and state patriotism. Otherwise, the confluence of cultures of different countries can result into the loss of national identification, deviation from religion ideology, and, what is more, to total patriotic nihilism.

Centralization of subjects of governance will certainly lead to ungrounded and unjust authorities and responsibility distribution, and coercive method of decision-making. Political falling off of national states and their sovereignty reduction will contribute to colonial conditions of development of the states themselves. And we have already felt the influence of information warfare appeared thank to media and IT revolution development. These technologies form the information society and are used as an instrument of interstate military opposition as a component of political conflict regulation by way of an information warfare instrument.

All the rest globalization consequences, including the last one, can be in favor of any country in conditions of strong economy, proper formulated state policy, and total informationalised organizational culture.

Thus, we have no doubts in the necessity and topicality of complex and systematic introduction of informationalised organizational culture beginning from the field of public administration, which due to its specifics can propagandize it to its civil society. The field of education can enforce this process, which can be named as a cultural and information revolution

Complex introduction of informationalised organizational culture mean methodological supplementation and logical connection between an organization strategic goals and motivating factors of its employees; well planned and professional personnel selection, especially concerning administrative staff; employees career and professional development; necessary information and communication conditions; the proper labor conditions; etc.

Systematic approach to informationalised organizational culture introduction means its integration as a subsystem into public administration system with all the following consequences, such as administrative and structural sequence, appointment of executors and explanation of their duties, appointment of responsible supervisors.

Scientific activity on informationalised organizational culture introduction provides working out of its model as a subsystem, and the algorithm of its functioning according to the professional activity specificity. This will allow the executors to use all the possibilities of organizational culture in the process of working out of personnel technologies or their changes as well technologies of its formation, support and development. While choosing the executives, the preference should be given to employees of a Personnel Department.

It is necessary to draw attention of all employees dealing with informationalised organizational culture introduction to the fact, that its informationalisation must be supplied and thoroughly controlled by provision of lifelong learning of employees and all the necessary information supplementation, taking into consideration their professional activity specificity. The manager of this part of work must be a leader of an organization or, at least, his/her deputy. Such status will help him/her to show his/her leadership qualities and have an opportunity to orient philosophy and ideology of the organization. It is a very important psychological moment in the process of the mentioned organizational culture introduction, which can not be neglected. The so necessary leadership in the field of public administration must be determined not by the position an employee holds, but by deep knowledge in his/her own occupation and constant contact with his/her subordinates. This allows the manager to study the motivation aspect of subordinates, help them to gain an understanding in modern information stream, take the truth out of it, and inform the subordinates about the strategic aspects of the state policy.

In conditions of modern globalization and integration informationalised organizational culture is very important in providing some cultural dialogues not only between different people, but also between different countries. Now it is not enough to know something about a person you communicate with. It is important to filter out the acceptable and unacceptable information for us. Every manager has to master this knowledge and skills in order to reach flexibility and tolerance in the process of cultural dialogue. In this context, lots of researchers of organizational culture rely upon values, but, to our mind, such approach does not take into consideration the epoch changes and other aspects of instability.

Conclusions and further research trends

Thus, the revolution development of integration and globalization processes in the world brings to many challenges, which make all the countries advance their state mechanisms including public administration. Ukrainian scientists also take an active part in this process in our way to the European Union.

In Ukrainian perspective the value of public administration will be defined not so much by production scope, as by mobility, awareness, technologisation, innovationism, rationalism, pragmatism, effectiveness, tolerance, transparency and patriotism.

And all these indexes can be reached by means of development of a culturological component of the public administration paradigm. By that we understand the introduction of informationalised organizational culture into the field of public administration with characteristics in dimensions of globalization and integration as well as additional features of knowledge and information conditioned by globalization and integration. In order to achieve the expected results from this introduction it is necessary to use complex and systematic approaches, which allow integrating a subsystem of informationalised organizational culture into total system of public administration.

The advantages of informationalised organization culture are that the technology of knowledge and information (informationalism) is added to its classic basis. This technology supplies public administration with competitiveness and stability to all challenges of our present, integration and globalization inclusive. These advantages of informationalised organisational culture with the help of public administration and home educational system will be able to be of use to the developing information society. And then it will be possible to pass the major part of state functions to such an information society, thus providing equal roles to both of them.

It is obvious, that the way to such new relations between the state and civil society, based on informationalised organizational culture, are long and complicated. First of all, scientists together with public managers have to develop an institutionalised organizational culture strategy, what will prove the necessity and timeliness of development of culturological component of the public administration paradigm.

From its side, civil society on the Maidan 2013 has already made a decision about the necessity of changing the relations with the state, though at a very low cultural level. The first steps of new leaders of the country prove the necessity of mastering by them the techniques of cultural dialogue with the representatives of different countries, not to mention about their weakness in information warfare.

Speaking about scientists-culturologists in the field of public administration, there is a difficult task for them to join their efforts in order to develop the theoretical and practical bases of informationalised organizational culture by means of available results and experience of progressive world countries. The driving force and source of researchers` creative energy must become their confidence in the fact that the introduction of informationalised organizational culture in the field of public administration will allow our country to reach the necessary flexibility and tolerance, vitally important national identification and sovereignty by means of cultural dialogue

with other countries. Also it will strengthen democratic grounds of cooperation and relations between such important tandems as state-society, state-individual, power-property, state-territorial communities, and state-information.

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**FEATURES OF RESORT TOURISM AND TRANSPORT AVAILABILITY
AS THE BASIS OF SOCIAL AND ECONOMIC DEVELOPMENT
BY THE EXAMPLE OF THE CITY OF KOŁOBRZEG AND ITS DISTRICT**

Introduction

Cities and towns with the functions of spa and tourism have a significant potential of socio-economic development and support a perennial influx of patients and tourists all year round. These patients and tourists assist in the development of economic activity. Intense socio-economic development is characterized by large and medium-sized coastal cities (Gdańsk, Kołobrzeg, Świnoujście) where, in addition to the significant demographic and economic potential, are concentrated and possess extensive and diverse year-round tourist accommodations of a high standard (objects 4 * 5 * 6 *).

Currently on the Polish coast the function of only 2 dominant urban centers are of particular importance for the Polish domestic and foreign tourism (Gdańsk and Kołobrzeg). In the near future, the third center of the Polish coastal tourism may become due to the investment Świnoujście Baltic Park Molo (Zdrojowa Invest from Kołobrzeg). Spa and site activity will contribute to the socio-economic development, reduce unemployment and increase the disposable income of the population, businesses and local governments. The development of tourism and spas in the case of Kołobrzeg and Świnoujście and tourism in the case of Gdańsk, supports the achievement of major investments in transportation (the S-6, S-3, S-11).

The tourism potential of Kołobrzeg

The city of Kołobrzeg, together with neighboring municipalities Kołobrzeg and Ustronie Morskie within a functional urban area (FUA), has achieved the status of a dominant tourism and spa complex on the Polish coast (fig. 1).

In the years 2010-2013 a systematic increase in the proportion of the area in the total number of overnight stays, while most other coastal communes were characterized by stagnation. The primary cause of further increases of the advantages in this regard is the functional specialization and a strong concentration of operating year-round accommodation facilities.

In the period 2010-2013 only three coastal communes every year significantly increased the number of overnight stays. Dominance in this area confirmed the Kołobrzeg district, while there were significant increases related to the townships of Gdańsk and Świnoujście. Slight increases were recorded in the districts of Kamień, Słupsk and Puck and Nowy Dwór.

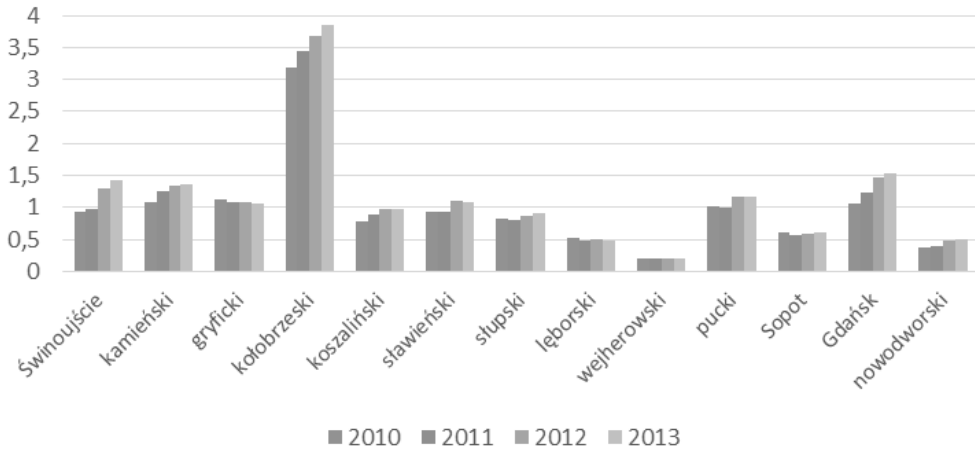


Figure 1. Number of nights in the coastal counties in Poland in 2010-2013 [in millions].

Source: Own elaboration based on [10; 11].

The confirmation of a significant dominance commune and the city of Kołobrzeg in the Polish coastal tourism is a place in Poland in terms of the number of nights (tab. 1), prepared hotel investments (fig. 2) and occupancy hotel accommodation (fig. 3).

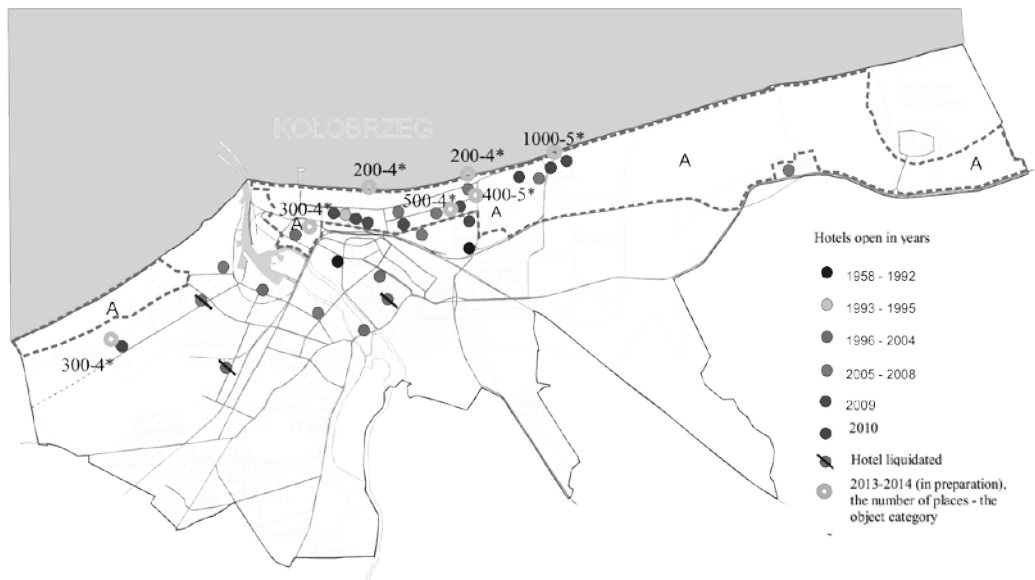


Figure 2. Development of the city-resort hotel and prepared Kołobrzeg hotel investments.

Source: Own elaboration.

The Kołobrzeg commune with many years of experience in 3 or 2 in the country in terms of the number of nights in Warsaw near Krakow. Another place of the first three divided almost 2-fold difference in size, it can be assumed that the position of the top

three tourist is not threatened (Warsaw-Krakow-Kołobrzeg). This high position of Kołobrzeg is due to the development of hotel accommodation in the city during the investment boom of 2006-2009. The next four year period of significant slowdown of growth of the new owners of accommodation and facilities already in operation focused on achieving the highest occupancy rate (fig. 3).

Table 1. Deposit counties and cities with county rights (top decile) according to the number of overnight stays in tourist accommodation in 2013.

District and cities	Province	Place	Number of overnight stays in millions
m. Warszawa	mazowieckie	1	4,63
m. Kraków	małopolskie	2	3,97
kołobrzegi	zachodniopomorskie	3	3,86
tatrzański	małopolskie	4	2,16
cieszyński	śląskie	5	1,60
nowosądecki	małopolskie	6	1,59
m. Gdańsk	pomorskie	7	1,54
jeleniogórski	dolnośląskie	8	1,50
m. Świnoujście	zachodniopomorskie	9	1,42
m. Wrocław	dolnośląskie	10	1,38
kamiński	zachodniopomorskie	11	1,37
aleksandrowski	kujawsko-pomorskie	12	1,27
pucki	pomorskie	13	1,17
kłódzki	dolnośląskie	14	1,10
śląwieński	zachodniopomorskie	15	1,07
gryficki	zachodniopomorskie	16	1,05
m. Poznań	wielkopolskie	17	1,02
koszaliński	zachodniopomorskie	18	0,97
śląpski	pomorskie	19	0,90
nowotarski	małopolskie	20	0,75
m. Szczecin	zachodniopomorskie	21	0,75
m. Łódź	łódzkie	22	0,73
leski	podkarpackie	23	0,63
buski	świętokrzyskie	24	0,61
m. Sopot	pomorskie	25	0,61
puławski	lubelskie	26	0,59
mrągowski	warmińsko-mazurskie	27	0,57
inowrocławski	kujawsko-pomorskie	28	0,54
nowodworski	pomorskie	29	0,51
krośnieński	podkarpackie	30	0,50
m. Katowice	śląskie	31	0,48
łębski	pomorskie	32	0,47
lubański	dolnośląskie	33	0,44
m. Olsztyn	warmińsko-mazurskie	34	0,38
bielski	śląskie	35	0,38
m. Toruń	kujawsko-pomorskie	36	0,36
m. Białystok	podlaskie	37	0,33
legionowski	mazowieckie	38	0,32

Source: Own elaboration based on [11].

Years 2013 and 2014, the period of the start of the next phase of development of hotel accommodation and companion throughout the city and the Kołobrzeg commune. In 2014 the operation of a 4 * hotel began again with over 300 seats, while the design work began and investment for the next few large accommodation facilities. Over the span of next few years at least 7 hotel and sanatorium facilities with extensive facilities

associated (Olympus IV - 4 * - approx. 500 beds, stone Lair - 4 * - approx. 200 beds, BalticPlaza II - 4 * - approx. 300 beds, Palace Spa - 5 * - approx. 400 beds, Sea Eye - 4 * - approx. 200 beds, Etna II - 4 * - approx. 300 beds, Olympic Park II - 5 * - approx. 1,000 beds). Thus, in the next few years several hotel business may start in the form of, 7 hotels 4 * and 5 * able to offer approx. 2,900 beds and standard rooms for 2 cars (fig. 2).

Prepared investments will increase in the accommodation of the city of approx. 3,000 beds in a standard 4 * and 5 * hotels. Assuming the maintenance of the hotel room occupancy at approx. 45% (fig. 3) it can be estimated that the developed hotel base may increase the total number of issued nights per year.

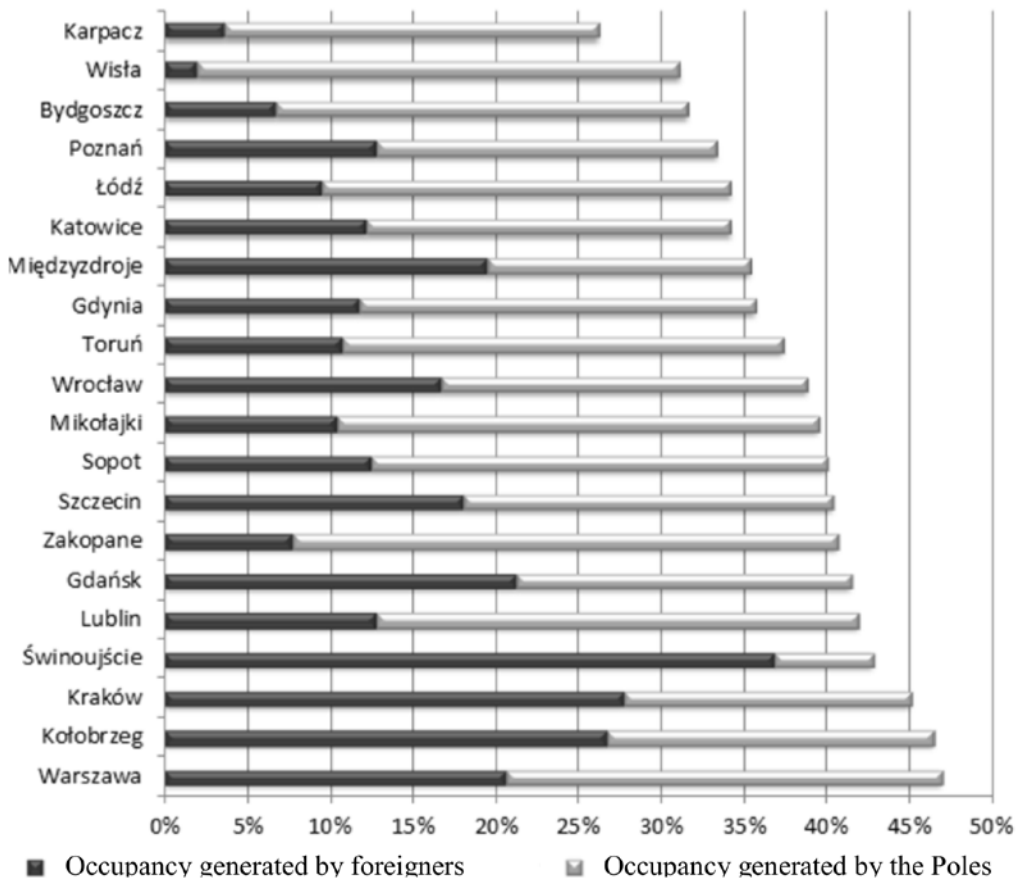


Figure 3. The average level of occupancy in hotels in the cities where the last 5 years was granted the highest nights.

Source: [9].

Approx 500,000 is critical remark concerning the ownership structure of hotel investment prepared in a sanatorium. 7 prepared objects, 5 or 6 of the investment is related to Kołobrzeg capital and capital investments are endogenous (internal) and only 1 of the project will be implemented by the related capital Warsaw and Tri-City. This reflects the very high investment potential of local operators in the tourism market and is associated with a very good knowledge of the functioning of the market by operating

Kołobrzeg operators here. These investments are likely to have a significant impact on the labor market, since these objects will be enriched with extensive sports and leisure facilities, medical and spa procedures. It can be assumed that the average employment rate will increase by at least approx. 1 to 3 or even 1 to 2.5 times for every 100 beds may fall approx. 30-40 jobs operating throughout the year and the extra few jobs in the period of the season year. In total, within 2-3 years in Kołobrzeg employment may rise approx. 1,000 to 1,200 jobs in the service sector, hotel and sanatorium. The confirmation of the development potential is indicated in fig. 3 one of the highest occupancy rates of accommodation. It results from the rank and the size of the spa in Kołobrzeg, and the fact that this is one of the few in Poland which specializes in large numbers of tourist during a whole year.

Availability of communication spas Kołobrzeg

Transport accessibility is a key element in determining the development opportunities of the spa Kołobrzeg and its associated functions. The development of any area of tourism and tourist reception decides three basic factors: tourist attractions (natural and/or anthropogenic), tourism development and the availability of communication. City Kołobrzeg forming together with the municipalities and Ustronie Marine Kołobrzeg functional urban area is an area on which the largest accommodation in Poland is estimated at more than 100,000 beds. This number includes not only large but also accommodations of single private rooms, guest rooms and second homes and flats (according to the GUS in 2013, the number of beds was 26,185). Only reported and recorded by the GUS accommodation in 2013, Kołobrzeg reached the number of overnight stays at a level comparable to Warsaw and Krakow. Taking into account the further functioning not recorded by the GUS, seasonal small range of accommodation can be determined with certainty that Kołobrzeg with its hinterland is absolutely the largest center of tourism in Poland. This is noted in terms of the number of nights, and therefore also the so-called tourism development in terms of the availability of accommodation. A reflection of this situation is based solely on statistical data map indicating the location of GUS key Polish tourist centers in terms of the number of nights, number of beds and the number of registered tourists and visitors (fig. 4).

The size indicated by the available statistical data GUS therefore allows distinguishing the 2 international metropolitan regions of interest (Warsaw and Krakow) of European interest. Next to them, should also highlight the 4 international tourist regions of Central European significance. These are the three metropolitan regions (Wrocław, Poznań and Gdańsk) and one region of a band (node), which is the Kołobrzeg region (district) in this city - the spa Kołobrzeg. Due to the much lower rates and measures of the scale of development of tourism should also highlight the 10 national and 4 regional tourist regions of which only one is clearly dominating, the Tatra region in which, in turn, plays a key role town of Zakopane.

Given the above statement it can be concluded that the areas of Poland are fairly and evenly distributed are the key regions - tourist centers of which only reached a

dominant feature 6 key locations (fig. 4). List of key regions - centers of concentration of tourism, accommodation facilities and the number of nights includes 5 major cities in KPZK 2030 defined as metropolitan centers and one urban center in the sub-regional importance in the future, at most regional importance. The spatial distribution of the most important tourist regions also highlights one important regularity - concentration lane coastal districts of Gdansk and Kolobrzeg dominance and a much lower concentration around the Tatra district and 2 Sudety districts. Other locations relate to large urban areas, and the only commune where Aleksandrów Ciechocinek spa functions.

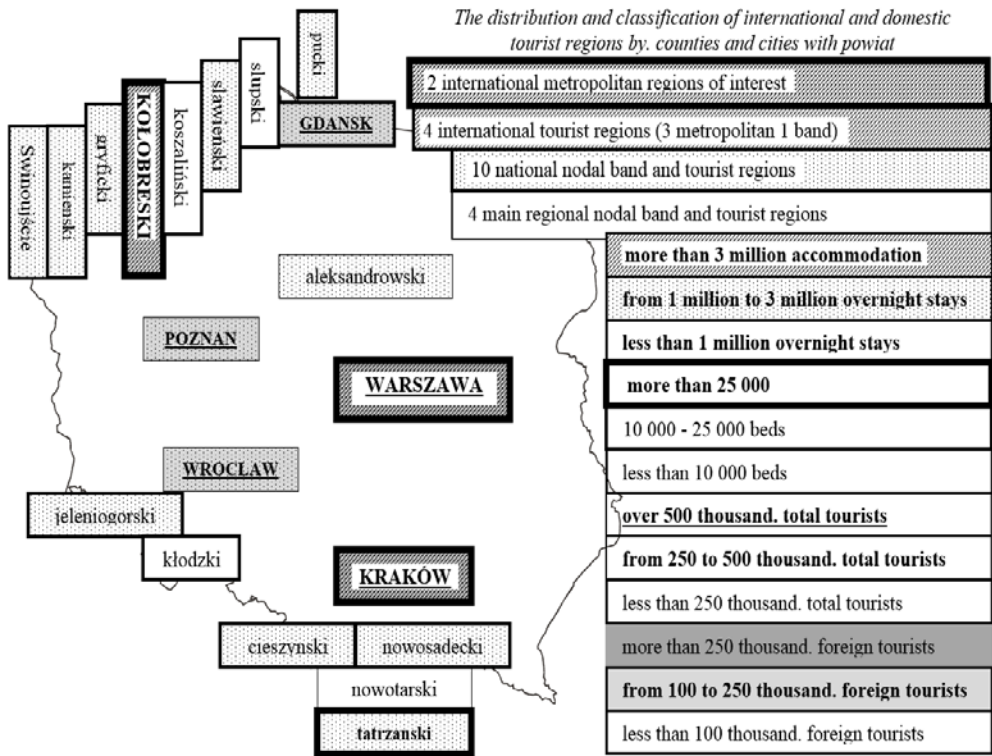


Figure 4. The distribution and classification of international and domestic tourist regions of communes and cities with district status by GUS in 2013.

Source: Own elaboration based on [11].

Analyzing the distribution of Polish tourist centers with particular emphasis on the rank of Kolobrzeg should consider the issue of transport accessibility. According to the records of the National Spatial Development Concept 2030 the most important in the communication network is to have a network of motorways and expressways and slightly less accessibility to the rail network and air transport, sea and river. The existing, which is under construction and scheduled for implementation by 2020, the network of motorways and expressways is an excellent material illustrating the target

availability of key tourist areas and Polish tourist regions. Arrangement of 6 major international and 10 domestic tourist centers almost perfectly coincides with the location of the most important routes of Poland (fig. 5).

Under the provisions of the KPZK for Target 2030 network of motorways and expressways will connect all provincial capitals directly among themselves as plugging in her urban centers of regional significance and the importance of some sub-regional centers.

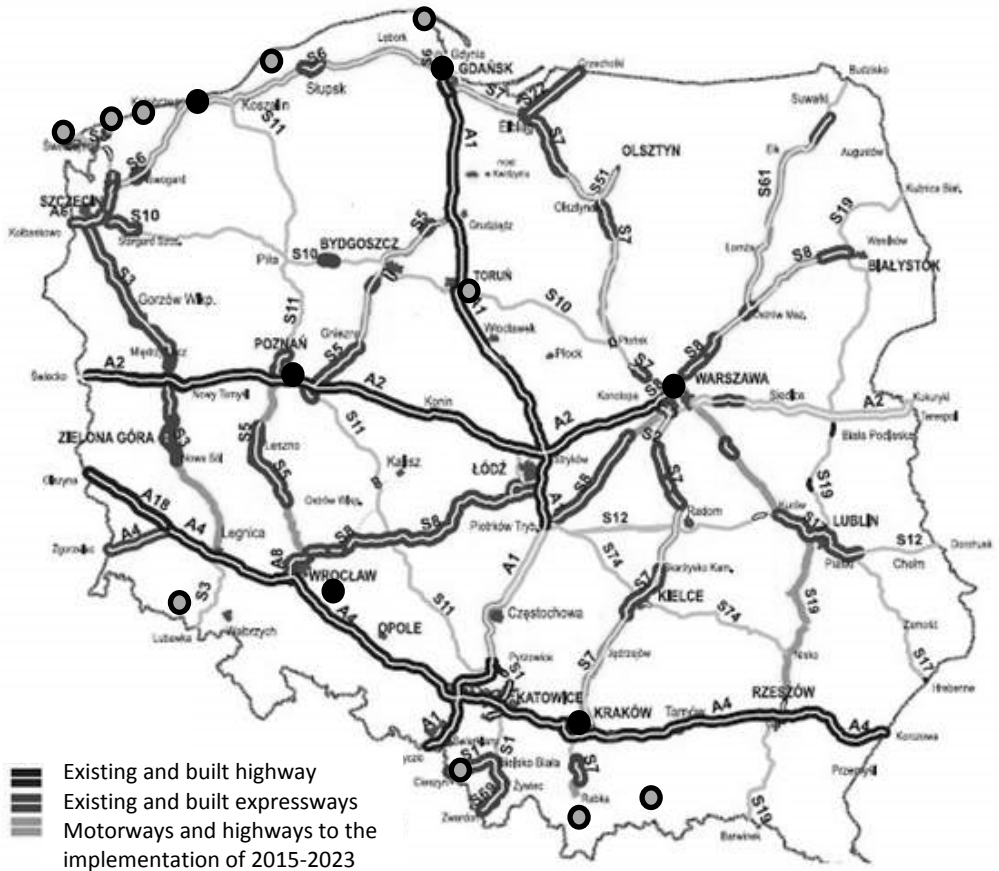


Figure 5. Target network of motorways and expressways and location of the main tourist regions of the country in Poland.

Source: [8].

Reconstruction carried out in the vicinity of the communication system Kołobrzeg is complex. The investments include the construction of S-6 in the immediate vicinity of the city and the construction of the final section of the S-11 from the junction Kołobrzeg East directly to the seaport in Kołobrzeg (access road to the seaport in the phase III of the bridges by Parsęta and Canal Wood). In addition to these investments the road 102 (4-lane road and bridge team by Parsęta, Wood Canal and Stramniczka) through Kołobrzeg will be rebuilt. One of the predicted effects of these projects and the

reconstruction of the target communication system in Kołobrzeg is the construction by private investors, which includes 2 shopping malls in the vicinity of the node Kołobrzeg East (fig. 5).

The location of the two malls confirms the importance of the communication system for the development of the settlement network, and business. The new communication system (freeways S-6 and S-11 section), and the modernization of the existing network (provincial road No. 102) will improve the availability and capacity of the transport system along the coast and the city – the spa Kołobrzeg. It will also enable better use of the seaport and spa. The key result should also include the ultimate security peat deposits by transferring the main transit route from the current dk 11 leading through peat deposits on highways S-6 and S-11 located further away from the mining area (fig. 6).

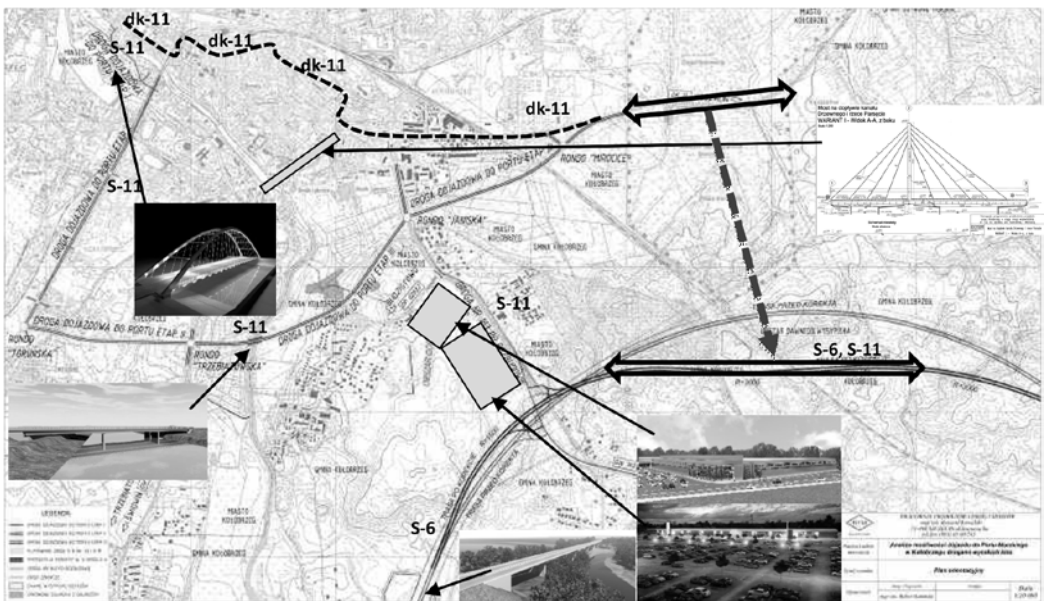


Figure 6. Reconstruction of the transportation system safety Kołobrzeg mud and location of shopping malls in the vicinity of the S-6 and S-11 at the junction Kołobrzeg East.

Source: Own elaboration.

Analysis of the target map of the road network of the marked tourist centers (fig. 5) indicates that it is a communication system fully realizing the demand to improve the availability of communication of major Polish tourist regions. City - spa Kołobrzeg road through S-6 of the Szczecin-Gdańsk will have a pretty good connection to the main Polish agglomerations and through the highway A-6 also from Berlin. Ultimately, Kołobrzeg will be crucial for good access to Szczecin (2h), Berlin, the Tri-City (3h), Poznan (4h), Wrocław (5h), Warsaw and Łódź (6h) and Kraków (7h).

A very important phenomenon in tourism is the issue of seasonality. Seasonality depends on the climatic conditions (summer, winter) and the degree of tourism development. Kołobrzeg is one of the few spas in Poland where tourist activity is carried out throughout the year, and tourism is significant for the whole year (the same is in Świnoujście, Sopot and Zakopane). In many smaller tourist towns and even in some spas feel the effects of seasonality (Międzyzdroje, Ustka, Darłowo and Ciechocinek). In the case of Kołobrzeg, the development of weekend tourism in order to increase the occupancy rate of accommodation during periods of low season or post-Christmas. The key here is the distance and travel time, especially from the big cities to the whereabouts of the weekend.

Whereas the weekend drive to the place of residence should take place on Friday afternoon in Polish conditions, preferably between the hours of 16.00-19.00 so as to be no longer accommodated and ready to relax in the chair. 20.00 while the trip can take place on Sunday, approx. 17.00 in order to return to the home, there was approx. H. 20.00 pm.

Optimal travel time should therefore not exceed 3 hours. In the case of the implementation of the program Kołobrzeg construction of motorways and expressways by 2020 within the so-called, weekly, weekend tourism will be the following metropolitan areas: Szczecin (0.5 million - 2h), Berlin (4.5 million - 3h), Tri-City (1.0 million - 3h) and optionally with the approach toward Poznan (0.6 million - 4h). Assuming a 5 hour trip during the weekend, Wrocław and the Copper Basin (1 million - 5 hours) are still in the possible range, however, such a long time of arrival may deter potential tourists and visitors.

Weekend tourism potential market for the city-resort Kołobrzeg can reach a total size of up to 6.5-7.5 million people (4-5 agglomeration), more than half of the market relates to foreign tourists (agglomeration of Berlin). Planned and prepared another hotel and wellness investments and further expansion of recreational facilities, dining and entertainment city suggests that Kołobrzeg and two neighboring communities can begin the next phase of development. Even as a Central European health tourism center in whose territory the number of nights per year reaches more than 5 million, which is confirmed by model the tourist area life cycle of Kołobrzeg (fig. 7).

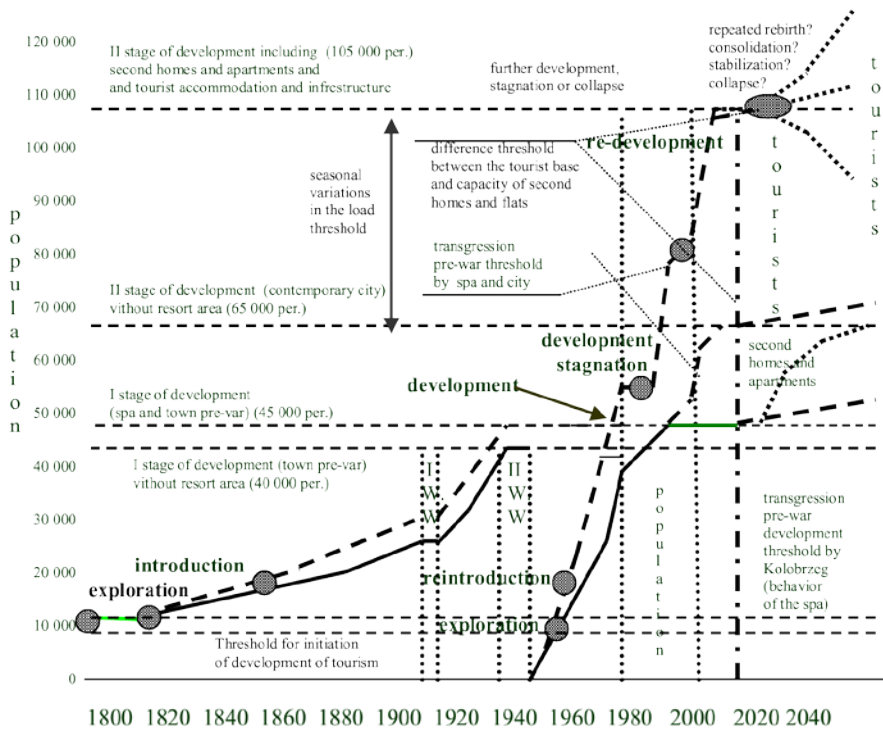


Figure 7. Change the potential accommodation Kolobrzeg against tourist area life cycle.

Source: Own elaboration based on [1; 2; 3; 4; 5].

Summary and conclusions

The city of Kolobrzeg, like all other beach resorts with extensive tourism and spa functions suffer significant developmental problems due to the limited availability of communication. Accumulation attractive of tourist attractions combined with intensive expansion of accommodation facilities and accompanying caused during the summer season clearly indicates the availability of the communication barrier. From the results of research on the Polish coast of the western shows that the actual total accommodation capacity reached 250,000 beds and communication network in the summer operating at full capacity technical support. According to the results of the largest concentration of accommodation West Pomeranian Province concern municipalities: the city of Świnoujście (18,000 beds), the city of Miedzyzdroje (15,000 beds), the municipality of Dziwnow (16,000 beds), the municipality of Rewal (30,000 beds), the municipality of Trzebiatow (10,000 beds), the municipality of Kolobrzeg (28,000 beds), the city of Kolobrzeg (48,000 beds), the Ustronie Morskie (24,000 beds), the Mieleno municipality (34,000 beds), the Darłowo municipality (5,500 beds), the town of Darłowo (9,500 beds), the municipality of Postomino (7,000 beds). The Świnoujście commune, Kamiński and Gryficki falls at 89 000 beds (36.32%), at the Kolobrzeg district 100,000

beds (40.8%), and the Koszalin commune and sławieński commune 56,000 beds (22.86%). In the immediate coastal zone in 12 cities and municipalities of West Pomeranian Province in 2014 to work seasonal accommodation comprising a total of approx. 245 000 beds. According to a survey of that number until 144,000 beds (58.78%) were in the immediate vicinity (up to 15 km) built S-6 and S-11 in the section Kołobrzeg Koszalin (districts gryficki, Kołobrzeg and Koszalin). According to GUS, the total number of beds in 2013 in the coastal districts of West Pomeranian Province amounted to 101,528 in the Kołobrzeg commune 26,185 (25.79%) and the number of full-year 40,680 (14,395 the Kołobrzeg district - 35.39%).

In the Polish coastal zone and intensive development of spatial concentration of tourist potential exists in section of Dźwirzyno to the village Łazy (districts kołobrzeski and Koszalin). Determinants of the development of the tourism and spa are the advantages and resources of spas and balneology, high quality environment, intense inflow of clean air masses connected to the sea spray, the largest quantity of hours of sun per year on the Polish coast, tourism and agricultural character of the economy in the absence of intrusive industry, proximity to two major urban centers (Koszalin-Kołobrzeg) and biggest tourist potential of the spa. Concentration and economic specialization towards tourism and spa functions caused as a consequence of education one of the key tourist regions of the country and a leading tourist center is the city of the spa - Kołobrzeg.

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**PUBLIC ADMINISTRATION OF QUALITY CONTROL IN HIGHER
EDUCATION OF UKRAINE: PROBLEMS, EXPERIENCE, SOLUTIONS**

Introduction

On the 19 of May, 2005 in Bergen (Norway) at the conference of the Ministers of Education of Europe under the Bologna declaration on the formation of the European Higher Education appeared signature Ukraine. Thus, by mutual agreement of all parties, our country joined in a process called Bologna as his equal participant. So now appropriate to reflect a bit, look around, make decisions that take into account this important fact [10].

Integration into the global system of higher education system of higher and postgraduate education of Ukraine to the preservation and development achievements and traditions of Ukrainian higher education. This undertaking not only educators, as defined by the Law “*On Higher Education*”, but also the students, the faculty of higher education institutions, as well as all those who cherish the achievements and traditions of Ukrainian higher education and the country's interests. But the world of higher education yet. There is not even a general idea of what it is. In many countries of the world any higher education received after graduating from high school, if it is not linked only to the acquisition of narrow vocational skills on the basis of general secondary education. If post-secondary education, even if focused on obtaining a profession that brings something to the overall development of the person, it is in these countries relates to higher education [6].

Ukrainian tradition of higher education is focused on the profession, and not on the overall development. But the profession, based on fundamental knowledge, only part of which is given in high school, and the rest, even the main part is given in the university. This fundamental nature, the system ensures the completion of general education of the general competencies. Ukrainian higher education – is not only a profession, but also the overall development of the person. Through the profession, which is sold “*for example*” some of the same profession, but then applied in any other situations, including during the development of other professions, social roles, if requires.

But it is hardly possible to say with confidence that this tradition “*total human development through the mastery of the profession was*” deeply comprehended our university community and consciously cultivated it develops. Rather, like many other traditions, it is simply “*lives*” in the walls of our universities, especially those with a long and proud history in the spirit of the “*Alma Mater*” that their graduates felt for many years, decades, independent work, life in contact with graduates of other universities. Apparently, part of our universities in the integrative processes of international, global scale allows a better understanding of their own traditions, achievements, enrich other and enrich themselves at the expense of thoughtful development of acceptable experience in other countries [12].

As already mentioned, there is not the world of higher education. But there is no process of its formation as a process focused. There are more or less organized local, regional integration processes dictated primarily the broader economy: manufacturing technology benefits and coordination of economic decisions.

The technological aspect is the main development of innovative technologies. Earlier, in traditional societies, the new technology, as a rule, is not perceived positively, as it could pose a threat to the very existence of community. *“Better than the old, traditional but proven, reliable than new, unknown, fraught with (...)”*. In societies of the industrial type, based not on a subsistence economy, and on the methods of market coordination of economic decisions, new technologies in the production of goods became the basis of additional profits of individual entrepreneurs, although at the cost of periodic crises of overproduction of goods, followed by a sharp social conflicts. Now emerging mechanisms for coordinating economic decisions throughout the supply chain from research and development activities through planning, training, production and support for the entire life cycle of high-tech products are largely impose new demands on education for all, especially those with higher education.

One of the regional integration processes is the Bologna Process, named for the city where in 1999 was signed the Bologna Declaration (a decade earlier, in 1988, there was signed the Magna universities – *“Magna Charta Universitatum”*, confirmed the independence and autonomy of universities as a basis for confidence that the system of higher education and research will continuously adapt to changing needs, society and the need for development of scientific knowledge).

It is long, laborious work of the university with the university, or more precisely, a professor with the professor in consultation training programs, the development of common approaches to the description of the content of education (*“Quality”*) and technologies for its implementation (*“quantity”*) brought to the unit, called *“credit (trust)”*, by which the Diploma Supplement describes all the education they receive. Given the inertia of the educational systems, nine years have passed since the signing of the Bologna Declaration, before the conference in Bergen – the term is quite small. Nevertheless, from the point of view of the goal – the formation in 2014 of the European Higher Education Area – this is not enough, a third of the way.

Dynamics of the process

It is now possible, even just based on the documents signed by the Ministers of Education in Bologna (1999), Prague (2001) and Bergen (2005), point out some interesting features of the dynamics of the Bologna process: diversification purposes; concretization original objectives; changing priorities purposes.

Setting goals

Originally set six objectives:

- 1) comprehensibility of higher education through special formatting of the Diploma Supplement for graduate academic qualifications, facilitating employment;
- 2) two-tier system with the first cycle of at least three years;

3) the introduction of the credit system as the one European Transfer System labor input as a proper means of promoting the most widespread student mobility;

4) promote the mobility of both students and teachers, researchers, administrative staff of universities;

5) to promote European cooperation in quality assurance with a view to developing comparable criteria and methodologies;

6) promoting the necessary European dimensions in higher education.

In Berlin explicitly added at least another three goals:

7) social cohesion and responsibility of universities for its increase;

8) strengthening the integration of science and education;

9) open Europe the world as a whole. Growing attention is also paid to the problem of education for all life [4].

If you try to briefly describe the dynamics of the Bologna process at the level of its objectives, it can be said that from the overly economic, market, industrial orientation of the regional scale is rotated to the social, postynochnoy, post-industrial orientation in world space. At the level of a specific language, this conclusion is confirmed by the fact that already in Prague was named education as a public good. In Berlin, this formulation has been confirmed and concretized in different directions: increasing the participation of students in the life of universities (*“Students are full partners in the management of higher education”*), increased attention to the conditions of not only their studies, but also of life, the preservation of Europe’s cultural wealth and linguistic diversity, based on the cultural heritage of the different traditions. If earlier, at Bologna, the competitiveness of European higher education dominated in the wording of the appeal of Europe as the diversity of cultures, and now the market is given more official instrumental role.

In addition, when we all impressive volume of financial flows in the global markets of educational services in the field of higher education (10–20 billion dollars in the United States, billions of euros in Europe against the hundreds of millions in our country) should be borne in mind that in comparison with other markets is very small. Not economic interests are crucial in the formation of public policy in the field of education for all who understand the real role of this sphere of life to ensure the long-term interests of the countries, regions and the world at large [7].

Concretization original objectives

Secondly, refinement, specification original objectives. This specification does not apply to the general purpose and duration of its achievements: the formation of the European Higher Education to 2014, but it reflects the progress made in promoting it.

The Diploma Supplement On the first goal – decided that the diploma should be issued to every graduate for free on one of the most widespread languages in Europe, as well as an understanding of the importance of strict compliance by all members of the Bologna process the Lisbon Convention on the recognition of higher education in 1997 and acceding to those who have not yet done. Ukraine ratified the Lisbon Convention a

few years ago, though not made all possible steps for its implementation yet. In particular, we have not yet bred any clear notions of academic qualifications and professional qualifications. In accordance with this Convention, the academic qualification is called the document issued at the end of the higher education institution, and not post in this document, as we are accustomed to. Our record speaks rather of professional qualifications, which may or may not appear in the document issued by the educational institution. In the latter case, the document on professional qualifications, if necessary, issued by the relevant professional community (usually after receipt by the applicant of such qualifications some work experience at the end of theoretical training).

The first goal of the Bologna process is not only foreign to the Ukrainian high school, but, on the contrary, in many respects creatively borrowed from our practice many decades. It details about the whole process of learning, given in the insert or the Diploma Supplement, allow itself to unload cum from the excessive for the document information on the “*qualifications*”. The application is well-known Ukrainian employers and, if necessary, is used by them in making decisions on personnel matters. Would particularly like to highlight the importance of handling the Bologna Process to the Lisbon Convention, since the Convention, unlike the declaration (statement of intent) is a legal document binding effect. The media has already been expressed as unfounded hope that Ukraine’s accession to the Bologna process automatically leads to the recognition of Ukrainian diplomas throughout Europe, and as unfounded fears that it will immediately lead to a massive drain of graduates of Ukrainian universities in Europe. No automatism recognition of diplomas of graduates and as a consequence of increasing their mobility, there can not be just because this is the Bologna Declaration Declaration, and not a convention. The European Community is very closely monitoring the state of the labor markets in its member countries, and does not intend to widely open access to them from outside, including from Ukraine. At the same time in a number of occupations in their graduates lack the necessary level of training, and now in the economy of European and other countries are actively involved graduates of Ukrainian universities with high reputation. As for the “*brain drain*” that our European colleagues are concerned about it as much as we do, because graduates of European universities prefer to continue post-graduate studies in the United States, where science classes are under more favorable conditions [10].

Can hardly be considered reasonable fears that the Bologna process in 2014 end with the adoption of the document much more binding than the declaration, then the way to Europe will be ordered everyone who was left out of this process. Education, including higher education– an integral part of the national culture, and that culture itself – it is the soul of any nation, the foundation of its identity, what it is interesting not only for themselves but also for other people. The diversity of cultures, not their unification is a value in the post-industrial society, in contrast to the industrial as roller pin down, warped all cultures, trapped beneath it. Of course, European bureaucrats sitting in Brussels, may have their own views at the Bologna process, but you can be sure that the principle of consensus, and acting in the Bologna process, ensure that the interests of

each participant to the best understanding of their own interests and the interests of other participants in the process.

In the Bologna process of particular interest is the choice of language for the Diploma Supplement. One can hardly doubt that those now are English and French, and English is increasingly used in international contacts in the field of higher education, especially if you look not only to Europe. Whether such dominance of one language lead to a decrease of diversity? It appears that the full realization of the difference between language as a cultural phenomenon, a fundamental value of any national culture and language as a means of communication, as a mediator, help reach the right decision. It seems, tells the world economic benefits, among which are clearly differentiated benefits as such benefits and intermediary money. The smaller variety of goods such intermediaries, the easier, more efficient there is a movement of all other benefits. Europe went through a period when bimetallism money when both gold and silver served as money. Then, in our time, most of Europe has moved to a single currency– the euro. Apparently, a similar process will be observed in the field of higher education in the European and global level [8]. It is necessary to give a full account of the fact that the intermediate language in this case is bound to be more to depart from the “*native language*” as the value of a particular national culture, simplified, somewhat impoverished. In Ukraine, we were able to observe the example of the Ukrainian language in the period of “*late socialism*”. Globally, it seems, a similar fate awaits the foreseeable future English. This does not imply reduction of the study of foreign languages only to the study of the intermediate language. On the contrary, a clear distinction between language as a cultural phenomenon and, therefore, as one of the main goals of education, and language as a means of education allows you to build a much more effective strategy for the study of several foreign languages.

Two-tier system of higher education

According to the second objective – two-tier system of higher education– major revisions concern several important points. First of all, now we are talking that actually not two, but a three-tier system, which, as the third and final stage involves graduate school (or what is the same in Europe, doctorate), following the successful completion of which is assigned a degree equivalent to our power candidate of Sciences (PhD in England). This does not exclude the possibility of post-secondary education integrated training from the second stage, bypassing the first stage as a separate, as is customary in Ukrainian higher education, as well as the opportunity after the first stage from the third stage, bypassing the second, as is customary in England. Main becomes the number of years of education at a particular stage, and a set of general and specific competencies mastered at each stage. In addition, it is accepted as a mandatory install that each stage must prepare not only to enter the labor market, but also to continue their education at the next level, and in general higher education received in early life, should be prepared for long-term competitiveness in the market labor, and not only at the time of graduation.

This is a significant refinement of the structure of higher education degrees, is a result of international discussions on the content of higher education, including those with potential and actual employers. Briefly formulate the main difference of the first and second stages of higher education, it is, in the language of philosophers, is the difference between the functioning and development. In other words the difference between high-quality, disciplined work in regular situations and creativity. If you look at our standards are not only masters, but also graduates, they are overwhelmingly focused just on the second level of academic qualification. Therefore, if an independent (for example, international) examination will establish the competence of graduates of a Ukrainian university relevant to the second stage-specific professional education program, then this will confirm whether it is obtained by the formation of an integrated program of post-secondary education, or in two successive stages.

Important and useful for Ukrainian higher school may be a release of the first stage as a relatively independent for two reasons substantive nature. Firstly, the performance discipline in our country has not yet become the accepted norm of behavior. It's just that the tradition is not so much of our high school, how many of the traditional way of life that does not suit us. You can certainly remember that the climatic conditions in our country made it a zone of risky agriculture. But now the villagers is a smaller part of the population, not to mention the fact that production in rural areas is now very different from what it was before. Our high school, with its sessional jobs involving all hands every six months, rather preserves the habit of last-minute work than to transform it into something more appropriate to the realities of the post-industrial society. Therefore, the selection in the framework of its policy aimed at consolidating the culture of performance, the foundations of which, of course, should be laid in high school, it is not a waste of pedagogical work of its professors and teachers [11].

Secondly, the creator, for example, the designer should be able to create a product technologically, to be able to present you in the place of the Executive in the process of his production and exploitation. Furthermore, it is fluency tools is a natural condition of almost any creativity. If we talk not only about higher education, but also about employers, it is still can not be developed without any understanding of multi-stage higher education. In the planned economy high school prepared specialists almost under specific jobs. They often for the latest undergraduate practice on the basis of which direction to work as part of routine distribution of young professionals who did not have the right to leave the place of work for three years, when it was completed and the actual becoming a specialist.

The disappearance of the planned economy, accompanied in our country twice the decline in industrial production (and a number of branches and much more significant), did not help raise the attention of employers to the quality of young professionals with higher education. Some recovery in the first place led to an increase in demand for workers with primary, most – secondary vocational education. Take several more years of recovery of our economy, and possibly import a modern production lines to our employer could objectively assess the need for specialists with higher education of

different degrees. Prior to that, there is hardly any reason to refuse a masse from the current system of training. At the same time, it is possible and necessary to support the search for new solutions “*Bologna format*”, the conditions for which are already forming in our country. It is about the development with the participation of competent employers’ model standards “*master’s degree*” [8].

The transition from two to three-tier system of higher education in Europe only just begin. So for us it is important to contribute the understanding of the third stage of higher education, post-graduate and at the same time to deal with its statutory authority. We have it now refers to the post-graduate education, together with a doctorate. One can understand the desire of specialists in the budget process in our country to unify the painting costs, reduce the costs of the education system to a meaningful position – education. Only this can explain the emergence of “*doctorate*” as it is educational level, although no state educational standard for it is impossible to come up with for the reason that the Doctorate in our country – the development of scientific skills in the “*self*” without any compulsory courses, exams. The main thing – taking part in the scientific life of the team of scientists, educators, which employs a doctoral student, which concludes with the writing and, ideally, the defense of his doctoral thesis. It would be much more logical in terms of the merits of the case to hold low cost of doctoral (and most of the post-graduate training) under research costs, even if it does not quite match the existing currently the organizational structure of government, in which science and education belong to different departments [3].

But even now, from specialists in different countries, the ratio of science and education in our country closer to the American than to the European, and differs from the latter is a greater focus on academic competence, rather than actually learning. If Europe really going to head for the connection of science and education, it seems, it would be not so much to preserve the European tradition of training young scientists (many relatively little study and science), and we ruin his more modern tradition in an effort to “*align with the Europe*”, but to develop more advanced models. In particular, the use Ukrainian experience in public defense of the thesis (followed by secret ballot), including the candidate, as a form of assessment of competence degree candidates in the professional community. Naturally, this is unlikely to take a sample of our more than modest security research with special equipment and means of communication with colleagues. Due to the fundamental understanding of multi-stage higher education and the existence of common to different domains of competence, a natural question about the possibility of the formation as the common methods for assessing these competencies irrespective to the characteristics of professional specialization [5].

Seems promising option, it is being implemented in our country, even without changes in the content of higher education. It would be enough to make additions only in the state final attestation, updated exam “*on the overall development*”. The procedure for such an examination is seen next. A graduate of the “*pull*” is not the usual ticket with questions from the list, with which he became acquainted in advance, six months before the final certification, as an article or a finished piece of non-adopted texts of

general scientific or socio-political content, it is not known in advance. The time available to prepare for an interview with the Board of Examiners, he must read the text (perhaps several times, in different modes of reading): write keywords; annotate the size of a single paragraph of no more than 100 words; formulate the basic problem contained in the text; ways to solve it and the possible consequences of their implementation. In this case, it would not be superfluous to provide graduates the opportunity to demonstrate the ability to use online resources for in-depth study of the content of the text, including the sources of foreign language, especially the language, the study of which is assumed the current state educational standards. The Commission will consider the results of the preparatory work of the graduate, ask more questions and appreciate everything, including proficiency in the language of instruction [8].

In this case, the division disappears training units (departments) for producing and providing or even “*support*”, as it is now, especially after the abolition of the compulsory teaching of most of the cycle of humanitarian and socio-economic disciplines. All departments, including producing, can and should work on the formation of not only special, but also the generic competences, such as described in the preceding paragraph. It is clear that the implementation of such a procedure would be consistent with the objective of the final test only if the set of texts will be formed centrally as a single for the whole country, updated annually by 10– 20%. For a sufficiently large volume (2– 3 thousand units) and can even be not to keep a secret from the students. They will be easier to learn in the process of learning in all subjects included in the curriculum, competencies, as verified by such texts than write them cribs. The results of such an examination could be the basis of comparison of the quality of education in different universities, regardless of professional orientation, as well as international comparisons in the propagation of such practices in other countries. Another important consideration: the steps of the breeding requirements for generic competences of graduates can be used such an examination on their compliance with the declared level. Of course, this would require to bring to a high degree of technological elaboration of a general description of the competencies and methods of their evaluation by expert groups – members of the examination committee [9].

The introduction of the credit system

According to the third objective (introduction of the credit system) – the main specification due to the fact that the credit system, originally designed as a tool for student mobility (European Credit Transfer System – ECTS), is transformed into a collection of translated. This fully corresponds with the existing high school in the Ukrainian tradition of record in the transcript, not only academic achievement in each discipline, but also the duration of its study. Over the past 9 years after Bologna in Europe has developed quite a common understanding of the quantitative parameters of “*credit units*”. Now, in order to bring our traditional diploma supplement in full compliance with the requirements of the Diploma Supplement, which uses the ECTS, it is only showing in her place of academic qualifications, and to which the given

application and to ensure accuracy of the translation from the Ukrainian language of all denominations disciplines, other types of academic work. Would not take much work and recount all of our state educational standards of higher professional education (SES HPE) of academic hours and weeks in a unified unit of measurement, but in such a mechanical operation makes little sense [8].

What's really going to be difficult, and it is useful for our high school, that is the development of a new generation of SES HPE immediately in credit units. Qualitative step forward in this case will be able to do if we can consistently draw a line from the target requirements for graduates expressed in the required learning outcomes (general competence, special competence), the structure of mandatory minimum content (knowledge and skills), expressed not in academic hours for which consciously or unconsciously seen mainly classroom work of teachers in traditional technologies, and in a purely conventional “*credit units*” that can be developed in a variety of educational technologies, including those outside audiences. The European experience of similar work shows the feasibility of unification, “*the amount of education*” in the subject blocks multiples of five credit units. In this case, the year should be no more than 12 different disciplines (subjects) that correspond to the Ukrainian tradition. As experience shows, including Ukrainian universities, the transition from hours to credit units in the management of the learning process facilitates the development and introduction of new forms of such management (modular systems, ratings, asynchronous development of educational trajectories of each student individually, and others), Although is not formally required for such innovation. Ukrainian education legislation leaves entirely the responsibility of universities for such matters in accordance with the principle of academic autonomy. So there is no reason to fear that Ukraine’s accession to the Bologna process itself wills anarchy in the educational process. At the level of government education authorities can and should organize the study of this experience, to create conditions for informing all interested in improving the management of educational process as positive results, and the negative. What really can not make the transition to credit units, so it is taking into account the scientific component of the educational process. But this does not provide any other “*objective*” accounting system. Of course, the results of science should be objective – verifiable, repeatable. But the science of people does actors. Here mechanical objectivity is impossible. Must have the confidence, faith (for example, in the decency of colleagues). Strictly speaking, this applies not only to the scientific component of education, but also to education in general, which, if it is high quality for the student is a chain of discoveries. Not accidentally “*credit unit*” in English is called credit and can not be translated into Ukrainian as “*credit*”. That would be a sham, and a manifestation of linguistic and professional incompetence of specialists in education management [8].

Promotion of mobility

By the fourth goal – the promotion of mobility of students and teachers, researchers, administrative staff of universities – has not changed significantly. As

before, it is recognized by the foundation to establish a European Higher Education Area. But it is precisely on this point may be noted the main difference motivates participation in the Bologna process the main part of the European countries and Ukraine. Spatial mobility, which is meant here stems from the formation of a common labor market higher qualification in an economically united or nearly united Europe. It is this labor market can and should be more mobile than the market, “*blue-collar*” (with the exception of natural builders and seasonal workers). Us in these circumstances, it would be better to develop the so-called virtual mobility, i.e. mobility associated with organic insertion in the educational process, including in higher education, modern information technologies. With their help, could minimize the separation of students from the home, as close as possible to the training itself, it really takes on a particular regional labor market. In addition, the lack of spatial mobility in our environment can and should be compensated by increased professional mobility of people with higher education. High ability to learn is one of the competitive advantages in our country. This is well understood, and the young people themselves (and their parents), placing increased demand is for higher education, and employers often prompt the job seekers to have higher education without specifying its professional orientation (statistics also show that the proportion of people with higher education is relatively low among job seekers, since they will find it). Regionalization of the labor market of the highest qualification in Ukraine is not only connected with the relative increase in the cost of moving and real estate, but also the disappearance of forced displacement graduates through their planned distribution. This raises three problems of higher education that are specific for Ukraine at the present stage, and do not fit in the “*Bologna format*”:

- increased solidity and complexity of education, especially in the first years of study, which provides a framework for the professional mobility of students for a lifetime;

- increased role of regional universities in shaping the social and cultural environment, attractive for the realization of life aspirations of all people in the region;

- transfer the center of activity leading metropolitan universities with research in the regions of strong applicants to promote the professional development of teaching staff of universities across the country [13].

Quality of education

According to the fifth objective – promotion of European cooperation in quality assurance with a view to developing comparable criteria and methodologies – there was a significant refinement of the structure of the target. First of all, clearly identify three levels of quality assurance system: higher education, countries, Europe as a whole. It is recognized that, in accordance with the principle of autonomy of universities the primary responsibility for quality assurance lies with each of them. At the national level, the system of quality assurance should include a definition of the responsibilities of participating agencies and institutions; evaluation of programs and universities, including internal and external review, participation of students and the publication of

results; a system of accreditation, certification and comparable procedures; international partnership, cooperation and the creation of a network of agencies that specialize in determining the quality of higher education. At European level, is expected to create a set of agreed standards, procedures and guidelines for quality assurance, to explore ways of ensuring an adequate harmonized system of checks to ensure quality assurance and/or accreditation agencies in defining the quality of education. In assessing the quality of education at universities and educational programs in general, Ukraine has a lot of experience, because the relevant work was carried out in the Soviet Union. But life does not stand still. Mobility of students, including virtual, requires the establishment of methods for assessing the quality of not only the output of the university at the time of its closure, but also on intermediate lines. Without it, too much responsibility lies with the universities, which in the framework of academic freedom should make their own decisions about classification or classification of disciplines studied elsewhere.

European component of higher education

A sixth objective – the promotion of the necessary European higher education – in many respects corresponds to the fourth and very far from the actual problems of Ukrainian higher education. The gist of it is to form a “*European outlook, vision scale*” people who in secondary schools receive education, focusing on individual countries, their history, culture and spiritual values. With all due respect to Europe, Ukrainian education, including higher education, is intended to give a broader view of the world [9].

Changing priorities purposes

Progress towards the ultimate goal of the Bologna process, resulting in nine years, led to a significant change in priorities. For the period up to May 2005, before the meeting of Ministers of Education in Bergen, received the highest priority to ensure quality. Followed by a two-stage system and recognition of degrees and periods of study. For each of these areas are fixed specific promises of Ministers. Of the most important provisions for our country should note the following: student participation in quality assessment and publication of the results; commitment to begin implementation of the two-tier system in 2015 (we can speak not only about the beginning – it was laid more than 10 years ago – how much of the distribution of the type of non-academic programs, although in practice this is already happening there and to that extent, where as a growing need for specialists with higher education); “*Automatic and free provision of the Diploma Supplement, published in one of the most common European languages*”. It is easy to see that all these goals are attainable in our country, in no way threaten the preservation and development achievements and traditions of Ukrainian higher education [7].

There are also hopes that the active involvement of universities in the horizontal contacts both within Ukraine and international level (Europe and other regions of the world) will continue to improve the quality of Ukrainian higher education, increase its attractiveness, credibility.

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PUBLIC-PRIVATE PARTNERSHIP AS A MECHANISM FOR THE E-GOVERNMENT IMPLEMENTATION

Introduction

The issue of responsible public-private cooperation is relevant in the designed implementation of e-government projects. Such interaction is caused by the integration of national (state) information resources, construction of a national system of electronic public services for citizens and businesses, changes in technology and analysis of management decision-making processes that affect society, citizens, businesses and public authorities. Public-private partnerships are much promising than outsourcing system where the contract is governed by a formal contract to address narrow, routine tasks. Public-private partnership (PPP) provides a durable, responsible cooperation of state and business structures for the development and implementation of projects and programs of resourced, quality output and matching expectations. The European Economic Commission notes that PPP allows neutralize the negative effect of the exclusive prerogatives of government on property and services, on the one hand, and, on the other hand, full privatization. PPP combines the best: private sector and its resources, management skills and technology; and the public sector with its regulating activity and the protection of the public interests [1, p. 7]. These advantages determine the consideration of the expediency of public-private partnerships as an effective and efficient tool for implementation of innovative forms of government -e-government and offer optimum use of the PPP model in the context of the mechanism for implementing e-government in Ukraine.

Review of Research Results

In recent years, the research of public-private partnerships as a form of cooperation between the public and private sectors in different spheres of state and society activities is investigated in a large number of domestic and foreign publications.

In particular, P. Shelepnytska [2], A. Polyakova [3], B. Danylyshyn [4], G. Mishenina [5], V. Mikheev [6], B. Varnavskyy [7; 8] and S. Danasarova [9] pay spatial attention to the theoretical aspects of public-private partnerships, consider international experience of PPP and of problems of its formation, analyze the advantages and disadvantages of this form of cooperation between the state and business perspectives of cooperation of the government and private entrepreneurship. However, in respect of the implementation mechanisms of public-private partnerships in the development of e-government projects, this topic is just beginning to be explored. Therefore, there is a need for consideration of various aspects of the use of PPPs in the implementation of e-governance in Ukraine.

The purpose of the article is to examine public-private partnerships as an effective and efficient tool for implementation of innovative forms of government –e-governance

and building models for PPP mechanism in the context of implementing e-government in Ukraine.

The main material

Analyzing publications of experts, we note the following features of public-private partnerships, as: clearly expressed public, social orientation; directivity for the implementation of joint tasks and interests of the state and businesses; achieving a common goal through a combination of tangible and intangible resources; implementation of socially important projects and programs throughout the country and its individual regions; financial risks and costs are allocated in proportion to the results achieved by agreement. Building a public-private partnership projects one-government in Ukraine should be supported by such directions of public policy, as: implementation of organizational, legal and resource mechanisms for financing government projects and programs for e-governance with the provision of government guarantees and insurance of risks of investors, that encourage attracting resources of Ukrainian and foreign private businesses; implementation of organizational, legal and resource mechanisms for financing government projects and programs for e-governance with the provision of government guarantees and insurance of risks investors will encourage attracting resources of Ukrainian and foreign private businesses; implementation of joint public and private investment of national IT-projects that are the basis for e-government; development and implementation of mechanisms to attract private investment for training and retraining of civil servants on e-governance; implementing network of advice centers for the public.

In implementing these policies, real working and required model of partnership between government and business will be created in Ukraine. This model will provide conditions for realization of the participation of business in building significant to society components of e-government and ensure the stability of the investment environment for the development and maintenance of architectural and technological information infrastructure and e-governance.

It is also necessary to develop investment policy in the field of e-governance, which involves the use of financial resources as funds from international donors and grantors; funds of commercial entities involved on favorable conditions for them (preferential terms of access to information, favorable economic conditions, tax incentives, etc.); local budgets; other sources not prohibited by the law.

Budgetary funds should be aimed primarily at creating core of electronic infrastructure (integrated information and telecommunications networks, national information resources). Funds of private structures may be involved for other tasks on mutually beneficial terms.

Possible sources of direct and indirect ways to return on investment are: income from the provision of information and administrative services to individuals and legal entities; new businesses and jobs information industry; saving resources; reducing the

operation costs; increasing revenue and rationalization of budget expenditures through the use of proven methods of financial flows analysis.

The leading role of investment in the public-private partnership in Ukraine belongs to the state. State investment policy is embodied in society through complex legal, administrative and economic measures aimed at promoting and active investing activities. In course of investment policy, government applies legal, organizational and economic methods, limiting direct administrative interference in investment processes to a minimum, sometimes government is an investor. For effective development and regulation of the investment market state must attract and optimize the use of investment, especially in e-government projects.

First of all, such projects can include the creation and maintenance of an Internet portal to provide administrative services to businesses and individuals; creation of a system of state and local governments electronic interaction; the implementation of departmental information systems for planning and management reporting as part of a unified state system for control of the public authorities activities to ensure the development of socio-economic sphere; support of electronic archive of electronic documents; introduction of electronic public procurement system; spread of experience gained during the implementation of pilot projects in e-government, such as: *“Electronic Ministry”*, *“Electronic region”*, *“Electronic City”*, *“Electronic Village”*; training civil servants and officials of local government for implementing e-government; the use of new information and communication technologies for the participation of citizens and organizations in the public policy formulation and implementation, including supporting pilot internet-projects; formation of network communication culture based on partnership; recognition of the important role of the media as a platform for public forums and discussions through which citizens can defend the public interest; creation and implementation of integrated information-analytical system *“Electronic Ukraine parliament”* that will provide access of citizens to information about parliamentary activities and documents, and encourage the development of equitable holistic information society by the use of modern information and communication technologies and standards.

To implement this optimization problem is necessary to introduce such measures as: organizing expertise and competitive selection of investment projects and programs, search their executors; organization of the collection, researching and summarizing proposals of investors to provide and receive foreign and domestic investment, accounting applications of investors and recipients to participate in investment projects and programs; registration of investment projects and programs. Its creation will automate:

- collecting, accounting and consolidation of recipients' applications with the possibility of combining applications by the same type of projects and programs to obtain the best terms from investors;

- collecting and accounting for all investors offers that allows to analyze and predict the state of the investment market;

- expertise and competitive selection of projects and programs.

The implementation of such system will overcome divisions of investors and recipients, attract the best professionals and experts for examination of investment projects and programs (information to make their expertise and conclusions will be available simultaneously and fully), provide the openness of information for all participants of investment projects, transparency of competitive selection, competition among investors. Track the implementation of investment projects and programs will create a database of reliable investors' and develop appropriate system privileges for them.

Equally important state-managerial function is to provide information for the participants of the investment market about: the existing legal framework of investment; procedure of state registration and licensing of professional participants of the investment market; system of taxation, customs, import-export, trading and financial benefits provided by law and international contracts of Ukraine; protection of the rights of domestic and foreign investors and others. Information function can provide government portal as an essential element of transformation of ways of organizing and providing services to individuals and legal entities, as well as a means of providing the best integration of e-government services and the national association information. It should provide information services to the participants of the investment market; ensure the participation of all participants in the discussion of investment decision and legal framework, concepts and strategies of state support and state regulation of investment activity.

Creating an information space of market participants have a positive impact on the development of the investment market for e-government projects, which provides: consultation and information exchange between Ukrainian and foreign participants of investment processes, information monitoring of investment cooperation projects and programs, use of national information resources to assess the economic and social effects of investment projects and programs, assistance to formation of infrastructure investment for international cooperation in Ukraine.

As noted in the Strategy of Information Society Development in Ukraine [10], the process of implementing e-government is slowed and insufficiently coordinated today in Ukraine: the results of development and implementation of information and communication technologies to order of state agencies do not always have a systemic character; modern means of access to public information of government agencies, other public information are introduced slowly; local governments, compared with central executive authorities have significantly lower levels of information and technology provision of administrative and management processes, and the development of information technology infrastructure and public information systems; systematic approach to the implementation of electronic document interacting in an integrated electronic information-analytical system of government, which is designed primarily for

interagency information interaction is absent; the tasks of building the information infrastructure, decision making and standards in the field of electronic information exchange on inter-institutional level and between government agencies, individuals and organizations, that are especially important in the further development of electronic information systems, are not implemented; receipting and permanent archiving of electronic documents with digital signature is not provided; level of computer literacy of civil servants and local government officials is low, which actualizes the issue of lifelong learning and skills assessment using information and communication technologies; digital divide in information and communication technology is stored; problem of broad band access for users and low quality indicators of access to Internet are stored.

The above problem can be solved more effectively with the introduction of public-private partnership model. One of the current e-government projects is the development of electronic administrative services market, involvement of the private companies (in cases, when services can be implemented without deciding officer to provide services in the absence of threats to national security, personal data and privacy of citizens) and delegating them the right to provide such services on a competitive selection based on management contract and concession, that significantly improve the quality and efficiency of service delivery.

Service delivery by public authorities are accompanied by the high cost and low quality of service, the introduction of service standards and administrative regulations do not provide a significant improvement, as concept of service state are not acceptable and understand for most civil servants. Only effective transparent competition of private companies with sufficient regulatory and legal framework will provide the appropriate quality and reduce the financial and social public expenditures.

Conclusions

Thus, the public-private partnership implies limiting of the state's role only by creating the legal mechanisms for partnerships; providing access to resources for private business entities that is controlled and created by the State; providing tax preferences; preparation of technical objectives of project and consistent with private companies business plan of the project. The role of private enterprise is a turn based financing and implementation with e-government projects. The private sector, using state assets and guarantees brings organizational experience, knowledge and “*know-how*”, invest, minimizes risks of entrepreneurial activity. The distribution of risks and responsibilities of the transaction is one of the key issues of partnership. In general, the state remains the political and social problems, and the private capital translated into all operational and most of financial risks.

It should be noted that in the public-private partnership in the field of e-government contradictions of different motivations of public and private organizational approaches are leveled, as final result of the implementation of state project program is to improve the quality of life of citizens as the main purpose of public administration.

Implementation of e-governance projects will provide: increasing transparency and openness of the local government and on the basis of the reduction of corruption in the country; improving the quantity and quality of administrative services, information services; reducing service time of individuals and entities; reducing administrative barriers; reducing the cost of administration; improving the efficiency of public authorities; improving citizen satisfaction.

The political results are: openness and transparency of public authorities; increasing the participation of citizens in the formulation and implementation of public policy, substantial increase of trust in government, public awareness about public authorities activities and reduce the information gap between the public and public authorities; increase in the involvement of citizens in democratic processes, increase citizens' involvement in matters of governance; increasing the efficiency and effectiveness of implemented public policy.

It is necessary to change institutional structures, to provide political support and adequate regulatory and legal framework, particularly in the part of public-private partnership mechanisms for the effective implementation of e-governance. It is also advisable to develop a strategy for e-governance in Ukraine and according to its the Action Plan that includes road map development and dissemination of pilot projects (such as “*Electronic region*”, “*Electronic City*”, “*Electronic Village*”) and incremental implementation methodology based on priority and integrated business process reengineering and administrative regulations.

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ETHNOGRAPHIC MUSEUM IN THE OPEN AIR AS A COMPONENT OF A MODERN TOURIST PRODUCT OF THE REGION

Introduction

The concept of tourist product is very broad and generally means all goods and services produced and purchased in connection with travel outside the place of residence [2]. J. Altkorn divides understanding of the tourism product into two basic forms [1]:

- tourism product of an institution,
- tourism product of an area.

According to V. T. C. Middleton [9] the last one covers:

- natural and anthropogenic qualities,
- infrastructure and services of destination
- availability, image and the price paid by the customer.

Tourism product of an area can be understood in three ways:

1. The area itself is a tourism product (e.g. Rhodes, Cracov),
2. The tourism product of an area consists of universal touristic products found on its territory (e.g. places of entertainment, leisure, recreational facilities),
3. The third approach is centered on the particularity, originality and even uniqueness of tourism product, existing only in the area (e.g. food specialty of the area, the Warsaw Rising Museum).

The conclusion is that the basis of building (creating) the tourism product of the region is always (and should be) its specificity and potential, which are the region's infrastructure and natural and cultural heritage.

According to the classification of tourist attractions by Ritchie and Zins cultural heritage includes, inter alia, work, outfit, architecture, folk art, history, traditions, art and music, gastronomy (fig. 1). In this context, it is not surprising that the open area museums have a special place among the products of the region and important role in building the tourism offer based on their uniqueness and individuality. Indeed, all previously mentioned elements can be found in the offer of ethnographic museum.

Their importance in the creation of a modern touristic offer of the region is also a result of the specific trend observed (according to cultural theorists) since the mid-90s, which is referred to (to quote W. Kowalczyk) *panmusealization* of reality. The newly opened museums are dedicated to every possible theme: “*laces and areas, time intervals, real and fictional characters, most varied subjects, objects, works, events, activities, professions, customs, ideas, phenomena, processes, directions, etc., etc.*” [4]. As further noted by the author, the growing popularity of museums is due to social changes but also changes in the approach to the institution of the museum. The significance of promotion of museums' image in the media is increasing, the ability to attract viewer and provide him with an exciting entertainment.

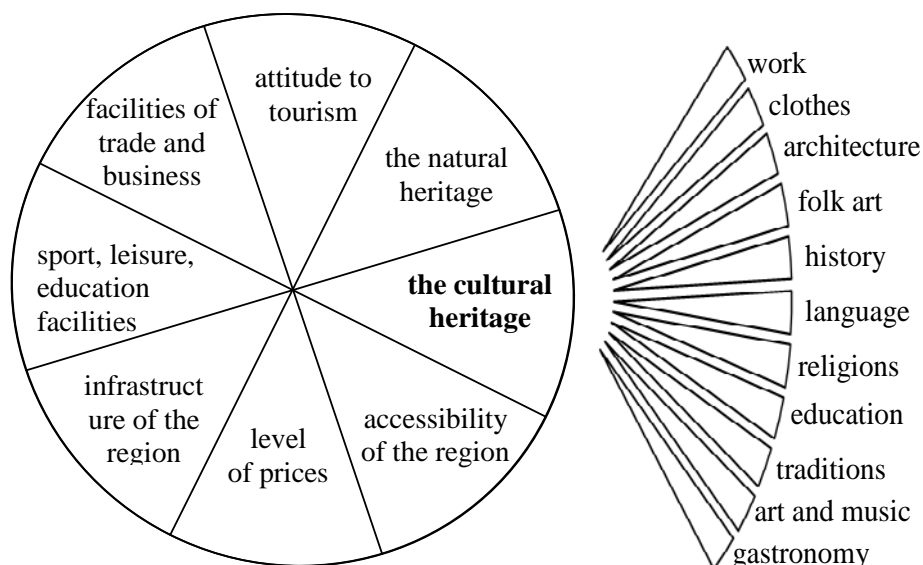


Figure 1. Classification of tourist attractions by Ritchie and Zins.

Source: Own elaboration based on [5, p. 90].

The previously main features - creation of the collection and its protection become less vital. The importance is gained by new information technologies, digitization of collections and virtual image manipulation. This is a natural consequence of the expectations of the younger audiences and the general trend of museums of adapting to the requirements of the tourism market.

Interest in open-air museums is supported by current fashion for “rusticity”, ecology, healthy lifestyle and a return to nature. On one side, it generates demand for regional, local and traditional products, on the other, interest in the subject and active participation in the events consistent with this trend.

Open-air museums in Poland– the scale of the phenomenon

Over the last 17 years (due to the availability of data, ending in 2012), the number of museums (according to Central Statistical Office in Poland - GUS data) increased from 589 to 768, which means the increase of 76.7%. Year 1995 was adopted as a base year as it is regarded as the beginning of the Renaissance of the museums. Unfortunately, there is no data on the number of open-air museums in the analyzed period. In addition their aggregation is impeded by the fact that only from 2010 they were extracted as a separate item. In 2009 (according to GUS data), they were classified as ethnographic museums, and before that, concluding on the basis of the presented data, included in the category of “other” (fig. 2)².

² The data provided by the GUS should be treated with caution because other institutions and researchers of the culture and museums present far greater value. But even they differ from each other. Institute of Museology and Protection of Monuments in Poland reports that the number for 2014 is 519, with 818 branches. In 2012 authority in the field of museology,

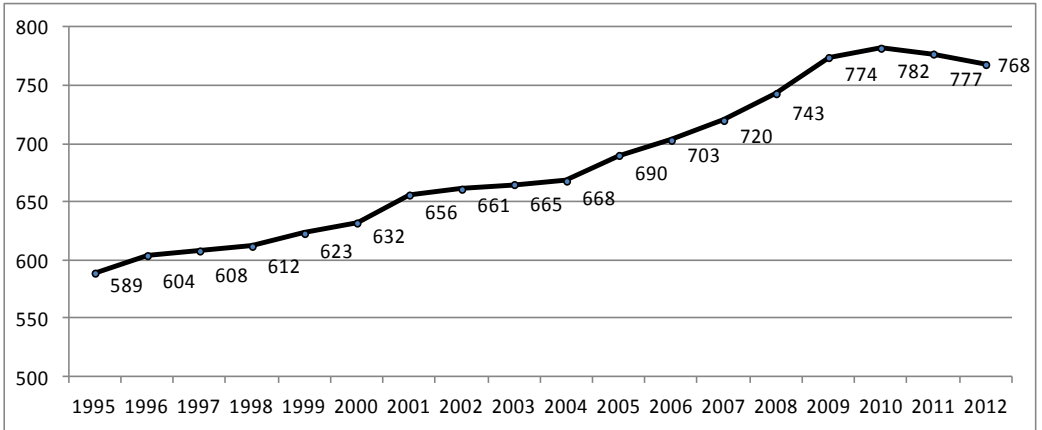


Figure 2. The number of museums in Poland in the years 1995-2012.

Source: Own elaboration based on the Central Statistical Office, Local Data Bank; www.stat.gov.pl (20.04.2014).

Even today it is difficult to determine how many open-air museums exist in Poland. This is due to discrepancies in the information from different sources resulting from ambiguous classification of those type of objects. Association of Open-air Museums associate 37 of such museums [15]. Website Skanseny.net lists 60 [6], popular Wikipedia 73 [11] and the website of the enthusiast of this subject, Wojciech Litewiak, even 105 [8].

Most Polish open-air museums are located in the southern part of Poland. Rich in heritage parks are regions: Wielkopolska, Pomorskie and Podlasie. For understandable reasons, the least of such facilities is located in the Western Pomerania.

Is the dynamic growth in the number of museums reflected by the increase in attendance at the museum institutions? The same as in the instance of the imprecise number of museums, there are no specific data on the number of visits to ethnographic museums in the open air. The data available on the GUS records only interest in museums in general. However due to possibility of presenting sectional interest in museums, they are worth citing here.

professor D. Folga-Januszewska estimated their number at almost 1200, and at the end of 2010, in her opinion, there were exactly 1038 [13]. GUS data, despite its inaccuracies, have the advantage over the other, that they retain continuity in the years. This allows trend analysis.



Figure 3. Map of open-air museums in Poland created by Wojciech Litewiak in 2001.

Source: [7].

Analyzing the number of museums visitors in Poland in the years 1995-2012 it can be noticed that the museum's boom is reflected in the increase in attendance, although not as rapid as the rise in the number of museum. Growth in attendance despite decline in 2001, 2006 and 2009 has a constant positive trend. After quiet relatively stable years 1995 - 2002 (during which the number of visitors has dropped even to the level of the base year), the next 11 years showed increase in the number of visitors to the museum from about 16 million to 26 million. (62.5%). Particularly strong growth could be observed in 2007 and 2010-2012.

GUS data for 2009 shows that ethnographic museums (and among them open-air museums) represent less than 7% of all museums in Poland. 7% is also participation of visitors in this type of museum in the total number of visitors. One open-air museum has statistically (data for 2012) nearly 40 thousands visitors a year. This puts the open-air museums in the 5th position among the 16 listed types (more popular are: artistic, martyrdom, natural and design), [10].

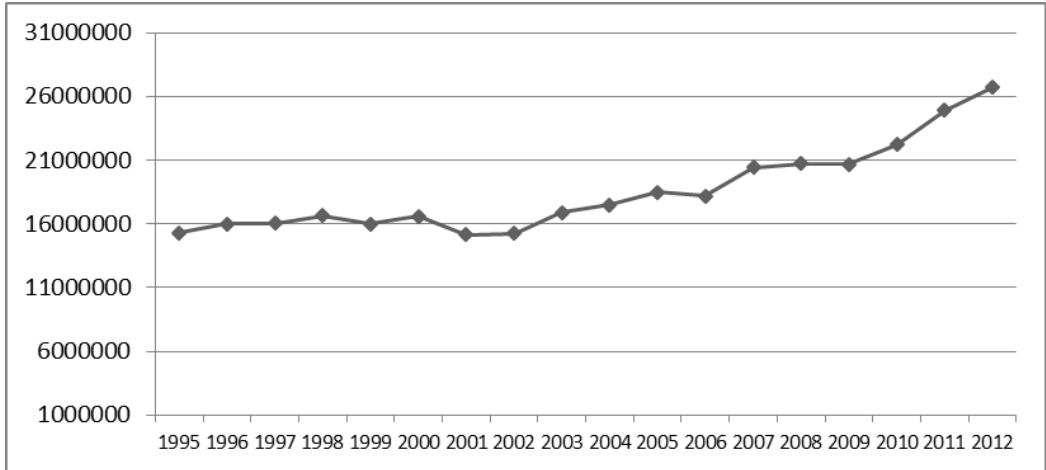


Figure 4. The number of museum visitors in Poland in the years 1995-2012.

Source: Own elaboration based on the Central Statistical Office, Local Data Bank; www.stat.gov.pl (20.04.2014).

Open-air museums in reaching out to the recipient

A tourist who wants to spend time attractively compares visit to the museum with a visit to the theater or philharmonic, but also with mass entertainment offer, i.e. zoo, amusement park, waterpark, cinema, football game, a rock concert and even disco or pub. His choice of way how to spend time depends on perceived attractiveness of each offer and stimulants promising exceptional experience. Therefore the museum, despite being a representative of the high culture, in order to attract the attention of buyers, must customize the presentation of its resources to their requirements. This situation forces use of various, every time more attractive forms of presentation. Museums are trying to be easier to read, more user-friendly, accessible and popular. Instead of seriousness of the contemplation of the exhibition, it offers atmosphere of the fair, festival or carnival and the language of communication is changed to simpler and more pictorial [4].

Methods to expose museum collections, as well as the transfer of knowledge about them, largely depend on the nature of the museum. Therefore, exposing collections through glass, or laced barriers (so the viewer can only watch them from a distance), popular several years ago, wherever possible has been replaced by modern forms of communication. Today's museums offer visitors a rich experience, involving multiple senses (not just sight, but also hearing, touch, smell and even taste).

An excellent example of the use of various, still modernized ways of presenting its collections is an open-air museum. The bases of presentation are static forms, permanent or temporary exhibitions in historic buildings with their arrangement and land development around (e.g. agriculture, rural gardens, and farm animals). This is supplemented by dynamic forms of experience recreating the historical process of creation or production (craft shows, handwork, working of machines, housewives activities – e.g. baking bread, churning butter). The next step is an active involvement of

the audience in the museum presentations. That means their participation in the shows and in various types of mass events (midsummer night, digging potatoes), which are inscribed in the calendar of museum events [14].

That's what events are today: an integral part of the tourism product which is a visit to a museum. Their aim is to enrich the visit, become a source of unforgettable experiences and therefore provide an incentive for future visits and recommendations to others. In fact events create greater possibility than the static exposure of acquainting visitors with the cultural heritage of the region. Because of their limited duration, they are a kind of holiday, a very important event in the calendar of the museum, which in one day is able to attract the big number of participants. This number is comparable with the number of visitors to the institution during the rest days of the year (the evidence for this, the author presents in [3]).

Nature of the proposed by museums events is a result of the existing (current or past) traditions in the region and practiced rituals. Time of event depends on the natural variability of the seasons or is planned in conjunction with other events (e.g. Night of Museums, Festive Fair). Most often organized are: folk art workshops, traditional crafts demonstrations, regional cultural festival, fairs of crafts, folk art, traditional food, Easter and Christmas fairs, open air painting, picnics, midsummer night, the harvest festival, farewell summer, digging potatoes. Celebrated are also holidays unique and exclusive for the region, for example: "*Black Wedding*" - rite of digging peat in the museum in Kluki.³

The forms of presentation the exhibits are complemented by the picture and sound records: videos documenting the intangible traces of human activity, or presenting processes unobservable by "*naked eye*" because extended in time (e.g. vegetation of plants, manufacture of textiles), or record of events: temporary exhibitions, demonstrations of rituals, etc. The viewer gets to know them by participating in séances (educational) or has the opportunity to purchase recordings. Multimedia techniques have an increasing importance in exposing collections. They support the process of exploring museums improving presented exhibitions. They enable presentation of an image in 3D, create a virtual image of the non-existent objects and allow familiarizing with the information about the collection by means of the phone application. Using semacode (picture codes) offer the ability to display images of objects through the readers.

Modern technologies allow also virtual tours, extensively used by museums, they give the opportunity to familiarize with the collections, view the interior of the museum, or "*walk*" around, learning information of the history of the museum and its resources. It would not be possible without the presence of a museum on the internet. It is understandable that today all ethnographic museums in the open air treat the website as the primary form of communication with the audience. Their content is wide-ranging. Some of the institutions are limited to the presentation of basic information about the museum and organizational information for visitors. But there are also those that offer Internet users: possibility of listening to extracts of recordings, watching documentaries,

³ Own study based on calendar events ethnographic museums in the open air.

historical films or reports of events in the museum or playing games online by kids. Some of them have a musical setting, and 18 of them offer mentioned before virtual walk through the museum. Particularly active on the internet is Kashubian Ethnographic Park of Theodora and Isidor Gulgowscy in Wdzydze Kiszewskie. The only museum, which offers Internet users the ability to download audio book containing a discussion of museum exhibits and option of downloading an application on the phone.

Museums in the open air does not cease in efforts to modernize their virtual offer. On their websites there are links to social media, collections of photos (Flickr, Pinterest) and local communities (e.g. OrbiTorun). Two museums (Ethnographic Park over Węgorapa - Museum of Folk Culture in Węgorzewo and the Museum of Kielce Village in Kielce, Ethnographic Park in Tokarnia) offer visitors *questing* - a field game that combines “*tourism with riddles*”. The aim of the game is to discover the natural and cultural heritage of the region (on the museums area) using cards published on the museum websites (i.e. Quest). Cards have rhymed commands and maps of the area and lead to a “*treasure*” by following defined route and performing assigned tasks [12].

Conclusions

Modern museums, including ethnographic open-air museums function on tourist attractions market, rich in a variety of offers, delivered by very many suppliers. Although for many museum curators still there is a dissonance between the “*higher*” goals of museum (documenting and preserving the heritage) and building the popular offer for mass audience. However, it seems that in the general sense, museums understand their subservient function and the need to adapt to rising customer expectations. Just as in other areas of life, the buyer demands an attractive, colorful message using modern techniques and, above all, the convenience of getting to information. The realities of the market are forcing museums to compete with others, often strictly commercial, entities. Moreover, this is a dynamic market, responding to the challenges of the present generation by creating new products and new ways of promotion. As observed, museums are also using modern tools, adding to their list sensory marketing, events and constant and active presence on the Internet. Statistics show that these activities are effective. Museums do not lag behind others in the fight for customer satisfaction.

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**PROBLEM FIELD OF TRAINING EXPERTS IN SOCIAL SERVICES
IN UKRAINE**

Current events in the world and Ukraine on the background of social and economic crisis requires increased government attention to issues of employment, including vocational training and retraining. One of the areas that need attention from the standpoint of the state to ensure competitive personnel which should provide quality services is the sphere of social services. Significance of growth and development of sphere of services, especially everyday services was examined in the works of such Ukrainian and Russian scientists as V. Androustchenko, V. Apopyi, T. Arbouzova, V. Babaev, A. Z. Varnalyi, V. Gamayunov, B. Danylyshin, M. Dolyshnyi, G. Drobyshev, O. Morgoulets', V. Ratgaizer, O. Reshetnyak, O. Rodina and others. Most researchers represent such sphere which has economic focus in terms of the efficiency of enterprises providing the public services, but the problem of staffing this area is not investigated.

In government programs of social and economic development of red tape is a problem of active policies to promote employment, government regulation through the introduction of market mechanisms that would ensure the optimal level of employment and the balance of demand and supply of labor in the labor market. Actions of this policy are:

- recovering economic situation and investment activity in the country; creation of a new industrial structure, supporting domestic producers; development of a system of new jobs, increased demand for labor in the priority sectors of the economy;
- stimulating individual initiative, enterprise development, small and medium-sized businesses, helping to create new jobs;
- improving the system of remuneration and social protection;
- improvement and renovation of vocational training and retraining, both in schools and in the workplace; preventing of mass lay-offs [8, p. 8].

Analyzing the dynamic needs of workers in the period from 1999 to 2013, we see a gradual increase in demand by 2005 (186,6 thousand persons), and then another two years slightly decreased to 169,7 thousand persons. Attention is drawn to the sharp drop in the needs of workers to the economic crisis in 2008 to 91,1 thousand persons, and in 2009 – 65,8 thousand persons. It can be argued that in 2010-2013 the demand for labor decreased from 63,9 thousand persons to 48,6 thousand persons for all professional groups [5].

Let's note that in this period was the greatest need for qualified workers with the tool, but during these years it decreased from 13,2 to 9,7 thousand persons and the lowest one for skilled workers in agriculture and forestry, fish farming and fisheries from 0,7 to 0,6 thousand persons. For example, other professional demand of enterprises in 2010-2013 was:

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- legislators, senior government officials, executives, managers (stewards) - from 5,7 to 4,3 thousand persons;
 - professionals - from 9,0 to 8,2 thousand persons;
 - professionals - from 7,4 to 5,9 thousand persons;
 - technical staff - from 2,2 to 1,3 thousand persons;
 - workers in the sphere of trade and services - from 7,9 to 5,1 thousand persons;
 - Workers in maintenance, operation and control of the work process equipment, assembly equipment and machines - from 7,9 to 6,7 thousand persons;
 - elementary occupations - from 9,9 to 6,8 thousand persons [5].

Secondly, the analysis of needs of manpower and the proposition (from the unemployed population) by occupation indicates a gradual recovery in demand for representatives of almost all groups of occupations (increasing demand for qualified workers with tools, reducing the need for qualified businesses agricultural workers and a large demand for service workers and trade). During 20 years the production of skilled workers decreased by 34.3% and of specialists with higher education increased by 1.8-times [7].

The percentage of unemployment in any group of workers may be particularly high because its members are hard to find the work after they have lost it. In addition, failure to start professional formation leads to loss of competence, sometimes to retrain, resulting in financial losses of state (unemployment benefits financing specialist training). It is proved that after six months of job search begins the most dangerous phase when the signs of destructive personality changes starts. In future the person feels helpless and reconciles with the situation, gets used to inaction as well as specialist loses professionalism and acquired skills. Due to complaints from employers on the level of training, the rate of technological progress and sometimes lack of experience or lack of time a person can quickly lose any chance to find a job in the labor market. Therefore, in the context of the concept of “*lifelong education*”, targeting small and medium business training and a middle class in Ukraine is particularly relevant the training and retraining specialists in social services.

However social significance of everyday services is in possibility to save time and in satisfaction of needs that have initial character but people can't be always satisfied by self-service caused by different reasons. Contemporary growth of need in everyday services grows thanks to passage to postindustrial society and approach to worker from the positions of “*people's capital*”. That's why there is need in creative individuality with high level of professional preparing which has possibility to open its potential in full size and to get public recognition. Now considerable quantity of people must change profile of their work, learn new specialty, work in several places (need of liberation of additional time).

Because of fulfillment of everyday services it is guaranteed the main rights of man and it is also carried out forming of individuality itself, services are “*social ones*” not only thanks to realization in social sphere but thanks to society's significance and existence in the interests of society. So to the main indicators of level of social

development of country it can be related assignment of services by the sphere of social and everyday services.

In perspective the development of sphere of social and everyday services will put into practice thanks to the creation of business structures, because the main advantage of sphere of services is the reality that the most part of its branches doesn't need big financial resources on its development and it has comparatively fast term of payback. For example, according to the law of Ukraine *"About employment of population"* State policy of employment of population must favor *"guaranteeing of effective employment, warning against unemployment, creation of new working places and conditions for development of business, coordination of activity in the sphere of employment with other directions of economic and social policy on the base of state and regional programs of employment"* [3, p. 3]. It is necessary to note that with the aim of creation of conditions for fulfillment of right of citizens for work the State foresees *"increase of mobility of workers"*, *"favors to business, creation of small enterprises"*, *"other actions that favor keeping and development of system of working places"* [3, p. 6].

So dynamics of development of sphere of social and everyday services in Ukraine conditions the fact that it attracts small and middle business (priority direction of development of native economy), gives a great number of professional services that don't need considerable capital investments, guarantees service not only physical but juridical persons, fast payback of invested money, considerable potential in guaranteeing by the place of work great quantity of workers of able to work age and high potential of development thanks to mobility (fast reaction on new and progressive).

Contemporary stage of development of sphere of social and everyday service is characterized by search of optimum structural regulations in future model of social-oriented market economy, namely place and role of sphere of service, because sphere of service satisfies those needs in society, that, properly, determine economic growth, favor development of business and forming in Ukraine middle class, which makes economic reforms irretrievable. Namely high percentage of small and middle enterprises in economy means that wide layers of population join to business and accordingly to this fact, material resources are distributed among the biggest quantity of citizens. We notice that middle class perfects the quality of life through the influence of economic development of society, because the representatives of middle class are or self-occupied, that thanks to their professional qualities can guarantee work for themselves, or businessmen, that create supplementary working places. *"Advantage of economic growth is not in the fact that it makes people happier, but is in the fact that it broadens their opportunities to choice"* [10, p. 32].

Besides, representatives of middle class are the main producers and customers of everyday services. In contemporary conditions more and more people and organizations refuse from solving everyday problems and address to proper specialists. Everyday services are inseparable attribute of contemporary existence of man, directed to satisfaction of everyday, vital needs of man, guarantee his normal life activity, and improve everyday life and quality of life.

To the minds of researchers middle class consists of those people, that have not big property (small and middle business) and of those people, that have not property but they have high qualification and opportunity to get high salary. But middle class is not similar, depending on present property, education, professional status and so on. Authors stress that specific understanding of term “*middle class*” means social unity which has definite descriptions, proper to middle class of contemporary western society: sufficient level of profit; ownership of sufficient realty which would guarantee relative freedom and independence, presence of own deed; high professional education and qualification; relative satisfaction with its status, moderate political conservatism, interest in support of social order [4, p. 152]. In Ukraine it is possible forming of middle class thanks growth of part of middle-profit part of society, thanks forming of ideology of middle class on the principles of definite system of values for achievement not only material aims but professional self-realization and self-expression of individuality, growth of professionalism, possibilities of small business. “*It is possible to examine the fact of forming of middle class in a quality of important criterion of effectiveness of reforms, as illustration of firmness of all system of economic, social and political institutions*” [1, p. 151–152]. During the process of changes of middle class into influential element of social structure, it begins to fulfill function of softening of class conflicts, support of social consensus and stability of society. Besides namely this class is always an active subject of labor-market and it is interested in presence of working places. Namely representatives of this class give job for growing of income holding of more than one office, on several working places, using flexible graph [4, p. 80-82]. We notice that in developed countries they are the biggest part of society, and Ukraine can't represent the same position.

After all, the middle class can not occur automatically and requires certain actions by state and local governments. The middle class, which is representative of small and medium enterprises, is composed of many workers in the field of social and personal services, acts as a supplier of high performance through taxes, the formation of the financial activities of state and local governments. Because of paying taxes, the middle class is capable of supporting socially passive population and thus act as a guarantor of the implementation of government social programs.

Small business in the sphere of social and everyday services requires attention from the local authorities, so as the middle class could fill a budget, help stabilizing the economy of the city and decide the problems of employment.

Local authorities will not have the real opportunities to invest local small businesses and entrepreneurs and to implement joint programs in order to meet consumer needs of the residents of communities in personal services the local budget if not laid a single article “*business development*”. In addition, create obstacles of effectiveness local government policy can: weak regulatory and legal framework to support small businesses; strengthening the administrative burden; lack of an effective mechanism for financial support; tax pressure; instability in the business environment [2]

Thus, on the local level of bodies of executive power which activities directly affect the formation of the middle class in the region, particularly in the sphere of social and personal services, and therefore contributes to the development of this sphere.

In the programs of the development of everyday service worked out on regional level the necessity of creation of contemporary system of preparation of skilled workers for giving of everyday service constantly stresses, because specialists of sphere of social and everyday service can develop small and middle business, favor the process of forming of the middle class. At each of these programs provides one of the aims of human development and social potential by the way of inculcation of contemporary programs of training, retraining and formation of qualification of proper personnel and one of the tasks is perfection of system of training and retraining of personnel with the orientation on small business. Moreover, in the Programs of development of everyday service of population of regional, local and district levels, the main tasks are: restoration and further development of net of enterprises of everyday service of population, improvement of image of working professions in the sphere of everyday service, creation of favorable conditions for fulfillment of activity done by businessmen in the process of giving of everyday service for population.

Among the reasons of low quality of giving of everyday service specify qualification of the considerable part of specialists that work in the sphere of everyday service, and their qualification doesn't correspond to the demands of markets conditions.

During the Soviet time the service sector was not underdeveloped because of the lack of full market relations between the producers and the consumers of services, slow response of the public service producers to changes in the consumer demand, low competition between the producers of services, the state monopoly in many areas of service, particularly in the banking, insurance, foreign trade; restrictive barriers to provide a range of services. As you know the monopoly of the state ownership and centralized policy management in the USSR did not contribute to the flexibility and orientation to meet the diverse needs of people and businesses, and personal services (some species) exist in other sectors of the economy as industry groups of public services, including which were held 2-3 times a year meetings, seminars and meetings of the relevant professionals.

The specific features were led to the isolation of community service as an independent branch to a large extent that is unique to enterprises of service life. In particular, the local nature of the most industries, personal contact of the consumer (customer) with the artist or representative of the household services; simultaneous execution of the functions specific to the industrial production and retail (sales of services at different prices); dependence of consumer services from fluctuations in demand for domestic services in each season of the year, month and even working hours of enterprises; often the result of professionals work providing domestic services must use values that do not take material form, but in a commodity money relations are popular articles. Depending on the functions that are performed by workers of enterprises (organizations) the community services were divided into the following

categories: workers (primary and secondary), students, engineers and technical workers, employees, junior staff and workers protection. The main form of training skilled workers in the USSR was training in vocational schools.

At the end of the 1980-s they were not satisfied in services even minimum needs of customers, according to worked out rational standards, namely “*guaranteeing by everyday services was 77% from standard, for example; repairing and building of dwelling – 8.6%, repairing of transport – 14.1%, chemical cleaning – 29.8%, barber’s services – 43.4% and so on*” [9, p. 215].

In 1986-2000 it was planned to implement measures aimed at improving professional training and retraining workers of service life. Every year more than 21 thousand specialists were planned to prepare for the industry vocational of Ukraine. Since the late 90's the increasing quality of living led to the revival of demand in the domestic services. At this time the development of the consumer service were aimed primarily at overcoming shortages of goods and services by maximizing use of existing and creation of additional capacity at the service enterprises. The financial performance of community service in 1996 (book profit) totaled 23.3 mln.grn. from which 40.3% is the share of small enterprises. In 1997 it was already 66.1% [6, p. 77].

Thus, to solve these problems it is important to set up the social interaction and partnership in the “*labor market - the employer - an educational institution*”. The new situation has created a new need - to have information about the potential demand for the graduates of a particular profession, to know the qualification and other requirements; which will be offered for them by employers, to shape the adaptive capacity of the graduates. In these circumstances the educational institution must focus primarily on the needs of the labor market, specific requests of employers, their requirements for qualification and quality of work of a specialist. And in modern terms the question of Formation of new relation system between educational establishment and enterprises, unions of employers, service of employment becomes more actual – so with everything who is in the system of interaction.

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**MODERNIZATION OF MODERN PROFESSIONAL DEVELOPMENT
OF FOREIGN LANGUAGE TEACHERS IN THE PROCESS
OF POSTGRADUATE EDUCATION**

Introduction

The gradual converting of Ukraine to more opened society began to stimulate wide development of international cooperation; integration of Ukraine in European educational space, tacking to Bolonskiy process began to stimulate wide development of international cooperation.

The question of development of professional competence of teachers of foreign languages appears especially sharply, as it is related to the progress of world concord trends: the social cultural context of studding foreign languages which are included in the system of languages of international intercourse changes.

The problem of our research is conditioning, contributory infringement to development of professional competence of foreign languages teachers in the postgraduation studding. A practical task for us became analysis of the problem exposure of contributory infringement investigated by development of professional competence of foreign languages teachers, creation of innovative environment of process of professional studies, development and selfdevelopment of teachers and verification of the developed technology of foreign languages teachers professional competence development in the postgraduate education.

Analysis of scientific researches and publications

The scientific positions in relation to introduction of competence approach exposed by the research workers as O. Pometun, V. Krayevskiy; the specific of adult' education - T. Brazhe, S. Zmeyev; the oriented pedagogics - O. Pekhota, C. Sysoyeva; communicative foreign education –V.Barcase, G. Voronina, V. Red'ko; innovative technologies in studing - Y. Polat, I.Yakukhno; pedagogical terms - O. Leontyev, I. Nayon and also forms and methods of technologiesstudies -V. Bepalko, R. Lerner, M. Skatkin etc.

Actuality updating of maintenance and directions of development of professional competence of foreign language teachers is predefined by the processes of modernization of postgraduate education and Ukraine integration in to the world and European educational spaces. These all, and also the account of the newest scientific achievements and socio-economic progress of Ukraine and world, Project of Union of Europe trends in relation to a linguistic policy, perfection and introduction of new modern forms and methods of studies requires bringing maintenance over and directions of development of professional competence of teachers of foreign languages in the postgraduate education to the international standards.

Necessity of making alteration to the process of the postgraduate studying of teachers of foreign languages, which represent the modern requirements to

education, induced to appeal to the module studies, as actively inculcated in the domestic educational system, and to correlate with certain terms which assist to development of professional competence of teachers of foreign languages in the postgraduate education.

Process of professional development of teachers in educational industry the “*Foreign language*” (FL) in is not only a continuous process but also process is managed, based on attitudes toward his participants, which leans not against administration, but on creation of optimum organizationally pedagogical terms, necessary for development and selfdevelopment of personally - professional skills of teachers of FL [1; 7].

The purpose of our article is illumination of modernization of educational process of teachers of foreign languages, development of their professional competence with creation of innovative environment, contributory infringement of teachers self-development in the postgraduate education.

Basic material

A modular code optimum allows the teachers of foreign language is not only reproducing the new knowledges in the postgraduate education, but to operate in non-standard situations, using the knowledges for achievement of optimum result both in a course and in intercourse period. Essence of module studies is seen in a presence by possibilities to work independently with the offered individual educational program, which contains the plan of actions, block of information and methodical instruction for gaining end of studies. The function of teacher for adults consists in control, advising, co-ordination of actions of foreign language teacher, in a capture information and professional skills.

Certain by us and the accepted sequence and stage-by-stage of actions of module studies: introduction, training, fixing of subject with supporting signals, presentation of problem tasks, their explanation and decision with the use of individual, cooperate, group work. Relative independence of elements (training, project, special course and others like that) due to determining their amount and sequence of introduction of such elements is foreseen in the process of selfstudies of foreign language teachers in the postgraduate education after offered block module by the program. Reverse connection is provided through the entrance, initial diagnostics, intermediate and summarizing control scope to the module.

Taking into account the levels of professional competence of teachers are preliminary diagnosed, the educational process, contributory infringement to development of professional competence of teachers offoreign language, is modelled, conducted on the basis of variant constituent educational - thematic plan of course preparation of teachers in the postgraduate studying. Table of contents problem - rich in content blocks educational - thematic plan represents basic directions of educational foreign policy of the state on the modern stage, new forms, methods and technologies of studies to the foreign languages in schools of different type, the question of

sequence of the programs of preparation of foreign language teachers takes into account in the system of institute of higher, after institute of higher pedagogical education and contains modern pedagogical, information foreign communicative technologies with the elements of social cultural information [2; 57].

Table of contents of linguodiductive and communicative blocks of on-line tutorial of development of professional competence of teachers of foreign languages in school directed on the high-quality update of methods of foreign language studies, bringing them to conformity with the European educational standards and norms [3, p. 164], filling of educational process by innovative and interactive technologies with the use of communicative technology (tab. 1, tab. 2).

Table 1. The fragment of educational thematic plan of course of postgraduate studying. Communicative block.

Table of contents	Hours	Lecture	Practical	Independent work
The modern approaches to the studying of foreign speaking	4	2		2
Interactive communication	8	2		
Practical work “ <i>Business English language</i> ” (special course) conditions of efficiency of studies of foreign languages	20	2	6	2
Interactive tasks in the situations of business communication with development of receptive and productive types of activity			2	2
Exercises for studies the dialogic speech			2	2
Role game as form of organization of educational process of foreign languages		22	22	
The using of discussion on the lessons of foreign languages		22	2	2
Writing means of foreign intercourse (special course)	12	2		2
Official and personality letters			2	
Rule e-pistle			2	
Questionnaire and resume as facilities of the writing speech			2	
Writing of essay and summaries with different elements			2	
Diagnostics (entrance, initial)	2		2	
.....
All (hours)	46	12	22	12

The purpose of communicative block is development of communicative and social competences, namely, perfection of abilities of business intercultural speaking, organization of the logical speech taking into account the stylistic and genre features of the communicative broadcasting, adequate accordance of vocal formulas (to steel expressions, phraseology turns, of communication signals and others), in accordance with sociocultural features.

Table 2. The fragment of educational thematic plan of postgraduate studying of teachers. Linguodidactive block.

Table (theme, subtheme) of contents	Hours	Lecture	Practical	Independent work
Educational standards of foreign language within the framework to competence approach	4	22	2	2
Professional competence of foreign language teacher: essence, structure, development	6	2		2
Training “ <i>The development of professional competence of teacher of foreign language</i> ”			2	
Innovative linguodidactic technologies of studies of foreign language	26	22		2
Method of projects and its possibilities		2		22
Pedagogical mini project “ <i>Teacher of III millennium</i> ”			4	
Technology of organization of the pedagogical training		2		2
Training “ <i>Intercultural education at school</i> ”			4	
Computer-integrated lesson as innovative form of foreign language studies		22	22	22
Preparation of foreign language teacher to the using the communication technologies in the foreign language studying	10	2		44
Features of organization of lesson using the interactive board and multimedia facilities of foreign language studies			2	
Model of the lesson with using the Internet resources			2	
Monitoring of professional activity of foreign language teacher	1	2	22	42
Scale evaluation of domain speaking skills (European recommendations)		2		22
Tool of evaluation and self-evaluation of foreign language teacher’ professional activity. Plan - analysis of the lesson		2	22	22
Personality maps and plans of selfdevelopmentce of foreign language teacher			2	22
Portfolio as a mean of selforganization and selfdevelopmentce of foreign language teacher and his professional competence	12	2		2
Teacher’ Portfolio. Models of portfolio			2	2
Pupil’ Portfolio as a mean of evaluation of his achievements			2	2
Diagnostics (entrance \ initial)	2		22	
.....
All (hours)	76	118	328	30

Table of contents of communicative block of development of professional competence of foreign language teachers in secondary school it is determined by intensive professional contacts in the area of education and dialog of cultures, which is possible on condition of co-operation of cultures, — difficult and many-sided process which is presently understood as intercultural communication, that aggregate of specific processes of co-operation of people which belong to the different cultures [4, p. 98]. Perfection of communicative skills and abilities place is taken in form classes of masters, video of employments, cinema lectures, case studies and others.

The purpose of linguodidactic block consists in opening before the foreign language teachers the new directions of languages teaching and studies; in the improvement of them methodical, linguistic, psychology and pedagogical competences (abilities to determine the aims of lesson, his maintenance, structure, gather additionally facilities of studies, effectively to use innovative technologies, skills of work with communicative technology and others). Also this block is included by a capture teachers by the methods of reflection and planning of own professional activity.

Lingvodidaactive block is foreseen by the analysis of method of organization and conducting lesson and interactive employments on material of theme the “*Business English language*”, analysis of the system of the existent going near the studies of language, development of teacher’ Portfolio as to the mean of perfection and development of professional competence of foreign languageteacher, planning of modern technologies of work with multimedia facilities of studies of foreign language, and also development of skills of selfmonitoring of professional activity and others.

Selection of maintenance and methods of studies in the secondary schools place is taken within the framework of the declared themes of courses, taking into account demand of foreign languageteachers, on the basis of analysis of their necessities (needs analysis), aims (goals and objectives), choice of technology of development in the postgraduate studying of foreign languageteachers (selection of teaching and learning activities), and also systems of evaluation criteria (evaluation of the outcomes) [5, p. 105; 6, p. 342].

By the noticeable feature of developed by block - modular code in comparing to traditional there is a certain volume of independent work of listeners from to the module, principle of parity appears in what; it is built on the basis of blocks or modules, separate themes or problems, any of them can be eliminated or transferable. The table of contents of the blocks presented by us can vary depending on a level the postgraduate education listeners of courses of in-plant training of teachers of foreign language, their professional queries, as secondary schools, which presents teacher of foreign language, forms of studies, put tasks and other factors who provide the process of development in the professional competence of teachers of foreign languagein the postgraduation studying in accordance with a social order.

Making alteration in maintenance of education of teachers of foreign language was based on principles: system, situation, rich in content integrity, problem, parity,

monitoring, continuity of studies, atmosphere of psychological comfort, individual approach, complexity of the use of select methodical facilities and organizational receptions in subject - subject studies [7; 5].

Also semantic and organizational filling block – module was directed on development of personality of teacher by facilities of actualization of motivation; on the awareness of meaning fulness of adequate self-appraisal of own professional activity, acceptance and realization of process of self-development the professional competence of foreign language teacher, enriching of informative space in relation to professional knowledges, abilities; satiation of educational environment by the modern effective methods of studies; development of critical thought; capture teachers by interests and skills scientifically - research work, creation and use of methods of influence; fixing of organizational abilities, foreign communicative knowledges and skills is with the using computer of technologies.

Basis of the program *“The Modern professional development of Foreign language teacher”* the program served as from an object *“English language”* and *“Statute about typical curricular and annotated programs of postgraduation training of pedagogical workers of the system of universal secondary education”*, educations and sciences of Ukraine recommended by Ministry, National educational scope, and also Law of Ukraine *“About education”*, *“About secondary education”*, *“National doctrine of development of education”*, Constitution of Ukraine and educational state standard [8; 9; 10]. Whole studies, tasks, certain skills and abilities which a teacher must seize, are expressly written in documents.

Within the limits of decision of tasks of our dissertation research, in the process of development block - a modular code, by us the certain terms of development were created the professional competence of foreign language teacher, which touched innovative environment and organization professionally, - personality development and psychology and pedagogical comfort of foreign language teachers in the postgraduation education. Development of technology of creation of innovative environment foresaw such model of activity, maintenance of which is presented by the innovative system of education.

The traditional system of postgraduation training of pedagogical workers prepares teachers to work with traditional methods and technologies, only extending knowledge and carrying out an acquaintance with changes in programmatic methodical providing which confirms an experiment. Such chart repeats oneself with periodicity in five years. Our approach to the problem consists of that perfection of competence of teacher of foreign languages carried continuous character through a self-education, pedagogical experiment, participating in creative groups, seminars, scientific conferences and other pedagogical competitions.

There are such forms of lessons: lectures, seminars, practical employments, lead in the traditional model of postgraduation education however, developed by problem rich in content blocks are contained by trainings, business, role games, classes of masters, pedagogical auctions, case studies, pedagogical auctions, communicative

exercises, informative frames, authentic materials and other “*representatives*” of modern studies of adults.

We also accented attention on the modules at planning of maintenance block module programs of studies of foreign language teachers in the postgraduation education, which foresee on all stages the studies of activity, integrative-competitive character of mastering of their maintenance. So, in the postgraduation education potential activation of personality qualities of teacher assists development of professional competence of teachers of foreign language that, in same queue, influences on the awareness and mastering of foreign languages of new ways of decision of them teachers professional problems, acceptance of new information and development for them of modern abilities and skills. All of it, to our opinion, changed motivational and operating-room of sphere of teacher: allowed to realize to the teachers of foreign as if meaningfulness of adequate self-appraisal of professional competence of teacher foreign language, necessity of acceptance of process of саморозвитку as parts of professional development, that gradually resulted in growth of desire of self-perfection and accordingly increase of level of professional competence of foreign language teacher.

Communicative and linguodidactive blocks gave to the teachers of foreign language possibility not only active lingually-speech practice as verbal writing character but also possibility to express own active vital position through discussions, pedagogical auctions, project activity, role games and others. The decision of problem situations through the method of studies in a collaboration, frames, trainings, project methods, and other innovative forms and methods of studies helped the foreign language teachers to pass the own work experience, settle conflict situations, create the atmosphere of respect and mutual help and others.

By the important condition of development the professional competence of teachers of foreign language became the the collaboration of research workers and investigated teachers. The science research activity perfected not only professional knowledges, abilities and skills of teachers of foreign language but also formed the proper line-up of thought and intercourse, that it is important in the conditions of modern scientific and technical progress. The domain of research activity bases assisted to development of creation of teacher foreign language, and also aspiring of the investigated teachers to self-perfection of them the professional competence, desire of selfdevelopment.

Except for the methods described higher in block - methodical receptions are used a modular code: home task, to the mine-lecture, conduct of maps of introspection, the work of expert in a group, writing of collective projects and others.

Continuity of development of professional competence of teachers of foreign language had for an object following between preparation of teachers in establishments of higher education and postgraduate studying, in course and intercourse periods; provided also by the lead through of various educational forms of professional development of teachers which are inferior to not only the general

purpose but also take into account the personal necessities of listeners, unite richly in content and structurally. Continuity of development of teachers of foreign language in postgraduation studying with teachers for adults was provided together with the investigated teachers of foreign language in an intercourse period, so as in times of studies the teachers of foreign language skills of reflection and self-diagnostics of professional activity were purchased.

Conclusions

By the result of modernization of educational process of teachers of foreign language in postgraduation education development of professional competence became and as a result is acquisition and development of its component competences. Our technology is developed in postgraduation education provided personality and professional development, and also self-development of personality, its professional and social mobility, competitiveness at the market of labour, adaptation flexibility. So, maintenance of educational process in postgraduation education organized recognition specific of course studies of teachers (reasons and professional necessities) and exposes the methods of construction of didactics process which provides achievement of aims of professional development of personality of teacher of foreign languages realization of model of development of his professional competence.

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INFLUENCE OF RURAL GREEN TOURISM ON FORMATION OF POSITIVE IMAGE OF REGION

Issue of region development is topical now and needs solution of some social and economical and ecological problems. Topical issue is formation of positive image of a region as a certain territory which is characterized by special, unique features, specifically through development of rural green tourism, whereas it is able to provide economical stability in rural areas and to solve its social and economical problems. It also positively influences on ecological development of the territory, provides recreation in rural area, study and keeping of cultures, folk customs, household, records of historical and cultural heritage, rural natural values, and gives us an opportunity to analyze the influence of rural green tourism on formation of positive image of a region.

“Rural tourism is a type of touristic activity which combines recreation in rural area, sleeping in rural hut, eating of ecologically clean products, studying of regional historical and cultural heritage, communication with local residents, studying of folklore, folk songs and ceremonies, rest near pond or river, possible easy work at farmstead and domestic animals care” [9, p. 24].

Nowadays topical fact is that the most local residents want to take rest in rural area, especially near rivers and mountains that provide clean air, familiarity with fauna and flora, health improvement, development of cultural and educational level of local residents. Rural green tourism development does not need great investment, gives an opportunity to create new workplaces and stimulates improvement of farmsteads, streets and villages in general. Role of rural green tourism development in improvement is significant.

The aim of the article is determination of peculiarities of influence of rural green tourism on formation of positive image of a region. Issues of rural green tourism development management are represented in works of the leading national and foreign scientists: S. Anholt, K. Barrow, R. Brown, P. Barrow, Russians V.M. Novikova, Z.M. Horbylova, V.V. Nudelman, M.B. Byrzhakov, Ukrainians V.I. Hetman, A.O. Sliusarenko, V.K. Yevdokymenko, M.V. Vachevskyi, M.M. Lavruk, O.O. Beidyk, V.I. Andrushchak, P.V. Horishchevskyi, V.P. Vasyliiev, V.F. Kyfiak.

In the opinion of A.O. Sliusarenko *“rural green tourism in modern economical and demographic conditions really can help small settlements of Ukraine to survive, as just small villages attract visitors with their uniqueness”* [7, p. 472].

As Z.M. Horbylova fairly notes *“the main word groups that characterize rural green tourism are “open space”, “closeness to the nature”, “sweets of life”, “freedom of movement””* [12, p. 25]

Image improvement of a state and a region should be performed through specific measures. According to the existent hexagon theory of Simon Anholt, efforts should be directed to external and internal policy, tourism, attraction of international investments,

increasing of export turnover, culture and traditions, people [10, p. 21]. General image of the country improves in the case, when all hexagon angles correspond to the one strategy. In the opinion of S. Anholt, the angle “*people*” is one the most important. It should be taken into account, because “*if image does not find support and understanding, is not displayed in people’s values, there are not any chances to implementation of image formation strategy. People – human capital (...) is one of the most important assets of any nation*” [10, p. 64].

Most of the Ukrainian citizens realize importance of positive image creation of any region, considering that transformation in that direction should be started from change of own attitude to Ukraine. Economical growth and mutually beneficial relations with other countries depends on formedness of the country image both on national and international levels. There is other idea concerning positive image of a region. Authors of this concept are A. Pankrukhin, Ph. Kotler, D. Hyde. Their works contain recommendations concerning positive image creation through usage of touristic, financial and operational, personnel, intellectual and technological resources. In the opinion of N. Kaliuzhnova, S. Kashyrska, L. Shulhina, image of a region is a resource of a region, including touristic; and the higher competition between regions is in this direction, the more influential image of country is in general. Thanks to their efforts a programme of the country strategic development “*Ukraine 2015*” was created, which includes positions concerning formation of positive image of Ukraine in general and the region in particular using opportunities of tourism development.

Nowadays topical issue is the image creation with rural green tourism development means of not only all the country but its certain regions. In many states even certain cities with history of some hundreds and thousands of years form positive image with means of touristic branch. There are small settlements in Ukraine with specific historical and natural peculiarities, but they do not form attractive image, and thus they lose opportunity to attract investments because of absent formed positive image.

Image of a region is a territory pattern, its natural and climatic, historical, ethnographic, social and economical, political and moral and psychological conditions created for population.

Positive image of a region is a territory picture which has good status, place of a region among other regions of a country, well-considered territorial symbols; it plays significant role in political, economical, cultural life of a country thanks to present resources and social development programs, external relations with other regions and countries, creation of the best natural, ethnographic, moral and psychological conditions for population. Icon of a region is formed by landmarks, location, natural peculiarities, and famous figures in culture, science and sport. Positive image of a region is different, sometimes artificially created picture which is formed in people’s consciousness; negative image of a country is formed because of anomalous natural and climatic conditions. Region often can have mixed image. In a series of cases a territory can has questionable image which shows substantial opportunities and displays negative factors.

Rural green tourism development has significant influence on positive image of a region, because components of image formation of a region in Ukraine are sport achievements, Ukrainian music, ethnic cuisine, nature and environment, welcome and sincerity of rural residents. Moreover, the conformity exists which is an interdependence of image of a region and tourism. Thus, image of a region can be formed thanks to tourism and on the contrary – tourism development arises from its attractive picture. Such conformity can be used to improve economical positions of Ukraine and to form positive image of every region.

Means concerning formation of positive image of certain regions can influence on understanding of the Ukrainians in political sphere, should promote further development of civil society whose purpose is to create new positive image both on external and internal levels.

The biggest value for every modern person is support and health protection through recreation, sanitation, which influences on development of rural green tourism and country in general. Thus, a state should create conditions for rest for its citizens in their country.

There are three types of modern rural green tourism in Ukraine:

1. Agrarian tourism is a type of rural green tourism of both cognitive and rest character, connected with usage of lands of agricultural enterprises that do not used in agriculture temporary.

2. Rest tourism is a recreation in village, at farmstead and present natural, historical and architectural, cultural and household and other property of a particular area.

3. Ecological tourism in wild lands, where biological variety is preserved and human pressure on nature is minimal.

Influence of rural green tourism development on formation of positive image of a region can be divided conventionally for some vectors, such as economical, social, humanitarian and ecological. Herewith economical direction is one of the most important. Interconnection between indicators of economical growth and revival of touristic activities as a component of national economical complex; it was firstly noticed by the American economist P. Rotou [7, p. 198].

Rural green tourism development requires creation of properly arranged private farmsteads or other accommodation places. Agrarian dwellings can be such farmsteads.

V.F. Kyfiak considers that *“guest who comes for rest to rural dwelling wants to review beautiful nature, so rural landscapes should be attractive. Rural society should follow hygiene and sanitary conditions of living, care for landfills absence, aesthetic view of houses, streets, gardens, public places. It should take care for green planting, use free territories taking into account interests of resting people”* [15, p. 312]. Rural family is the main person in providing functioning of stated tourism types, in organization of rest in village, who provides dwelling, food and acquaints with peculiarities of rural area.

The main basis of rural green tourism organization is special qualities of owners of agrarian houses. Because they should study principles of service and culture of hospitality, be sincere, smiling and have organization skills [16, p. 77].

Nowadays the understanding of rural green tourism as a specific form of rest in village is formed with wide opportunity to use natural, material and cultural potential of a region. Rural green tourism is considered in the most countries as an integral component of complex social and economical development of village and as one of the solution means of many rural problems.

Taking into account that economical and social rural problems are extremely exacerbated in conditions of general economical crisis, wide broadening and development of rural green tourism are especially desired. Positive influence of rural green tourism on solution of rural social and economical problems is that it widens sector of employment of rural residents, especially women, and gives additional income to rural people; it widens opportunities for farmers' employment not only in production sphere, but also in service sector.

Rural population of Ukraine can receive real income in rural tourism sphere from the following activities:

- arrangement of tours;
- arrangement and operation of tourist camps;
- work as guides or interpreters;
- transport service for tourists;
- hunting, fishing;
- hire of tourist out fit;
- reception and overnight accommodation for tourists;
- food services for tourists;
- preparing of entertainment;
- folk crafts;
- production and implementation of organic food for tourists;
- gathering and sales of berries and mushrooms by tourists.

V.F. Kyfiak fairly noticed that *“owners of agrarian houses are obliged to realize responsibility which they assume while organizing rest in their houses. Because imperfect service can turn a client from wish to have rest in village”* [15, p. 21].

Need in satisfaction of different requests appears with certain accumulation of number of resting people, and it in its turn stimulates service sector development: transport, connection, trade, household service, rest and entertainment etc. Significance of local authorities should be activated in support of rural green tourism purposes. Every local official should understand that rural green tourism development is additional money and improvement of regional infrastructure, creation of new workplaces, because accumulated today strategies of rural green tourism development are directed on solution of social and economical, ecological and ethnocultural problems of rural areas. Initiator of idea spreading of rural green tourism development in Ukraine was the all-Ukrainian non-profit organization Rural Green Tourism Development Stimulation

Society. Thanks to its initiative rural green tourism centers function in the most oblasts of Ukraine. The Society in cooperation with scientists and state management authorities developed a concept project and started work in rural tourism development programme in Ukraine.

Popular science journal “*Rural green tourism*” and manual-catalogue “*Recreation in the Ukrainian village*” provide popularization of rural green tourism in Ukraine. The Society has implemented more than 30 projects under support of Eurasia Foundation, International Renaissance Foundation, and programme of the European Union TACIS etc. Nowadays local bodies of the Society act in 18 oblasts of Ukraine. It was accepted to the European Federation of Rural and Farm Tourism EVROGITES [21].

The best regional bodies are the following:

- Ivano-Frankivsk oblast organization of the Rural Green Tourism Development Stimulation Society;
 - Lviv oblast Center of Rural Green Tourism Development Stimulation;
 - Zakarpattia oblast Center of rural tourism development;
 - Ternopil oblast department of the Rural Green Tourism Development Stimulation Society
 - rural tourism unit “*Oberih*”;
 - Vinnytsia oblast center of the Rural Green Tourism Development Stimulation Society;
 - Oblast union “*Volyn Perspectives*”;
 - Rivne center of the Rural Green Tourism Development Stimulation Society;
 - Kyiv oblast Center of Rural Green Tourism Development Stimulation;
 - Cherkasy oblast Center of Rural Green Tourism Development Stimulation;
 - Petrushivka Rural Green Tourism Center “*Sokolynyi khutir*”
 - Kharkiv regional department of Rural Green Tourism Development Stimulation;
 - Poltava regional department of Rural Green Tourism Development Stimulation;
 - Farmer Association “*Prydunavia*”
 - Kherson oblast department of Rural Green Tourism Development Stimulation;
- Basic functions of the Rural Green Tourism Development Stimulation Society are:

- strategic planning of rural recreation in Ukraine;
- presentation of rural recreation on national and international markets;
- development and implementation of social quality standards;
- providing of personnel training for organization of rural recreation;
- advertising and informational support;

together with local government:

- solution of employment issues of rural population;
- improvement of technical infrastructure and improvement of villages;
- preservation of historical and cultural heritage and environment.

The Society management is executed by Administration, which consists from representatives of basic rural recreation regions of Ukraine.

Printed body of The Society is magazine “*Rural green tourism*”, where the most urgent problems of legislative, economical and financial, advertising and informational, organizational providing of rural green tourism development in Ukraine are discussed; foreign experience is analyzed; agrarian and touristic potential of certain distinctive regions of our country is displayed. Methodic materials are also printed within the magazine – „*Manual for recreation organizer and farmstead owner*”, as well as promotional guides for agrarian houses of regions for the Ukrainian tourists [13, p. 58].

Interests of the subjects of rural recreation are represented by the regional rural recreation centers on the regional and local levels. They inform about rest opportunities of the regions, work upon image of their region and control quality of tourism services provided by farmers [13, p. 63].

Rural green tourism development requires careful planning as any other type of economic activities [10, p. 2; 11, p. 4].

Planning is one of the main forms of agro-touristic organizations management, which is careful determination and concrete regulation of strategy, tactics and production mechanism of functioning of agro-touristic organizations and establishments in market environment with purpose to provide their effective competitiveness and economic growth [4, p. 12].

During tactic planning the following three key aspects should be taken into account:

1. Resource – the plan should be made in such a manner as to save financial and material resources and human labor (especially if it is not hired).
2. Economical – the plan should be made in such a manner as to save maximum amount of invested capital and time necessary for bringing idea to life.
3. Commercial – the plan should “*prompt*” what is necessary to do to receive greater income for medium and long-term perspective [2, p. 23].

Rural green tourism as service sector in general is susceptible sector of economical activity. Any natural disasters, misfortune, degradation of territorial image, exacerbation of crime rate and many other conditions dramatically influence on amount of customer flow, thus owners of farmsteads can hardly plan (and take out insurance from potential risks) occurrence of unforeseen situations. So you should design in plan a certain part of potential resources necessary to tactic planned maneuvering.

Intention to start an activity in rural tourism sector should be made in the form of written calculations in business plan of economical activity. This is a document, which has both external (plan presentation to customers and investors, ground for receiving financial resources) and internal functions (becomes an instrument for successful management of enterprise). In order for business plan to be successful, it should be based on real data. During business plan preparing it is necessary to realize and quantitatively use the following key business categories: finance, time, human resources, marketing, creation of tourist product, advertisement, distribution channels, components of service quality, competitiveness components of the own product and its peculiarities.

One of the necessary conditions of rural green tourism development in region is designing of diversified proposition pack concerning spare time in rural area off-site of farmstead. It becomes possible after execution of analysis of present potential resources by the owner that can be used to design unique propositions. For that purpose, it is necessary to use all present natural resources and attraction of the area.

Talking about region, all present opportunities should be considered, that determine what tourism types can be proposed to the guests, taking into account natural, geographic, historical and cultural, archeological and herbal therapeutic opportunities of territory. To my mind, attractive region should have:

1. Nature study tourism – region attracts visitors first of all with beauty of nature, gathering of mushrooms, berries and their preservation. In winter – entertainment, sledding. Learning the process of household goods production from osier and other materials.

2. Folklore tourism – participation in different traditional folk customs and festivals.

3. Equine tourism – hacking on wood paths.

4. Water tourism – rafting is a pass of water routes of rivers with canoes and floats.

5. Bicycle tourism – usage of bike transport and scooters for travelling through region with purpose to gather folk artworks, carols, songs etc.

6. Walking tourism – walking by previously determined route.

7. Historical and ethnographical tourism. People are interested in ancient history and culture of visited region independently on place from where they come. Resident of big city perceives rural household, rural culture with its traditional wooden architecture as exciting exotics.

8. Medical tourism – herborization and treatment of different diseases by local herbalists. Therapeutic saunas with herbal teas, ancient rejuvenation recipes, recreation at river and pond sides.

9. Archeological tourism – excavation under guidance of scientists.

This is a small list of tourist services for entertainment of guests from any region of Ukraine. But there are many other conditions, necessary for taking into account. One of the basic components of rest propositions are accommodation conditions. Accommodation conditions should guarantee opportunity of comfortable overnight stop, following the personal hygiene, presence of good nutrition. Thus farmers should follow recommendations in rural dwelling categorization of the Ukrainian Rural Green Tourism Development Stimulation Society.

Assigning of category to dwelling, which is given to tourists, gives the right to dwelling owner to inform about corresponding quality of accommodation conditions in advertising means of the Society that will provide increasing of rest demand and owner's income [4, p. 22].

The most of farmers provide such service as nutrition, which is based on the products, produced in his own farmstead. However, tourists are not obliged to cook separately, as far as it is one of the characteristic features of rural rest.

Usually the most of tourists complain on the lack of information concerning recreation. Thus, the detectors of accommodation quality are extremely important, such as marks near roads and farmstead, and in dwelling itself [6, p. 41].

Farmers should realize responsibility which they assume while organizing rest in their farmsteads, because imperfect service can turn a client from wish to have rest in village.

Guest who comes for rest to rural dwelling wants to review beautiful nature. That is why rural landscapes should be attractive. Rural society should follow hygiene and sanitary conditions of living, care for landfills absence, aesthetic view of houses, streets, gardens, public places. It should take care for green planting, use free territories taking into account interests of resting people [8, p. 9].

Employment of the residents should be taken into account. Other villagers who do not take in guests personally can receive additional income providing different services [7, p. 74].

Some requirements can be made for formation of positive image of regions and Ukraine using opportunities of tourist sector. Firstly – transformation ability; that is ability to change with time together with changes of economical situation, tourist preferences, and technical innovations. Secondly – ability to adapt to modern conditions without loss of historical experience. Every new epoch generates special perception of the world and state in it. Thirdly – stability and perspective that involves regularity and far-sightedness of image independently on existing ideas and concepts of residents and visitors. Fourthly – ability to keep price attraction for all market segments. Region value for different consumer categories is of different importance. Thus, level of income, social benefits, pensions, opportunity to receive high-quality education in higher educational institutions and implementation in labor activity are of great importance for residents. Prices for tour packages, visa regime and amount of daily living expenses are of high priority for tourists.

Thus, image of Ukraine at the beginning of XXI century became an important economical resource. Positive image of region stimulates entering into business partner relations, promotion of foreign economical and political projects, rural green tourism development. Different components form image of region: subjective and objective, external and internal, emotional and rational, as well as estimation of authorities, economics, foreign policy image and informational policy directions.

It should be mentioned that rural green tourism is new but very important sector in development of territory, implementation of which not only will improve the economical situation, but also will provide resurrection of spirituality and education of a nation. To bring to life such an interesting fact as rural green tourism on the regional level, it is necessary to invite investments and to advertise the defined territory in mass media as a tourist attraction.

Rural green tourism development stimulates development of economical activity, social potentialities of region, infrastructure improvement, creation of workplaces and small business development, improvement of villagers' household. Herewith it solves

educational issues: it stimulates fostering of love for native land, wish to see own State, city, village as rich one, provides feeling of the European traditions in the Ukrainian culture; it stimulates a wish to work, to improve economical methods, to provide an opportunity for villagers to resurrect cultural heritage, ancient history, pleasant memories and herewith to receive worthy income, to provide themselves with assured workplace, to work on improvement of ecological situation and to foster of love for nature.

Thus, rural green tourism development provides economical activity growth, increasing of social potentialities of region, infrastructure arrangement, creation of workplaces and small business development, improvement of villagers' household and filling of local budgets, resurrection of spirituality and stimulates fostering of love for native land.

It should be mentioned that level of services, provided in stated area, and experience of tourist reception are of great importance in rural green tourism development.

So, the following facts can be said about potential opportunities and profit from rural green tourism development in region:

- rural green tourism development will significantly increase villagers' income, that will improve economical growth of villages;
- employment of rural population, especially women, will increase;
- visits of tourists will stimulate bigger care, and by this means – better preservation of cultural and historical and marks of region;
- New work places will be create in sectors of service, medical, transport sector, that can provide work to graduates from higher educational establishments;
- While developing rural green tourism, we preserve clean and safe environment, flora and fauna;
- Richness of cultural and historical and marks gives an opportunity to study own history and culture;
- infrastructure, developed in certain way (present water supply system, electricity, mainly put natural gas, hard-surfaced road, working farming enterprises that give ecologically clean products for nutrition), will simplify provision of tourist services to private sector;
- preserved rural traditions and hospitality of population is one of the main factors that attract tourists;
- quite good transport connection gives an opportunity to get to certain area without any complications;
- developed trade will give an opportunity to renew historical antecedent of area, and to tourists – to buy special commemorative souvenirs.

So, it should be mentioned, that rural green tourism development is very significant, and it is necessary to give classes in farmstead arrangement, tourist reception and tourist services provision, and in such a matter to improve image of region. To my mind, only rural green tourism development in modern economical and demographical

conditions can form positive image of region and really help the regions of Ukraine to survive, because rural area itself attracts visitors with its specificity.

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**CONTEMPORARY RESEARCH PROBLEMS OF POLISH MINORITY
IN WESTERN UKRAINE**

Methodological assumptions of work, definitions and legal basis

The work makes an attempt to investigate Polish minority in the western regions of Ukraine. The subject of national minorities is often encountered in numerous scientific works. Many researchers from different fields of science, for example political science, history, geography or sociology have been interested in this topic for a long time. Although the publications regarding the subject are rather numerous, there is no universally accepted definition. In most of the most important domestic and foreign documents there is no sign of such definition. There are two kinds of definitions: sociological and legal [2].

One of sociological definitions was given by [11]. According to him, national minority is an ethnic group which possesses distinctive culture, language and tradition. It does not own separated territory, it does not constitute a majority and it takes care of the elements of its national identity. It has only cultural relations with its old country. Legal definitions are created for the purposes of domestic or international institutions. They include certain principles on which the state recognizes a social group as a national minority. The most famous definition was formulated by Francesco Capotorti (1979), who defines a national minority as a group, which [2]:

- is located in a numerical minority in relation to the rest of the nation,
- does not have a dominant position in the country,
- members have the citizenship of the country of residence ,
- has ethnic, cultural, religious and linguistic features, distinguishing it from the rest of the state population,
- is aware of own identity and cultivates it.

There are numerous typologies of national minorities. The distinguishing criteria include the size of group (small, middle-sized, large), existence of external motherland (state and stateless minorities), character of the relationship between minority and the country of residence (indigenous or extraneous), origins, allocation within the state (compact and diffuse) as well as the legal protection in the state [2].

The most important act of law in Ukraine, which speaks of national minorities, is the Constitution of 28 June 1996. Article 10 guarantees the free development of minority languages, indicating at the same time that the state language is Ukrainian. On the other hand, Article 11 says that the state supports the development of ethnic, cultural and religious minorities of Ukraine. Moreover, Article 24 says that everyone is equal before the law regardless of nationality or professed religion [12].

The law “*About national minorities in Ukraine*”, which was adopted on 25 June 1992, says that the minorities are the citizens of Ukraine who are not Ukrainians by origin, have a sense of national identity and community within their group [23, Art. 3].

Article 1 specifies what the country can guarantee to its citizens: “Ukraine guarantees the citizens of the republic, regardless of their national origin, equal political, social, economic and cultural rights and freedoms, supports the development of ethnic consciousness and the expression of their identity”.

Polish Constitution of 1997 contains an article 6 of Polonia and Poles abroad: “The Republic of Poland shall provide assistance to Poles living abroad to maintain their links with the national cultural heritage.” [9]. In contrast, Article 52, Section 5 provides that: “A person whose Polish origin has been confirmed in accordance with statute may settle on Polish territory permanently” [9].

There are many nationalities living in Ukraine, and the most numerous groups are Russians, Jews, Belarusians and Poles. Poles are the second most numerous minority living in the country [4].

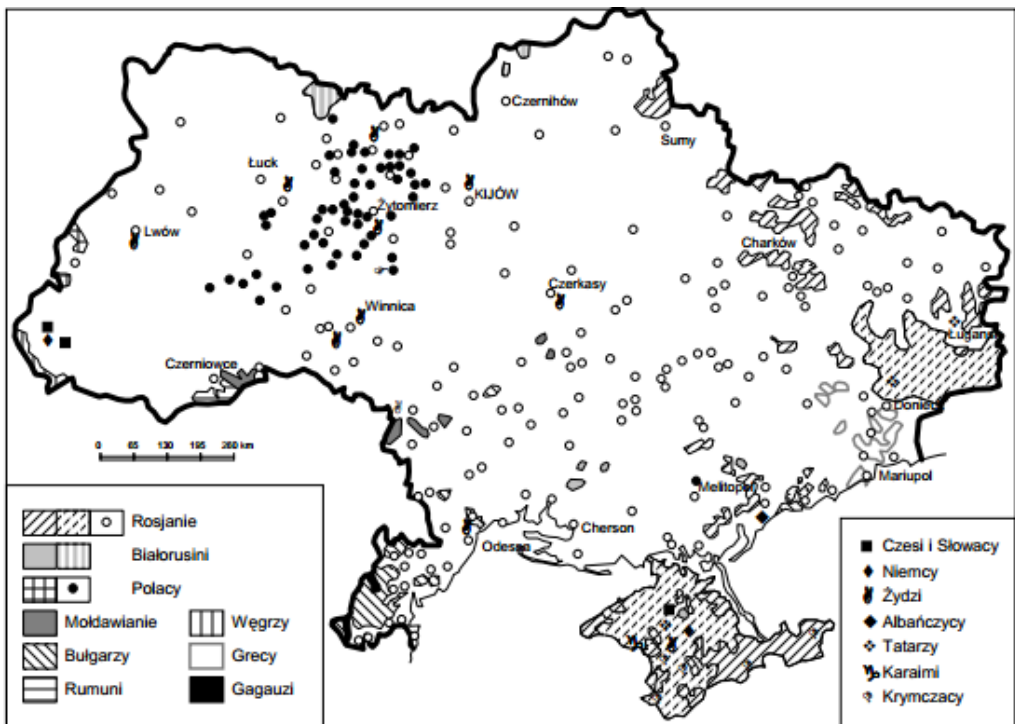


Figure 1. The main national minorities in Ukraine.

Source: [19].

The research subject in this paper is the Polish minority in the lands of Ukraine. Polish minority counts, according to the 2001 census, 144 thousand Poles. Most likely, these figures are understated, and experts believe that the Ukrainian lands inhabit from 300 thousand to 1 million Poles. The greatest concentration of Poles can be seen in the former eastern territories of the country, especially in Zhytomyr, Khmelnytsky and L’viv circuits [17].

It is worth recalling that Lvov before the war was inhabited mostly by Poles. Nowadays their share does not exceed 3% of the population of the city. However, you

may notice that the cultural and social life of Polish community still concentrates there [19].

Spatial range includes nine western regions of Ukraine, such as: Volyn, Lviv, Ivano-Frankivsk, Chernivtsi, Ternopil, Rivne, Zhytomyr, Khmelnytsky and Vinnytsia. These circuits have been selected because of historical reasons.

Outline of geographical location

Ukraine is situated in south-eastern Europe (fig. 1), between 44°25'N and 52°20'N and 22°5'E and 40°E. It is located on the Black Sea and Sea of Azov. It lies on the south-west of the East European Plain. Ukraine is the largest country entirely located in Europe. The area of the country is 603,700 km². When the size is regarded, Ukraine is the second largest country, giving way only to Russia, which is an Euro-Asian country [22]. The major part of the country is flat. A small area of the country is occupied by the Carpathians and the Crimean Mountains. The highest peak is Hoverla (2016 m), which is located in the Eastern Carpathians in the range of Chornohora [20].

The largest plains are Polesye and lowlands of Dnieper, Black Sea and Transcarpathian. Polesye Plain is characterized by numerous hills, embankments and humps. Elevations have a height of 150 to 200 m above sea level. The area is swampy and peat. The plains are the largest reservoir of fresh groundwater. There exist a number of freshwater lakes. The Dnieper Plain covers an area of central and northern parts of the left side river banks of Dnieper. There are present numerous glacial and post-glacial landforms of the terrain. It goes to the southern tip of the Crimean Peninsula. Uplands, which occupy the largest area are those of: Volyn, Podole, Dnieper and Donetsk. Volyn and Dnieper Uplands are characterised by numerous ravines, gorges and river valleys. Podole Upland area is rich in karst forms. In Donetsk Upland there are many anthropogenic forms, for example heaps and quarries. Mountains in the area of Ukraine are located in the west - The Carpathians and in the south of the country - The Crimean Mountains [22].

On the territory of this country there are three major tectonic structures: Eastern European Craton, the Carpathians and the Crimean Mountains. In the borders of the Ukraine, in addition to Eastern European Platform, there are also two more: Western European Platform and Scythian Platform (Crimean Peninsula) [22].

Ukraine has a number of mineral deposits and raw materials. The fuel resources present there are: coal, lignite, petroleum, natural gas, oil and peat. There are also deposits of ores, for example chromium, nickel and copper [22].

Ukraine is almost entirely within the continental temperate climate. It is characterized by cold winters and warm summers [6]. The weather is formed mainly by the sea and continental polar air masses. Thermal continentalism is one of the most characteristic features of the climate of Ukraine. It increases from west to east [5]. The average temperature reaches 6-7°C in the north and 12-13°C in the south. The coldest month is January (-2 to -7°C), and the warmest is July (19-23°C). The largest amount of rainfall occurs in the Carpathians (700-800 mm in the foothills and up to 2000 mm on

the highest ridges), and in the Crimean Mountains (from 600 to 1100 mm on the highest peaks).

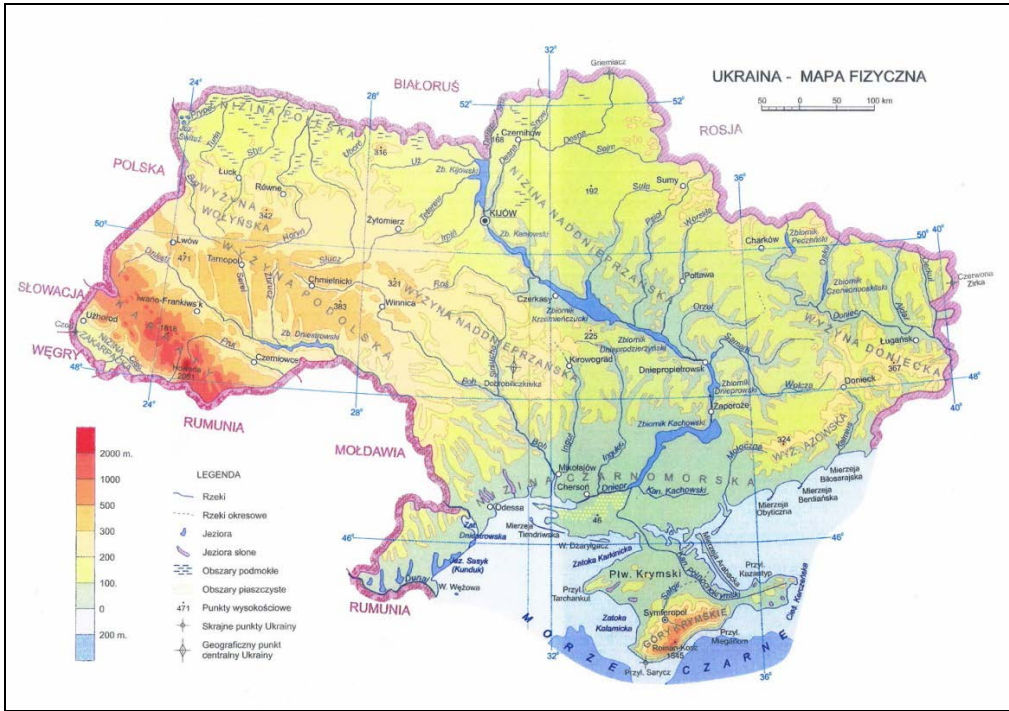


Figure 2. Physical map of Ukraine.

Source: [22].

In contrast, in the west the average rainfall ranges from 700 mm to 750 mm, and in the south-east from 300 to 350 mm. The climate differentiation is also characterized by an increase in air temperature from north to south and in relative humidity from east to west and from south to north [22].

The rivers of Ukraine belong to the basins of Black Sea and the Sea of Azov. Only 3% of the territory belongs to the Baltic Sea catchment area, e.g. rivers San and Bug. The longest river of the country is Dnieper, which length is 2201 km. The basin of the river occupies 65% of the country. The spring of the longest river flows from the Valdai Hills. This river is the largest navigable river in Ukraine that passes through many towns, including Kyiv, Kremenchuk, Dnipropetrovsk and Zaporizhia. Dnieper is characterized by numerous tributaries (over 1000), and only 90 of them have a length of more than 100km. In contrast, the Danube forms a natural border on the 175 km stretch between Ukraine and Romania. This river has considerable resources of fish, and is an important inland waterway. It is connected with the duct system to Raba and Elbe. Some larger rivers of Ukraine are also Tisa, Prut, Dniester, Boh, Donets and Kalamius [22].

In Ukraine, there are numerous lakes and limans. Limans occur in the western and central parts of the coastal areas. The largest lake is Sasyk and deepest Svitiaz [5]. Artificial reservoirs, that is Kyiv, Kremenchuk and Kani are the largest reservoirs built

on Dnieper. Wetlands occupy an area of 1.2 million hectares. Most of this area is in Volyn Polesye. With regard to groundwater, the largest are the supplies in the circuits of Volyn, Rivne, Chernihiv, Sumy, and the northern part of Kiev and Poltava regions [22].

In the north part of Ukraine there are podzols and calcareous soils. In Transcarpathia, the Carpathians and the Crimean Mountains forest soils and brown podzols are present. Polesye evolved sod-carbonate soils, thanks to the rich resources of chalk. Chernozems occupy the largest area of the country and are the most fertile soils. In coastal areas are brown soils and alluvial soils in the river valleys [1]. In view of the fact that most of the Ukraine has fertile soils, as many as 60% of the country is used for agricultural purposes. Most agricultural land, i.e. 80% is arable land, 13% is covered by pastures and 5% is used for hay meadows [22].

Vegetation varies due to the climatic and soil conditions. The country is divided into three biogeographic zones: forest, forest - steppe and steppe. In the mountains the phenomenon of altitudinal zonation is present. Forest zone consists of a variety of trees, shrubs and green plants. Forest cover of the country is only 15.8% and it varies in different parts of the country. It is highest in the west and north. The main tree species found in the forests are pine, spruce, high oak, beech and hornbeam [22]. The area of Polesye is occupied by marshes and meadows. In the north of the country and specifically in the circuit of Rivne the largest wetland area Halo, with an area of 35 hectares is located. Forest- steppe zone covers 34% of the country. Characteristic feature of this vegetation zone are steppe meadows and deciduous forests. The next zone is a steppe that covers 40% of Ukraine and is present in two types: shrub - steppe and flowery – steppe [1].

Animal world has about 49 thousand species, including 180 species of mammals, 344 of birds and 270 species of fish. Forests are home to lynxes, wolves, wild boars, martens, foxes, squirrels. Steppes are inhabited by hamsters, gophers and bustards. In the forest-steppe zone animal species typical for both steppes and forests can be found. Fish species living in rivers and lakes are: carp, bream, catfish, crucian, pike and zander [1].

The current situation of environmental protection economic is due to crisis and ecological disaster, which took place in Chernobyl in 1986. Areas that were affected most by this disaster are the circuits of Zhytomyr, Kiev and Chernihiv. In the regions of Donetsk, Kryvyi Rih and Dnipropetrovsk, the natural environment came to destruction in connection with mining activities. Discharges of industrial and municipal, radioactively contaminated waste contributed significantly to the pollution of rivers and seas. Black Sea undergoes degradation, the fish of Azov Sea are almost completely contaminated [5]. Legally protected areas cover 1.3 million ha which represents 2.2% of the country's area [1]. At the beginning of 2000, the list of protected natural objects included 10 national parks, 20 landscape parks, 5 biosphere reserves and 16 natural reserves. The oldest natural reserve in the country is „*Askania Nova*” with an area of 11 thousand ha [15].

Administrative location

Ukraine is located in Eastern Europe. It gained independence on 24 August 1991. It is a parliamentary republic. The state border is 7,700 km long. Ukraine has access to two seas: Azov and Black Sea. The total length of the sea border is 1,960 km while 5,740 km is an inland border [22]. Ukraine borders with seven countries: Russia (2,063 km), Belarus (1084 km), Poland (543 km), Slovakia (99 km), Hungary (135 km), Romania (625 km), Moldova (1,191 km).

Ukraine belongs to the Commonwealth of Independent States, which was founded on 21 December 1991. It is made up of twelve countries (Azerbaijan, Armenia, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Russia, Tajikistan, Turkmenistan, Ukraine and Uzbekistan), which were former republics of the Soviet Union. The highest authority in the community is the Council of Heads of Stats. In contrast, the executive body is the Council of Heads of Governments. In addition, there are many other structures that deal with areas such as the economy, defence, ecology, rail etc. [13].

Ukraine is also a member of GUAM, which is an organization that was established in October 1997. The countries that belong to the organization want to be independent from the influence of Russia. The name comes from the four Member States, i.e. Georgia, Ukraine, Azerbaijan and Moldova. In 1999, Uzbekistan joined GUAM as well, however, it resigned after three years of membership. The main objective of the organisation is to achieve political and economic stabilization [13].



Figure 3. Administrative map of Ukraine.

Source: [8].

The current administrative and territorial division of Ukraine is the same as the old Soviet system, namely, it divides the country into: autonomous republic circuits (the equivalent of Polish voivodeships), regions (Polish equivalent of poviats), towns, settlements and villages [22]. The largest cities are: Kyiv, Kharkiv, Dnipropetrovsk, Donetsk, Odessa, Zaporozhye, Krivoy Rog and Lvov. The country consists of 24 circuits, Kiev and Sevastopol (which are separate cities) and the Autonomous Republic of Crimea. This republic has not completely specified legal and political status [1]. It is noteworthy that in the western part of the country's administrative units are smaller than in the eastern and southern parts of the country. This is due to population density. To the west, settlements are more scattered, and to the east centred [22].

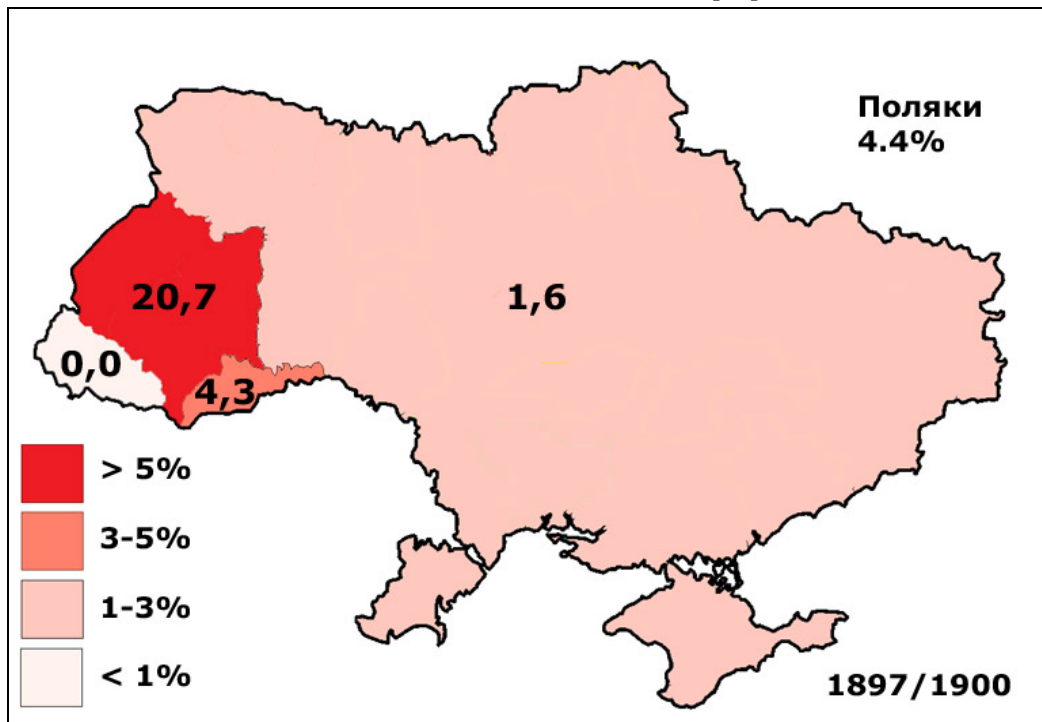


Figure 4. Polish minority in the late nineteenth century.

Source: [18].

Principality of Galicia–Volhynia was incorporated into Poland as early as in 1340. Thus, the Polish minority has inhabited the area of present Ukraine for a long time. Bearing in mind the situation of post-war Polish population in Ukraine, it should be remembered that the years of World War II brought a severe demographic losses. Soviet and German repression, Polish-Ukrainian conflict, displacement of state borders and resettlement of Polish residents in these area made the Polish population practically cease to exist. The population that remained was poor and lived scattered over a large territory between Kiev and the Polish-Ukrainian border. The first census after World War II took place in 1959. The number of Poles at that time was 363.3 thousand. Another census was carried out in 1970 and it revealed 295.1 thousand of Polish

population, next in 1979 – 258.3 thousand and the last census, carried out yet in the Soviet period in 1989 - 219.2 thousand Poles.

Polish population between 1959 and 1989 decreased in total by 144.1 thousand people. A steady decline in the number of people was observed in all circuits in which Poles were present. Soviet census data were not accepted in Poland to be reliable. It was believed that the true number of Poles was significantly higher. Usually, the numbers twice higher than in Soviet census are given. Therefore, the results of Ukrainian census were awaited. It was carried out in 2001 and revealed only 144.1 thousand Poles which is significantly less than in 1989. The number of Polish population decreased in all circuits [4].

Census figures say that most people of Polish origin live in Zhytomyr region - approximately 49 thousand, then in Khmelnytskyi circuit - 29 thousand and in Lvov - 18 thousand. This territorial distribution is due to the historical events: the majority of the population from the provinces of pre-war Polish Republic after 1944 was resettled or transferred to Poland. It may be recalled that under so-called korenization, the Soviet authorities in the years 1925-1935 from the part of Zhytomyr region formed Polish National Region of Julian Marchlewski with its capital in Dolbysh. Poles made up 70 percent of 50-thousand population of the region. One can call it irony that the biggest number of Poles live just behind the eastern borders of II RP [17].

Western Ukraine, in accordance with delimitation adopted for the study, embraces nine regions of Ukraine, such as: Volyn, Lviv, Ivano-Frankivsk, Chernivtsi, Ternopil, Rivne, Zhytomyr, Chernivtsi, and Vinnytsia. These circuits have been selected because of historical reasons.

The main research problems of the Polish minority in western Ukraine

The first research problem is the lack of current and reliable data on the number of Poles in Ukraine. As already mentioned, the Soviet census data were questioned in Poland. In December 2001, first census in sovereign Ukraine was held and according to it there are 144,000 people declaring their Polish nationality. Polish organizations believe that the number is much too low, and the actual number of Poles in Ukraine ranges from 300,000 to a million Poles. It was feared that many Ukrainians will declare their nationality as Polish, so they will be able to count on easier access to Polish schools or finding a job in Poland.

After the fall of communism there has been a revival of Polish culture. There are new Polish organizations and efforts have been made in order to regain former Roman Catholic churches. All of this pointed to the fact that the number of Poles will increase. It is difficult to explain why it did not happen, and it is difficult to assess the reliability of the census. One reason may be almost complete assimilation of Poles in Ukrainian society [4].

Another research problem is the fragmentation of Polish environment. In total, Ukraine has more than 320 Polish organizations. The largest number of them works in the consular district of Lviv - more than 120. The vast majority of Polish organizations

in Ukraine are affiliated in two headquarters – Federation of Polish Organisations of Ukraine and the Union of Poles in Ukraine, and the third, regarding its size, is Polish Cultural Society of Lvov Region with 20 departments, focusing officially approximately 15 thousand members [17]. Despite this, most organizations that exist do not go beyond their own environment. Lack of willingness to cooperate between them is well noticeable. Polish culture is not efficiently promoted and most of the organizations limit their activities to organization of language lessons or dancing classes. The situation of Polish organizations is explained by Beata Kost in the book by Peter Pogorzelski *“Ukrainian Borscht”*: *“Those who have some ideas and a desire, remain outside organizations, so as not to become embroiled in a financial dispute. The environment has become increasingly passive and closed and all the interesting initiative of individual non-members is lost in all this mess”* [16].

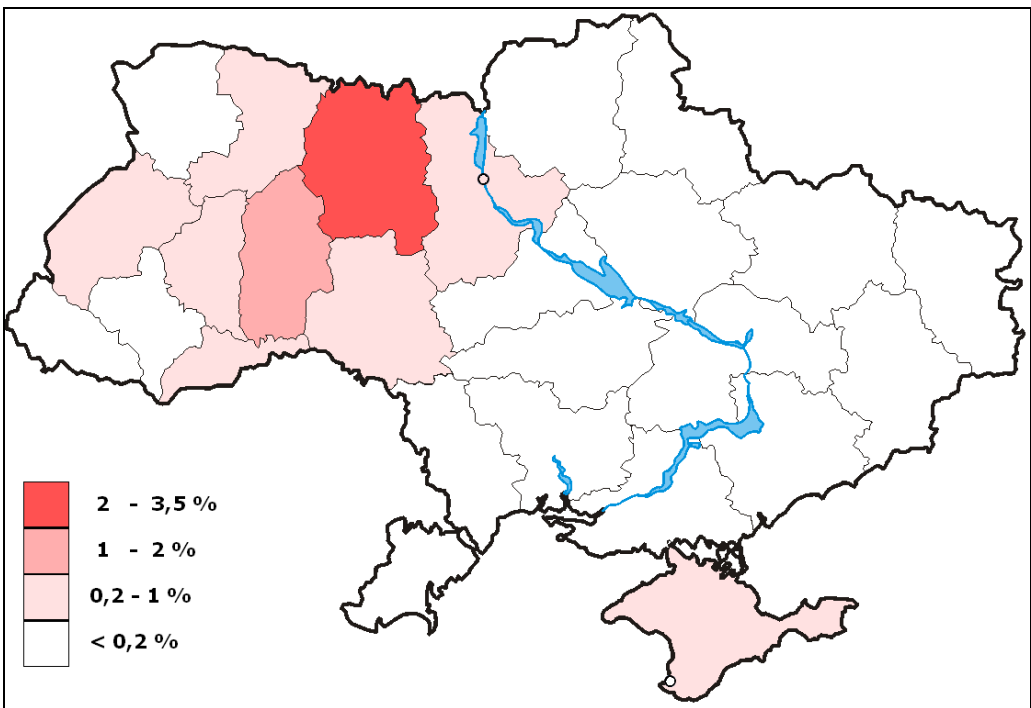


Figure 5. Polish minority in Ukraine in 2001.

Source: [18].

The third research problem is the lack of grants from the government of Ukraine. The central authorities virtually do not subsidize minority organizations. Only at the end of 2011 the situation began to normalize. Occasionally, local authorities subsidize small sums for specific events, or provide premises (usually very modest) free of charge or for a small fee. In many cases, however, Polish organizations must pay for the room, in extreme cases, on commercial basis. Bilateral cooperation in the protection of the graves and national memorials is definitely not perfect. The condition of many Polish cemeteries in Ukraine is not satisfying. Fortunately, the process of further degradation of

Lychakiv in Lviv was reduced. In 2012, the Ministry of Culture and National Heritage Restoration work allocated 474 thousand PLN for restoration works, which will be used to renovate forgotten graves. Unfortunately, the Ukrainian government does not support Polish initiative. Although the cemetery has the status of a museum, there are Polish graves systematically destroyed. On 21 September 2012, the President of Poland, opened Polish War Cemetery in Kiev-Bykivnya, built by the Polish Council for the Protection of Struggle and Martyrdom. The cemetery is located a few miles from the administrative borders of Kiev. It is divided into two parts. Polish archaeologists did receive permission to extract and examine 30 boxes containing human remains only in 2012 [16; 10].

It seems, however, that currently (2014) the biggest problem when trying to research the minority is ongoing conflict with the Russian Federation. On the one hand, studies are hampered by the usual technical problems associated with the ongoing war in the east of the country. Many refugees who came to the west of Ukraine are reluctant to express their opinions in the surveys. Issues of ethnicity and national identity determination, support for the aspirations for independence (or from another point of view, also called separatist aspirations) cause the classical problem of expressions' objectivity and therefore the problem of the actual definition of the role and importance of ethnic or national minorities.

Western Ukraine is one of the many places of residence of refugees from the east of the country, where the fights, supported more or less formally by Russia, take place. Their presence increases confidence and patriotic feelings which may hamper the minority studies, and at the same time increase the xenophobic attitudes, which has the same influence on the effectiveness of the studies.

It seems that for the conduct of credible minority research, unfortunately, it must be discontinued for the duration of the conflict. Return to conducting research with a high degree of objectivity will be possible only after a period of political and economic stabilization in the country and the outcome of litigation (gas, its price and transit to the eastern districts of the country, Crimea) between Ukraine and the Russian Federation.

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MANAGEMENT INFORMATION SYSTEMS AS AN INSTRUMENT FOR MAKING THE EFFECTIVE ADMINISTRATIVE DECISIONS

Information plays an important role in management techniques and processes. The operational analysis of information helps managers to make decisions on time. Information support of administrative activity is one of the major tasks at the present stage, after all information is a source of existence any operating-operated system. By means of mechanisms of information, support conditions for development and improvement of information society are created, information technologies are stimulated and extend, the free access of the population to information is provided.

Information support is a complex process. Ukraine is facing task - to social and economic modernization on the basis of new information - communication technologies, it requires the mobilization of significant political, economic, financial, scientific and human resources.

Ukraine has made some progress in infrastructure development of informatization and information and telecommunication infrastructure. Implementation and use of information and communication technologies in all areas of life, society, economy, state, given the global trends is not sufficient to Ukraine have good place in the world.

In the development of the information society and education in Ukraine there are a number of problems that need to be addressed. It is a scientific and staffing of information and communication technologies. On the one hand, Ukraine has limited financial and human resources to ensure a rapid transition to the creation of the Information Society.

But it should be stressed that the scientific and staffing of ICT in Ukraine is traditionally quite powerful. More than 50 thousand specialists in information technology field graduated from Ukrainian universities every year.

The theoretical basis of research of information technologies as an instrument for making administrative decisions is made by works of modern Ukrainian scientists of M. Zgurovsky, A. Kolodyuka, etc. The Russian scientists V. Inozemtsev, T. Yershova and others works in this direction. Support issues of information management in the state management system is noticed by M. Ditkovska, P. Klimushyn, O. Kryukov, S. Lutsenko, O. Orlov, A. Panczuk, A. Radchenko etc.

The main task in this article is to analyse features of use of information technologies as the instrument for making effective administrative decisions.

Information plays an important role in administrative processes as specific goods and an important resource.

The market economy leads to increase in volumes and complication of the tasks solved in the field of production, processes of planning and the analysis, financial work, communications with consumers and producers of production operational management

which is impossible without the organization of the modern information management system.

In state management which uses information as an important resource, at the profound level there is an interrelation of social and economic processes and the phenomena. Economic information is the reflection of the socioeconomic relations and processes by means of figures, the facts, data and other materials. It is organic part of system of an economic mechanism as it provides communication between elements and processes of reproduction [11, p. 87].

The content of the concept “*information in management*” consists in its use in work of heads, experts and bodies and subjects of the agrarian sphere of economy as special resource according to mission and tasks of the agrarian enterprises. Proceeding from the principles of methodology of system approach, processes of design and implementation of administrative activity in general are impossible without continuous receiving and use of information which has to be based on proper information support. Most of modern scientists follow such opinion [9, p. 10].

Clarification of the main problems of information support of management causes need of in-depth study of an essence of the concept “*information in management*”. The term “*information*” has many values. The review in philosophical sense - information is the reflected variety of the objective world, in the applied - information is data which are object of processing. Information is always connected with problems of decision-making of state management, gives the chance to the enterprise, authority adequately to react to problems and to find ways of their decision. Proceeding from it, information is identification data on world around (objects, the phenomena, events, processes etc.) which reduce available degree of uncertainty, of incompleteness of knowledge, aloof from their founder and become messages which can be reproduced by transfer by people oral, written or in a different way (by means of prearranged signals, technical means etc.) [11, p. 87].

In the course of economic activity (production) resources turn into production (services), profit. Thus, materials, energy, work are used. Resources of information are used continuously for the purpose of the organization of communication and coordination of each phase of processes of transformation. Purposeful impact of one system on another with the purpose to change his behaviour in a certain direction (according to the set purpose) is called as management. It follows from this that the system which realizes management process, consists of three components:

- The operating part (which operates);
- The operated process (with which operate);
- Information according to which communication between the operating part and the operated process of object of management is carried out.

It is obvious that information is an obligatory element in the organization of management. Functioning of all management depends on the level of the organization of information system in big degree [5].

The information management system - the set of information, economic-

mathematical methods and models, technical, program, other technological means and experts intended for information processing and adoption of effective administrative decisions.

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The information management system is the set of information, economic-mathematical methods and models, technical, programmed other technological means and experts intended for information processing and adoption of effective administrative decisions.

The information system can exist without the use of computer technology – this is the question of economic necessity. In any management information system three types of problems are solved:

- The problem of assessing the situation (sometimes referred to as pattern recognition tasks);
- Conversion tasks describe the situation (calculated tasks, tasks modelling);
- The problem of decision-making (including optimization).

As the most ancient and most widespread IS it is necessary to consider libraries. And, really, long ago in libraries books are collected (or their analogies), they are kept, following certain rules, catalogues of different function for simplification of access to book fund are created. The special magazines and handbooks informing on new receipts are issued, account of delivery is kept.

Old (in moral and in physical sense) IS completely were based on manual skills. Later they were succeeded by various mechanical devices for data processing (for example, for sorting, copying, associative search etc.). Introduction of the automated information systems (AIS) that is systems where for ensuring information needs of users the COMPUTER with the data carriers is used became the following step. Now - an era of information revolution - a large number of the most various AIS with wide range of use develops and takes root [6].

The information management system has to solve the current problems of strategic and tactical planning and operational management of the organization. Using the operational information received during functioning of an automated control system, the manager can plan and balance resources of the organization, count and estimate results of administrative decisions, adjust operational management, use of resources and so forth. Information systems allow:

- To raise degree of validity of the made decisions due to expeditious collecting, transfer and information processing;
- To provide timeliness of adoption of administrative decisions in the conditions of market economy;
- To achieve growth of management efficiency due to timely providing necessary information to heads of all levels of management from uniform information fund;

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- To coordinate the managements accepted at various levels and in different structural divisions;
 - Due to informing the administrative personnel on current state of the organization to provide growth of efficiency of each worker, reduction of non-productive losses and so forth.

Classification of information management systems depends on types of management processes, levels of management, the sphere of functioning of the organization, extent of automation of management.

Depending on extent (level) of automation allocate the manual, automated and automatic information systems:

- Manual information systems are characterized by that all operations on processing of information are carried out by the person;
- The automated information systems the part of function (subsystems) of management or data processing is carried out automatically, and part - the person.
- Automatic information systems - all functions of management and data processing are carried out by technical means without participation of the person (for example, automatic control of technological processes).

As information systems are formed for satisfaction of information requirements within concrete subject domain, each subject domain (in the sphere of appointment) corresponds the IS type. Amount of subject domains big, but it is possible to specify for example such types information systems:

- The economic information management system - information system is intended for performance of functions of management at the enterprise;
- The medical information management system - information system is intended for use in medical and treatment-and-prophylactic institution;
- The geographical information management system - the information system providing collecting, storage, processing, access, display and distribution of data;
- Administrative information management system;
- Production information management system;
- Educational information management system;
- Ecological information management system;
- Criminalistic information management system;
- Military information management system and so forth.

Among information management systems in a place of activity distinguish

- Scientific the information management system, intended for automation of activity of scientists, the analysis of statistical information, management of experiment;
- Information system of automated management, intended for automation of work of design engineers and developers of new equipment (technology). Such

information systems help to carry out development of new products and technologies of their production; various engineering calculations (determination of technical parameters of products, account norms - labour, material, etc.); creation of graphic documentation (drawings, schemes, plannings); modelling of designed projects; creation of the operating programs for machines with numerical program control;

- Information system of organizational management, the functions of the administrative (administrative) personnel intended for automation. IS of management both industrial (enterprises), and nonindustrial objects (banks, the exchange, insurance companies, hotels etc.) belong to this class. And separate offices (office systems);
- The information management system technological processes, intended for automation of various technological processes (flexible productions, metallurgy, power, etc.).

Information system as control system, closely communicates, as with systems of storage and issue of information, and with another - with the systems providing exchange of information in management process. It covers set of the means and methods allowing the user to collect, store, transfer and process the selected information.

Depending on a functional purpose it is possible to allocate the following systems: managing directors (the PCS, ASUP), design (SAP), systems of scientific search (ASND, expert systems), the diagnostic, modelling systems, systems of preparation of decision-making [4].

Information technology which copes with essential increase in volumes of information is the cornerstone of information systems, is processed and conducts to reduction of terms of its processing. IT is the most important component of process of use of information resources in management. Information technology represents the process consisting of accurately regulated rules of performance of operations over information and depends on many factors: extents of centralization of technological process, degree of problems of management, type of the used interface, systems of creation of a network.

The choice of strategy of the organization of the automated information technology is defined by the following factors: area of functioning of the organization, to type of the organization accepted by model of management of the organization, new tasks in management and so forth. A major factor for creation of information technology according to a certain model of the organization is the type of the organization, area of its functioning; functional tasks on the basis of what the effective administrative decision is made are accurately defined.

The organization of various types and fields of activity can be presented as certain business system in which resources by means of various means and social processes turn into goods and services. Process of adoption of administrative decisions is considered as a main type of administrative activity, which is as set of the interconnected, purposeful

and consecutive administrative actions providing realization of administrative tasks. The purpose and nature of activity of the organization define its information system, and also a type of information product on the basis of which the administrative decision is applied.

Efficiency of adoption of administrative decisions in operating conditions of information technologies in various organizations is caused by use of various tools of the analysis of the organization:

- At the solution of tasks of the external users focused on informing for the analysis statistical information and indicators are used;
- At the solution of tasks of the analysis, intended for development of strategic decisions in the organization, information base has to be broader, but within strategic indicators of the organization;
- For the solution of tactical tasks information base has to be rather wide and cover a large number of highly detailed indicators characterizing various parties of functioning of object of management;
- The current operational information about a condition of the organization and environment is used for the solution of the tasks connected with operational management of the organization.

The main functions of administrative personnel of various organizations are the analysis of a situation in the organization and environment and decision-making on strategic and short-term planning of its activity. Respectively, the realization of planned problems of decision-making is enabled on strategic, tactical and quick (operational) levels.

Each of these levels demands the certain information support realized on the basis of information technologies. According to decision-making levels in functioning of information systems allocate contours:

- Long-term strategic planning;
- Medium-term tactical planning;
- Expeditious regulation of activity of the organization [8].

Informatization of society is the third break, revolution in the information sphere of mankind. She demands creation of the relevant information structures, the industry of information.

For information technologies that they become outdated is quite natural and are replaced with the new. So, for example, the technology of batch operation of programs on the big COMPUTER in computer centre was succeeded by technology of work on the personal computer on a workplace of the user. The telegraph transferred all the functions of phone. Phone is gradually forced out by service of express delivery. The telex transferred the majority of the functions to the fax and e-mail [1].

At introduction of new information technology it is necessary to estimate risk of lag from competitors as a result of its inevitable aging as information products as any other types of material goods, have extremely high speed of removability new types or versions at the organizations. The periods of removability fluctuate from several months

to one year. If in the course of introduction of new information technology not to pay to this factor due attention, it is possible that by the time of completion of transfer of firm on new information technology she will already become outdated and it is necessary to take measures for its modernization. Such failures with introduction of information technology usually connect with imperfection of technical means while absence or weak development of methodology of use of information technology is the main reason for failures.

Important question for information support in public administration is training of heads for receiving information skills, in administrative actions for exchange of information. They also confirm expediency of expansion of the existing directions of training of specialists in the field of management, the substantial organization of system of a vocational education, increase of the general culture and responsibility of managers.

Through training and professional development a person has an opportunity to expand options for improvement of a combination the knowledge and experience for achievement of various results of the work [10].

The knowledge of exact, exhaustive and timely information is an important condition of making of the competent decision in professional activity of the public servant. The speed of information transfer and its analysis necessary at the present stage of development of society, depend on possession of workers of perfect means, receptions and mechanisms of information securing.

In this regard the problem of training of heads for information activities, that is in administrative actions for exchange of information gained special relevance, as this type of administrative interaction connected with creation of the mode of effective exchange of information in system of the public power, between institutes and environment, directed on specification of the contents of administrative decisions etc.

Features of information activities allow to formulate one more requirement to applicants for positions of heads-analysts is an ability systemically to think, in particular to structure administrative problems. Studying of experience of world practice of management in the field of staffing allows marking out the characteristic features inherent in effective functioning of governing bodies and acceptance and implementation of administrative decisions by them: flexibility of a control system, ability it is easy to adapt to fast changes. The scheme "*it is more than powers-more responsibility*" stimulates and intensifies involvement of the high quality experts capable to solve objectives and to bear responsibility for the actions; accurate standards of an assessment of efficiency of activity of shots (control and an assessment of results and consequences of work of the expert has to become a cornerstone); material feeling of importance of work of the manager, development of the competitive environment (system of individual salaries, depending on abilities of the expert); the basic principles of management have to be based on valuable cultural factors, but not on bureaucratic rules and norms, improvement of management ethics of formation of positive image of governing body, increase of prestigiousness of work on society and the state; professionalizing of senior positions, based on continuous education and creative

development of heads [2].

Considering processes of European integration in the state, we consider to make use expedient of the European experience of selection of the managerial personnel on their information support. It, first of all, the European standards to which it is necessary to adhere: knowledge of several languages, professional possession of information and telecommunication technologies in professional activity; communicative abilities, skills of the organizer, ability to react quickly, adequately to any situations, to control itself; diplomacy, tolerance.

Considering it, a main objective of personnel policy of Ukraine in the conditions of risks, in our opinion, is providing senior positions with the highly professional, initiative, patriotically adjusted, moral administrative experts capable to take the responsibility and successfully to solve the ripened nation-wide problems. Attraction on senior positions of young, perspective specialists, rejuvenation of an administrative board remains an actual problem in implementation of staffing in the conditions of risks.

For training and professional development of heads it is necessary to pay attention to use of information systems and technologies in administrative activity. Thus, managers have to be acquainted with the organization of information support on objects of management. Such providing is possible only by means of modern electronic computer and information facilities, networks and new information technologies. Thus, efficiency and quality of management due to possible timely preparation and adoption of effective administrative decisions will increase. The aim of each manager - to master technology of use of information systems in management, to create at managers general-theoretical and practical approach to the organization of information management systems objects of production and non-productive fields of activity and skills of making of effective administrative decisions.

That is, the special attention has to be paid general-theoretical to bases of the organization of information systems on object of management with application of modern computer technologies; the conceptual provision of control systems on objects in the conditions of their computerization; to the principles, methods and technologies of providing managers with necessary information for work with systems of support of decision-making. Heads of all levels have to put into practice the gained theoretical knowledge concerning the organization and functioning of system of information support of administrative activity; to define structure of procedures of the automated data collection and processing which belong to duties of managers; to develop the list and structures of necessary information massifs for this subject domain, and also output forms for initial information which will arrive the administrative activity manager for the analysis and decision-making; on the basis of powers, the official rights, functional duties and a measure of responsibility of the head to develop tables of the regulating information, and also structure of the respective massifs; to develop algorithms of the solution of tasks which results are embodied in output forms, to know appointment and methods of use of these forms, and also ways of delivery to their users; to define and count natural and quality indicators of system effectiveness of information support of

administrative activity.

In a situation of crisis and risks, extension of managers has to be based on studying of information as source of existence of the organization, information streams and technical means of making administrative decisions. First of all they get acquainted with the concepts “*information*”, “*information systems*”, the principles, technology, classification of information systems are generalized. It becomes clear that it is possible to process and sort long information, issuing the mass of reports, however, as a rule, in a similar flow of information it is easier to drown, than to make the reasonable decision. More flexible appears approach at which the system not simply supports functional requirements of the processed events, but also is the production line on registration and data processing with formation of new information in the format convenient for use in administrative decisions.

By consideration of decisions as elements of administrative activity managers are convinced that the decision is made by the person: she realizes the purposes and means, estimates alternatives and is responsible for a choice of necessary information, the best option of actions. It becomes clear that a necessary condition of implementation of the decision as conscious strong-willed action of the person is existence of a set of alternatives and the purpose. From here, if there are no two alternatives at least, there is no choice, so, there is no decision as well. Administrative decisions are considered as the decisions made by heads of different level and have character of the operating influences directed on achievement of the objectives of management of the organization. It is specified that important feature of effective administrative decisions is that their consequences can influence destinies of many tens and hundreds of people who are related to functioning of the concrete organization. In this regard, responsibility of the persons making administrative decisions is extremely great. Adoption of administrative decisions is considered not as a separate stage of a cycle of management, and as important binding process which penetrates all fields of activity of the organization and all functions of management.

Main types of the systems of support of decision-making (SSDM) of various level depend on appointment, branch or functional accessory. The attention has to be focused on the state system of support of decision-making of GADS (Geo data Analysis and Display System) developed by the IBM company forms cards of territorial distribution of resources.

Technology and systems of support of decision-making of “*Solon-2*” and “*University*” intended for support of decision-making when planning the large comprehensive target programs (CTP) for justification of decisions on the intermediate purposes of the program, inclusion in the program of various political, social or economic actions (“*projects*”) and distribution of resources between them on the basis of an assessment of their influence on achievement of a main goal. In development of system of support of decision-making as new class of information systems, some “*schools*” creation of SPPR, in particular were created: analysis of decisions (Decision Analysis), subtraction of decisions (Decision Calculus), research of decisions (Decision

Research), and process of introduction (Implementation Process) [7].

Considering importance of such question as information security of system of support of decision-making, there would be pertinent to hold short-term thematic seminars for managers on the above subject. It would give the chance to managers to improve skills of information communication that is to improve skills of administrative actions for exchange of information.

Transition to information society is difficult. In the course of growth of a role of information support of government the relations with consumers of the state services change. Information society needs change of mechanisms of information security, format of communication of managing directors - the operated system. Formation of these skills has to be promoted by seminars, advanced training courses of managers.

In modern society access to information and information bases has to be provided to a general population. Consumers of the state services demand target information, personal work with each client on a certain specific problem in any place, convenient for them, form and time. At the same time, facilitating citizens a way of receiving the state services and access to information, authorities become more transparent in their actions. Naturally, if citizens are better informed about the work of the authority, they are ready to participate in decision-making process that promotes to democratization of society.

Possibility of providing useful services is extremely important for achievement of general Internet access. Thus, a certain improvement of quality of administrative services and efficiency of administrative processes is carried out.

In information society a person is less connected with his residence, however it doesn't mean lack of communicative relations. In this case virtual communities become important, which make possible cross-cultural interactions. Only information-communication technologies in the conditions of information society can join a certain part of society because they are a part of virtual space too.

However, there is in this direction a number of the problems connected with realization of informatization of society and use of IT-technologies for making of effective administrative decisions. Undoubtedly, connections of establishment to the Internet now are a simple task for any institution. The problem is that is difficult to operate contacts with people and to expand them service. For this purpose it appears in many countries so-called control systems of the relations with citizens which allow managers to work effectively in virtual networks. The following problem is inaccessibility of information infrastructure to all citizens. It is necessary to prevent such situations when on-line services of managers are available only to certain people. These services have to be available even to those citizens who have no personal computer.

Proceeding from the aforesaid, an important question for information support in state administration there is a training of managers for receiving information skills.

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INFORMATION WARFARE AS A WAY OF IMPLEMENTING THE PUBLIC POLICY IN THE MODERN WORLD

Problem formulation and relation to the important theoretical and practical tasks

With regard to the unbeaten potential of information and communication processes in the globalizing world, we should pay attention to the growing volume of information which people get that is beyond control of their national governments. Today, information may have both creative and destructive power. Changes in the global economic and political spheres cause changes of the global confrontation and warfare technologies. The aim of the information warfare, also called the Sixth generation wars, is establishing control over the information resources of a potential enemy.

Analysis of the latest research and publications

Numerous studies deal with the problem of consciousness formation and study of latent mechanisms of manipulation of human consciousness. Analysis of the crowd, public, civil society, civilization psychology is presented in the works of such prominent researchers as G. Le Bon [11], S. Freud [24]. The essence of manipulative effect via media, Internet can be found in works by G. Pocheptsov [17], Ya. Zoderkvist [8], technologies of influence of human masses during the election campaigns – A. Radchenko [20], M. Vari [1]. Works by I. Panarin [18], S. Rastorguyev [21] study the manipulation with information warfare.

Definition of unsolved tasks of the general problem

Based on the analysis of the possibility of changing the public opinion in the specified direction, we can formulate the goal of this study as definition of the role of the information warfare in formation of the human consciousness and study of the influence of information warfare on the government and public relations at the modern global stage of the civilization development. For this purpose, based on the analysis of the researchers' statements, we will systematize their views on the information warfare. We will consider the examples and generalize the data about information operations, information weapons and methods of influence.

Objective of the article is defining the influence of information warfare on the public policy and government and public relations in the national states.

Presentation of the principal material

Today, the world civilization has entered the information epoch. The mankind has gathered the significant amount of information which globally influences every sphere of our life. Scientific lexis was enriched with a number of notions which reflect a fundamentally new character of relations in the world policy, economy and social relations. The scientific term “*information warfare*” appeared denoting creation of new means of confrontation, a new kind of weapon – the information weapon – which is

commonly understood in the discussions about the Sixth generation war. The researchers' opinions concerning the definition of information warfare are different. There are a few groups of scientists who interpret this problem in different ways.

The authors of the first group – G. Pocheptsov [17], S. Rastorguyev [21] – understand the information warfare as individual information events and operations, information ways of corporative competition. They view information warfare as social phenomenon generated by the society.

The authors of the second group – S. Grinyayev [4], S. Komov [9] – consider information warfare to be intergovernmental military confrontation exercised by software, radio electronic and physical destruction of infrastructure of the enemy state, disorganization of its governmental and military control systems for pursuing information and psychological influence on the troops and civilians. The essence of such information warfare is inflicting military defeat to the enemy by achieving and using information superiority.

The authors of the third group, for instance, A. Manoylo [15], I. Panarin [18], believe it to be a phenomenon of a formally peaceful period of the intergovernmental confrontation which allows solving foreign policy challenges without military power. Information warfare is a part of the political conflict settlement system, a tool of information policy.

The researchers of the fourth group, for instance, Yu. Matviyenko [15], has come to the conclusion that information warfare is information and psychological influence exerted with the aim of the directed dissemination of specific information which effects the psychic and behaviour of the political elite and the civil society of a certain country or a region. Therefore, the ultimate form of the future war can be called “*consciential*” warfare (Latin *conscientia* – “*consciousness*”) – a system of information and propaganda, as well as psychological measures taken using media, culture, art and other (psychotropic, psychotronic) means within the long time according to the thoroughly elaborated scenario.

Thus, the researchers interpret information warfare either as a social phenomenon generated by the society, or as a tool of intergovernmental military confrontation, or as a part of the system of regulation of a political conflict, or as a tool of information policy and as consciential warfare, which, in our opinion, is most accurate.

China is obviously the world leader in the information technologies, especially in the information warfare sphere. The term “*information warfare*” itself was first introduced in 1985 in China by the leading Chinese information warfare theorist Shen Weiguang [16]. The development of the modern concept of the information warfare began in China in the late 1980s.

Some foreign media, for example, “*Issue Paper*” [26], report that “*the father of warfare revolution*” was Andrew Marshall. The East Slavic specialists A. Dugin [5, p. 142], I. Panarin [18] are convinced that the actual author of this concept was the marshal of the Soviet Union Nikolay V. Ogarkov, Chief of the General Staff of the Armed Forces of the USSR from 1977 to 1984. It was Marshal N.V. Ogarkov who was the real

organizer of the successful Prague operation, when he could absolutely confuse the British intelligence and other NATO intelligence services and impose on them brilliantly presented misinformation.

Chinese information warfare theorists, in particular, Shen Weiguang, concluded the need to implement N.V. Ogarkov's doctrine in China. As a result, in recent years, China has achieved outstanding results in the information warfare with the United States. It was most clearly demonstrated after the student-led uprisings in Tiananmen Square in 1989, when the media informed the Chinese public that small groups of extremists and criminals operated in Beijing, Shanghai and other major cities. The Chinese leaders have convinced the people that the riots were inspired USA. It was the first victory of China in the information warfare against the United States. Effective informational impact on the Chinese diaspora in the United States and Western Europe also played a significant role in this victory. China has been developing the concept of network forces which are military units consisting of high-quality computer experts. The focus is made on bringing the active youth, primarily Internet users: in 1999 there were approximately 1.5 million users, while in 2012 - about 500 million, i.e. the number had increased 320 times. [18]. A few large-scale information warfare drills have already been held in China.

Information warfare provides for taking measures aimed against the control systems, as well against the computer and information networks and systems. The destructive impact on the control systems is achieved by using information weapon and performing the information operation system.

Yu. Matviyenko gave a clear definition to the *"information weapon"*. *"It is a complex of technical and other means and technologies for establishing control over the information resources of a potential enemy; interference in operation of its control systems and information networks, communication systems aimed at violation of their operability up to the complete inactivation, data elimination and distortion or intentional presentation of special information, disinformation dissemination in the public opinion formation system"* [14, p. 14]. Information weapon is the means of distortion, destruction and theft of information, breaking in the security systems, computer viruses, restriction of the access of individual users, disorganization of operation of technical means, computer systems.

Infologems are used as also information weapon. An infologem is a piece of false, distorted or incomplete information presenting real events mixed with ideological myths, political propagandistic fabrications [10, p. 284; 19, p. 35–36]. They form public opinion, stable stereotypes of individual and social behaviour, value attitudes and orientations of people, social and psychological behavioural standards of people. Like any ideological myths, infologems are active and aggressive. They displace reliable information, often remaining verisimilar. They drop on the fertile ground of the excited mass psychology, are entered into the information channels straight away and easily flow to different spheres of the political and spiritual life.

Infologems are the main product of political consultants' activity. Infologems are especially effectively used during elections, revolutions, civil wars, armed conflicts.

Infologems include rumours, fakes, trolling, repeated slogans or repeated stereotyped phrases and excitement of the planned psychological influence on the people's behaviour with other methods.

Rumours are commonly understood as unverified oral information; data the accuracy of which has been neither established nor refuted. Political rumours are used to: 1) compromise the allies; 2) check the acceptability of a proposal to the public; 3) discredit the enemy; provoke people to perform actions that are beneficial to one of the two political opponents. However, a dilemma appears with the need to prevent and dispel rumours: all the events should be reported about openly and in detail, even if they have a negative aspect, yet it is advisable to filter and correct the information. In practice, this dilemma is solved by establishing such forms of control over the rumours: 1) denial of rumours by VIPs; 2) introduction of censorship; 3) creation of special government agencies which would study rumours and provide reliable information (rumour column in newspapers, different sociological centres) [25, p. 42–43].

Fakes are very wide-spread infologems. This term meaning a false or forged fact began to be used rather recently. Fakes include pictures fabricated in Photoshop; videos made in the video editing applications or taken in absolutely different time or in the different place; false news which cannot be told from the truth, so called newspaper hoaxes; social network accounts made in the name of other people, usually celebrities, and false accounts.

Some materials are proved with videos; therefore fakes may look like real news. For example, many websites and social networks publish regularly new maps of hostilities in Ukraine. They differ significantly: some show Eastern Ukraine as the captured territory, the others show that massive protests are still going there. The truth will come out later, but the information has been thrown in the Internet and has done its job. As the emotions subside, another fake comes to replace the false piece of information. Hundreds of correspondents are involved so that another information bomb would affect as many people as possible and become popular in a few minutes. Thus, another term appeared in this connection - trolling.

Trolling is publishing provocative online posts and comments to cause conflicts between the participants, insults, correction wars, flood etc.

Psychological impact on the enemy based on the communicative processes with the use of modern information technologies provides for changing the public opinion in a given direction, which is achieved through information operations.

Information operations are planned actions aimed at the hostile, friendly or neutral impact on the audience through their consciousness and behaviour by using specially organized information and information technologies to achieve a certain goal. They are used at the macro- and microlevels. Macro-level information operations are any agitation and propaganda or intelligence activity focused on specific social groups of people and carried out mainly through the media and communication channels. Micro-

level information operations have personalized focus and are carried out mainly through interpersonal communication.

Thus, information operations involve harm to the political, economic, scientific, technical, and social or any other public spheres of the public life of the enemy state and exercising beneficial influence on this basis to gain advantage in a particular area.

At different times, different forces with varying degrees of organization and relation to the governmental structures participated in the information warfare operations. In particular, it is known that the special units of information (psychological) warfare appeared in the government structures as early as during the First World War. Further experience in the organization of information warfare has shown that the forces that are involved in the implementation of political and military measures under the state foreign policy may belong to specially created units. For example, the US Army has special psychological warfare units. These units are armed with mobile television and radio centres, printing offices, equipment for oral agitation programs for the army and the population of foreign countries, and the appropriate technical means: so-called “*propaganda*” shells, bombs, balloons, etc. which are used to throw to the enemy territory and spray promotional printed materials (leaflets, newspapers, brochures, etc.). Such tools allow those units to establish within the short time purposeful work to implement the ideological and psychological impact on the enemy in the course of various special or actually military operations by the US armed forces. The events during the “*cold war*” around the Soviet Union (1945-1991), the German Democratic Republic (1953-1954), Hungary (1956), Czechoslovakia (1968), Poland (1968, 1980-1982), Romania (1985-1990) which were developing by the scenario of the US leaders for towards the overthrow of the communist regimes are the examples of operational activities of the US Special Forces. [1, p. 134-138].

It is worth mentioning that the activity of non-government structures that are also involved in the implementation of the psychological impact has been a constantly increasing recently. Bloggers who are loyal to the point of view beneficial for them, NGO activists, members of the pro-government parties and a few political analysts are active reporters of the media channels. Among these organizations and institutions there are also different kinds of missionary religious structures that impose ideas, sometimes even in an illegal way by using neuropsychic programming methods and techniques, hypnosis, which suppress the person’s will. Agitators and action organizers who are working under the auspices of some political parties and public organizations act every more intensely in the combat zone and in the rear. Leaflets and newspapers are distributed continuously.

Let us analyse the facts which we consider to be examples of information warfare. Information warfare is occasionally carried on in different countries of the world. The whole world witnessed the mass anti-government riots and clashes in the Arabian countries in 2011. The conflict was especially intense in Syria. Not only the USA and the EU countries stepped against Syria, but also the ArabLeague (AL) countries which first excluded Syria from this international union and then imposed a number of strict

sanctions against the country. The information campaign against Syria was initiated by the part of the British-American elite, which is no wonder after they managed to overthrow the state regime in Libya using the information warfare techniques. The participants of the demonstration on 26th of January 2011 demanded resignation of the President Bashar al-Assad and his government. The main media representing those events were London-controlled BBC and a Qatar-based broadcaster Al-Jazeera which is partially controlled by the British-American representatives.

During the anti-government demonstrations, BBC actively broadcasted information that Bashar al-Assad's government was suppressing the demonstrators cruelly. According to the UN commission which obtained information primarily from the Syrian organization *Observatoire Syrien Des Droits De L'Homme* (OSDH) with the headquarters in London, more than 3,500 civilians were killed by Assad's militants. However, this information was disproved by the French journalist Thierry Meyssan: *"Our investigation absolutely refutes accusations brought by the intergovernmental organizations and media about bloody repressions in the country and 3,500 civilian victims of those. The lists of victims distributed by OSDH in London were compiled using a telephone directory and is not the list of killed persons. Handy videos broadcasted by Al-Jazeera correspond to no geographical place in Syria which could be identified. I.e. all accusations are unsubstantiated and are military propaganda"* [23]. The Qatar channel Al-Jazeera also broadcasted actively cruel suppressions of the anti-government actions. However, it is worth mentioning that the same Al-Jazeera channel showed events in Tripoli (Lybia) on the 23rd of August 2011 from the specially arranged studios in Qatar: filming is taking place in open studios. I.e., gypsum plasterboard scenery was built by the order from the channel, where two main squares of Damascus and four squares of other large cities are successfully reconstructed using the movie technologies. The news items for the news blocks are filmed in this scenery. *"We should be showing crowds of rebels. With this aim scenery was built in Qatar two weeks prior to filming. We received the information and knew that they were building a copy of the Green Square in Tripoli. Professional actors were hired"* [3]. Thus, the fact of the information warfare against Syria can be stated.

The information warfare technologies are usually repeated. The decision of the Arab League (AL) caused continuous violence towards civilians' demonstrations, the Qatari Prime Minister Hamad bin Khalifa Al Thani stated upon the end of the LA emergency session on Syria in Cairo [12]. Such a measure initiated by LA led to severe international isolation of the country and even more severe upheaval within the country. A similar decision was taken by the AL regarding Libya.

Lately, new information in the media gains momentum. Every day the problem of the humanitarian crisis in Syria is aggravating, the population needs help. Information from the British vascular surgeon at Chelsea & Westminster Hospital, London was especially shocking. He has worked as a volunteer in a hospital in the Northern Syria for five weeks. On the 19th of October he told the British newspaper The Times that mercenary snipers from Bashar Assad's army *"stepped to a new atrocity level targeting*

pregnant women” [14]. He stressed that most local people believed those snipers were from Azerbaijan and China. The doctor supported his words showing an X-ray picture of a baby in the mother’s uterus with the bullet in the head. However, the Times reader soon refuted Nott’s story. He turned out to be a military doctor, who cannot evidence impartially, and the X-ray was faked, it was not a 9-month foetus in the uterus, but a mature born baby [14]. Thus, accusations of Bashar Assad are provoked to form a negative opinion concerning the current Syrian government with the world public. The above enables to talk about the high efficiency of information warfare during the modern armed conflicts.

Another classic example of the information psychological operation of a new type is the NATO operation against Libya. Let us try to clarify what techniques were used to destabilize Gaddafi’s regime.

Firstly, the preliminary stage of the operation included preparation of the public opinion in the EC countries (to receive public support of the forces protesting against Gaddafi’s regime within the country and military assistance for them from the governments of the European states), as well as in the Arab countries and in the whole world community which would lead to the general approval of the military intervention.

At this stage of the operation the objectives of the European governments (primarily French and Italian) and Libyan “*revolutionaries*” coincided. Support by a certain countries of the region allowed to unite information activity of the Arab and European media. Their tasks were as follows:

- forming Gaddafi’s image as a bloody dictator, suppressing desperate civilians with military means, who is actually a war criminal;
- creating the image of the opposition in the Libyan public as a sole progressive force existing in the country which would lead the country and the people for further prosperity, justice and democracy in the positive meaning;
- in the Arab countries forming sympathy to the Libyan opposition acting on the basis of the purely national motives against tyranny (authoritarianism) promoting the Islamic values, like the peoples of Tunisia and Egypt;
- suggest to the European public the idea that “*arch-enemy*” Gaddafi can and should be fought with only using military means, and Libyan civilians beg for military assistance from the leading European countries;
- creating for the world community the image of the European initiators of the military operation against Gaddafi as rescuers of the Libyan civilians who are murdered by the dictator only for their attempts to protest against lawlessness and persecutions in the country, and receiving a *carte blanche* from the UN for this reason;
- misinforming the Libyan army about the actual potential of the enemy, to spread panic among them and demoralize the forces supporting Gaddafi [13].

At the same time, very tight schedule to start the operation affected significantly (as it is known, everything what happened depended on the situation, since at that moment a news opportunity as mass unrest and actions of the Libyan opposition against Gaddafi was created in Libya), as well as absence of a single coordination and control centre.

Amorphousness of the Libyan opposition not allowed consolidate enough even the available national information resources the task of which was formation of the public opinion in the Islamic milieu, as well as information impact on Gaddafi's army. And the European media who has worked quite efficiently within the EU, failed to create the required public response across the globe. Eventually, it resulted in rather limited influence on the forces faithful to Gaddafi and adopting a dubious UN resolution #1972 imposing a no-fly zone over Libya.

At the same time, the success was basically achieved – the European Community (the leading EU and NATO countries except Germany) supported in general military intervention on the side of the Libyan opposition.

The “*cheese war*” is of special interest among the present-day information warfare. “*The Cheese War*” began in February 2012, when the Russian Agency for Health and Consumer Rights banned import of Ukrainian cheeses because this supposedly contained palm oil. Despite the accusations from the Russian part, inspections of the Ukrainian cheese manufacturers by the experts did not find any traits of vegetable oils in the products. When the suspicions concerning the ingredients of Ukrainian cheeses were not proved, the Russian Agency for Health and Consumer Rights pressed new claims – this time to the production methods. In April all these claims were withdrawn. The supplies were resumed in May; however, it was clear that the ban had come at a cost for the Ukrainian manufacturers. According to the National Association of Milk Sellers “*Ukrmolprom*”, in 2012 manufacture of fatty cheeses dropped by 7.6% [6]. As a result of such an information attack, Ukraine suffered significant losses: first, about 6000 Ukrainians lost their jobs, second, 120 tons of Ukrainian cheese were detained at the Russian border, 35 tons were withdrawn from retail, as a result, the Ukrainian budget received UAH 15 million less from the cheese makers, third, the image of the Ukrainian products was delivered a heavy blow [5].

The “*chocolate war*” began from the ban by the Russian Sanitary Agency of the delivery to Russia of Roshen products – one of the largest confectionery manufacturers in Ukraine. Benzopyrene was allegedly found in Roshen milk chocolate. The conflict evidently had political background. The issue may quite possible be not in benzopyrene, as Roshen chocolates are also supplied to Europe where the quality standards are not lower than the Russian ones, and no claims arose. Exacerbation of relations between Russia and Ukraine was obviously related to publishing of the draft Ukraine–European Union Association Agreement in the Ukrainian media, and Russia could have influenced Ukraine in such a way. As a result of such information impact manufacture of products at the four Roshen confectionaries in Kiev, Vinnitsa, Mariupol and Kremenchug was reduced which caused firing of hundreds of employees.

From the beginning of the Maydan revolution in November 2013, and then hostilities in the Eastern Ukraine in the spring 2014 the number of information operations grew. Information which could hardly be verified has been distributed via media, Internet news portals and social network users. Information which could not be verified related the ban of food export from Ukraine to Crimea, Russia, Byelorussia.

Information about the number of the victims in the war zone, the course of military operations practically cannot be proved. The initial stage of fights in Donbass the reports of the Ukrainian and Russian media differed insignificantly, while lately it has been begun to look like the journalists were talking absolutely different events. Ukrainian media report about the astounding successes of the army and the National Guard on the Eastern fronts and the total support of the Anti-Terrorist Operation forces by the people living in Donbass. While the Russians are propagated the necessity to save the people of the South-East from the “*outrage of Banderovites and the Right Sector*”. The latest of the most headline-making stories was a story told by a woman who pretended to evidence the public execution of a 3-year-old boy in Slavyansk after it was taken by the Ukrainian army. The report was broadcasted on the First channel of the Russian TV.

Among the examples of information operations there are hacker attacks on microblogs of officials of government institutions. For instance, in August 2014 hackers broke into the Russian Prime Minister Dmitry Medvedev’s Twitter account and posted spoof message saying he was quitting. On the 13th of August the Twitter account of the Ministry of Health and Social Development of the Russian Federation was also attacked by hackers. Instead of official messages, the followers could see personals and T-shirt selling ads.

Previously, in February 2012, the website of the CIA was blocked for access. The hackers form the Anonymous group assumed responsibility for the attack. They have already attacked the websites of the US Senate, NATO, websites of the president and the government of Brazil, and of such large corporations as Sony, Visa, MasterCard, as well as other Internet resources [22].

It is necessary to know the factors contributing to the risks and dangers in the information area of the state, to find out their nature, to be able to assess and determine the actuality and the level of the negative impact on the society and the state to organize resistance to information operations.

Conclusions and further research trends

Thus, information warfare is the use of propaganda against the enemy. It aims to change the enemy’s behaviour, the people's thinking and thus their behaviour. Information warfare against another state often leads to the collapse of the enemy’s economic system and, consequently, the deterioration of relations between the society and government which may subsequently lead to the activation of civil actions against their own governments. The scientists' views on the information warfare differ. Different groups of scientists understand information warfare either as a social phenomenon generated by the society, or as a tool of interstate military confrontation, or as a part of the political conflict settlement system, as a tool of information policy and, in our opinion, the most accurately, as consensual war.

The information warfare provides for activities against the control systems, as well as against the computer and information networks through the use of information weapon and the information operation system.

The information weapons include the means of information distortion, destruction and theft, the means to break security systems through computer viruses, of restriction access of individual users, disorganization of operation of technical means, computer systems.

Infologems are used as information weapon being a piece of false, distorted or incomplete information of the real events, mixed with ideological myths, political propaganda fabrications. The use of infologems is effective during elections, revolutions, civil wars and armed conflicts. Infologems include rumours, fakes, trolling and excitement of the planned psychological influence on the people's behaviour with other methods.

It is necessary to consider the factors contributing to the negative impact on the society and the state should be taken into account to organize resistance to information operations.

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MODERN TRENDS OF RURAL AREAS DEVELOPMENT OF POMERANIA IN POLAND

Introduction

As a result of systemic economic change beginning of the 90s the twentieth century and the Polish accession to the European Union, in rural areas there has been a number of positive as well as negative processes. It is worth mentioning that most of them are evident today in the villages. The positive changes are undoubtedly associated with an increase in level of education, development of technical infrastructure systems, intensive development of non-agricultural activities, or the increase in activity and the desire to integrate the local community. On the other hand, the negative processes is largely the result of increased, especially in recent years, migration outflow of young people, both abroad as well as in large urban areas within the country [7].

The changes taking place in rural areas are also often associated with environmental considerations, as well as those which are derived from the process and the level of development of rural space. In this approach, they have a spatial dimension and are often conditioned by the material legacy and shaped social systems with deep historical roots. According to E. Rydz [18] the internal structures of the socio-economic and spatial layouts are important. According to K. Heffner [13] not without significance, is also the question of the location of the village or community in a broader regional or national space.

Rural areas in Pomeranian voivodship are characterized by a great diversity of functional structures and their condition is essential to the living conditions and opportunities for management, as well as the direction and pace of development of the region.

Functional differentiation of rural areas

Pomeranian Voivodeship covers an area of 18,310.34 km², of which 93.9% are rural areas carrying out the three basic functions: agriculture, forestry and rural tourism.

Typically agricultural areas with the highest percentage of agricultural land should include eastern and south-eastern part of the province (fig. 1). Particularly noteworthy is the district of Malbork where as many as 4 out of 5 municipalities have a high rate, of over 80% (Miłoradz, Malbork, Nowy Staw, and Lichnowy). The share of agricultural land in total area is the factor determining the agricultural character of these areas and also imposes the direction of economic activity of the rural population of these areas.

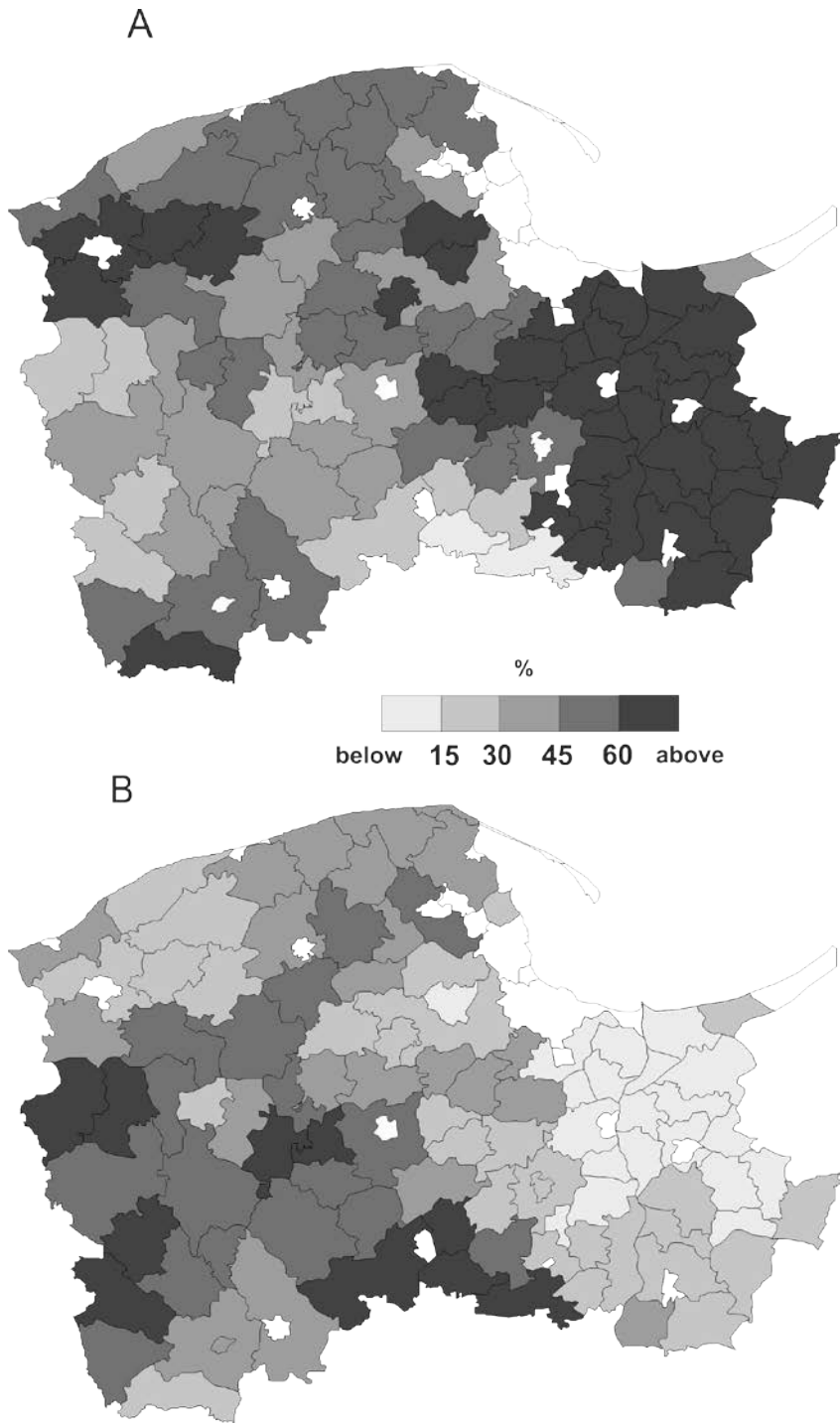


Figure 1. Percentage of agricultural land (A) and forestry land (B) in rural areas of Pomeranian voivodeship in Poland in 2012.

Source: Own study based on the Central Statistical Office, Local Data Bank; www.stat.gov.pl (23.09.2014).

The Polish Central Statistical Office (CSO) data shows that at the end of 2013 farmland in Pomeranian voivodeship were 40.3% of total area (738,279 ha), and since 2004, showed a downward trend (by 3.6 percentage points).

In the Pomeranian voivodeship forests play a vital role, which is one of the most important resources of the region and the end of 2013 they occupied an area of 682,919.3 ha (36.3%). Their share is increasing every year (tab. 1). The most dense forest complexes are present in the south-western part of the region. The highest rate of forest cover, amounting to more than 70%, has Starogard county municipalities – Osieczna (76.0%), Kaliska (71.1%) and Osiek (71.1%).

Table 1. The area of agricultural and forest land in Pomeranian voivodeship in 2004-2013.

Specification		Years									
		2004	2005	2006	2007	2008	2009	2010*	2011	2012	2013
area land agricultural	thous. ha	803.6	773.6	785.2	770.0	762.3	772.3	750.1	739.3	747.3	738.2
	%	43.9	42.2	42.9	42.0	41.6	42.2	40.9	40.4	40.8	40.3
area forest land	thous. ha	672.5	674.3	674.9	676.6	677.6	679.1	680.4	681.1	682.1	682.9
	%	35.8	35.9	36.0	36.0	36.1	36.2	36.2	36.2	36.3	36.3

* since 2010, the area of agricultural land according to the new definition

Source: Own study based on the Central Statistical Office, Local Data Bank; www.stat.gov.pl (23.09.2014).

A large part of the rural Pomeranian province has high potential for development of rural tourism, especially the coastal municipalities (which is related to the proximity of the sea), the central part of the Kashubian Lake District (numerous forests and lakes) and the western part of Tuchola Forest (Tuchola Forest National Park).

Natural conditions have been and continue to be a key determinant of the development of rural areas of the region of Pomerania. Before the period of economic transformation, the primary function of the surveyed villages was agriculture, because of the considerable resources of the agricultural potential of the land and a high share of the public sector. Over time, the role of agriculture has decreased, and thus increased the importance of non-agricultural activities. Nevertheless, the analysis of the current functional structure of rural areas of the Pomeranian Voivodeship showed that agriculture is still a very important economic function (fig. 2). The region is dominated by the municipality (31) typically agricultural, and therefore are monofunctional (type II). They represent 31,6% of the Pomeranian rural and semi-urban areas (excluding the

cities). The rural character of these areas determines the fact that more than 75% of the area composed of arable land, and the level of afforestation is only 14% [8].

The potential of agriculture and direction of its development

Despite the fact that in recent years the development of non-agricultural economic activities is becoming more important, it is still, in many areas, agriculture plays an important role in the development of contemporary Pomeranian village. In the study area, 4 agricultural regions are distinguished: Coastal (undulating terrain, the climate under the influence of the Baltic Sea, a lot of permanent grassland favorable for breeding), Kashubian (moraine hills, a large number of lakes, forests, soils poor unfavorable for agriculture), Żuławy and Powiśle that have the best soils for agricultural production, especially cereal crops, sugar beet and oilseed rape.

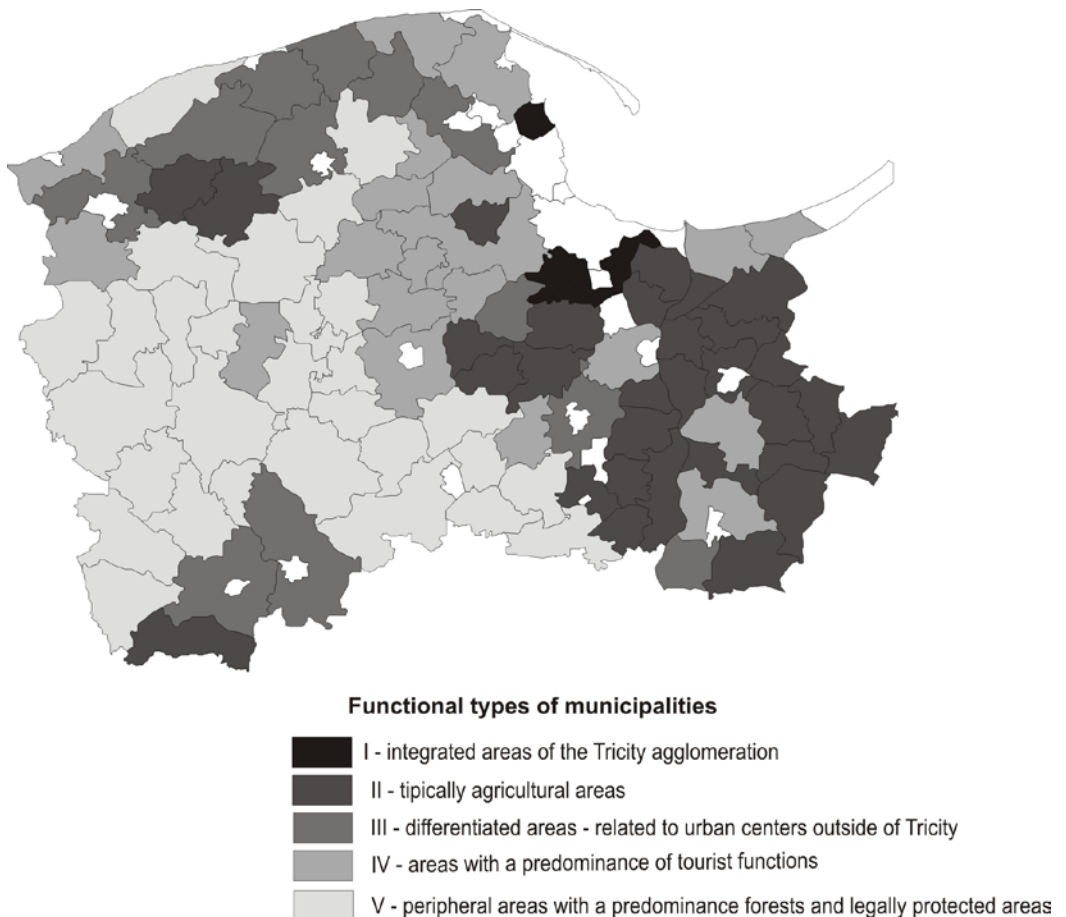


Figure 2. Functional types of rural areas Pomeranian voivodeship in Poland in 2012.

Source: Own study based on [14] and the Central Statistical Office, Local Data Bank; www.stat.gov.pl (23.09.2014).

Rural development and agriculture, supported by financial mechanisms of the Common Agricultural Policy has caused a marked increase in the importance of off-farm activities, and at the same time caused positive changes in the area of agriculture. Since joining the European Union, the number of farms was slowly but steadily decreasing. In the period 2004-2013 the total decreased by 47.9% (from 76,722 to 39,956).

The average size of a farm with an area of more than 1 ha in the Pomeranian region is higher than the average on a national scale and in 2013 was 16.2 ha and 9.5 ha. at the end of 2013. Over 1/3 of farms were small - with an area of less than 5 hectares (36.1%). In recent years, their share has declined in favor of large-area farms. This fact from the point of view of the improvement of the agrarian structure should be considered positive. The model of multifunctional and environmentally friendly household becomes preferred. At the same time, by approximately 41.8% (from 609 to 864) the share of large farms has increased (100 ha and more). We should not fail to mention that in the study area there are some villages, where formally few dozen of farms undertakes agricultural activities, while the real farmers are only a few. The others unofficially leased their land or just take EU subsidies. According to observations, in some villages, this phenomenon is quite common.

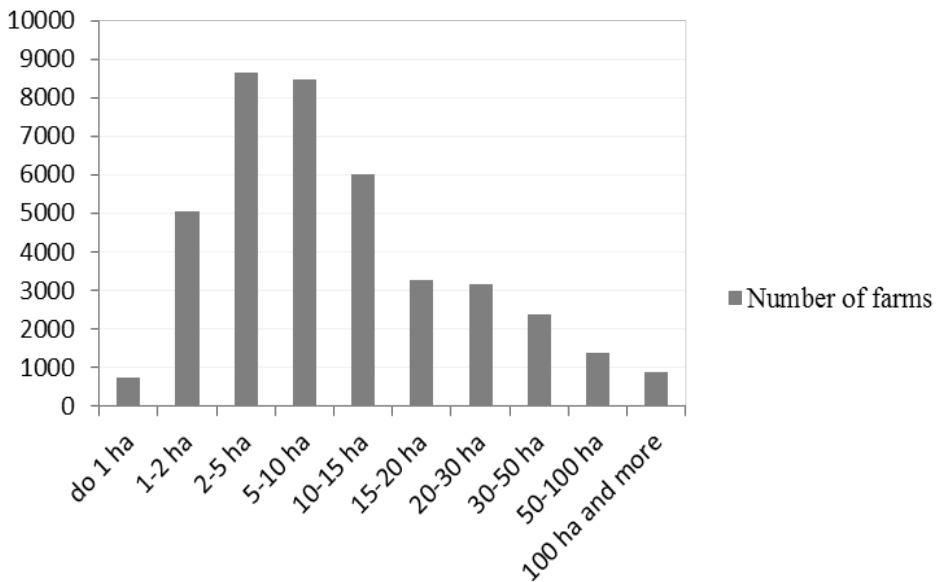


Figure 3. Number of farms in the Pomeranian voivodeship by area groups in 2013.

Source: Own study based on the Central Statistical Office, Local Data Bank; www.stat.gov.pl (24.09.2014).

In recent years, in the holdings of the Pomeranian farmers also changed crop structures (fig. 4). A notable increase in the area of oilseed rape crops (70%), maize, both for grain (o 58.1%) and for silage (o 67.9%) as well as oilseeds (o 67.9%) and legumes (42.9%) was observed.

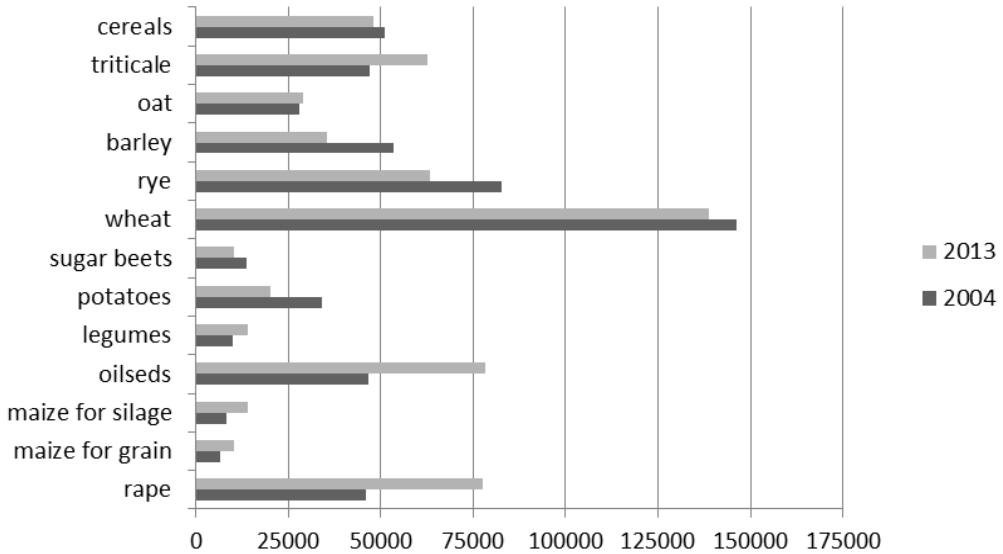


Figure 4. The area of the main agricultural crops in Pomeranian voivodeship in 2004 and 2013.

Source: Own study based on the Central Statistical Office, Local Data Bank; www.stat.gov.pl (22.09.2014).

In Pomerania systematically is increasing the number of farms producing with ecological methods (tab. 2). The data of Agricultural and Food Quality Inspection (IJHAR-S) shows that at the end of 2012, in the study area, operated 913 organic producers, including 894 operated in the field of agricultural production in the area of 30,615.7 hectares [17]. It is worth mentioning that in recent years a gradual increase in the number of environmental farms is observed. For example, in 2004, only 74 of such farms operated so over the years 2004-2013, their share increased by almost twelve times. Today, most of them focused on crop production, mainly the cereal. Moreover, in the study area, there were 17 organic processing plants. The primary motivating factor for farmers to change the traditional system of farming in ecological, are undoubtedly agro-environment payments under the Rural Development Program. They are entitled to farmers who opt for the implementation of environmentally friendly agricultural practices, which are used, among other things, to reduce the loss of biogenes through the creation of so-called buffer zones, planting trees along roads, watercourses and drainage ditches, the use of undersown crops and intercrops.

The average area of environmental farm in the Pomeranian region is 31.5 ha. Most of organic producers are registered in the north and west of the province (counties of Słupsk, Bytów and Człuchów), and the least in the south-eastern part of the region (districts Sztum, Malbork and Kwidzyn), which results from the fact that in Żuławy, characterized by a fertile soils, dominates the traditional conventional farming.

Table 2. Development of environmental farms in Pomeranian voivodeship in 2006-2013.

The number of environmental farms	Years							
	2006	2007	2008	2009	2010	2011	2012	2013
total	222	273	392	494	648	763	894	893
with certificate	69	166	223	245	348	460	601	645
in transition period	153	107	169	249	300	303	293	248

Source: Own study based on the Central Statistical Office, Local Data Bank; www.stat.gov.pl (23.09.2014).

In the Pomeranian region also increases the number of agricultural producer groups. They are formed mainly in regions dominated by commodity and specialized farms, and among them there are some that once belonged to the socialized sector of the economy [4]. The producer groups operating in the Pomeranian region mainly specialize in the production of cereals and oilseeds. According to the Marshal's Office at the end of 2013 years in the province of the Pomeranian, in the register of enterprises, 77 of agricultural producer groups were listed, while in 2004, only 4 (tab. 3). The largest number recorded in 2013 (32), which accounted for 41.5% of producer groups created in the last nine years. According to W. Hasiński [12] the strong competition from the European agriculture, combined with a large financial assistance will stimulate and accelerate the process of creating of new group management teams.

Table 3. Agricultural producer groups in Pomeranian voivodeship in 2004-2013.

Group product	Years										Total
	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	
Grains and/oroilseeds	-	1	-	8	1	2	4	4	4	6	30
Potatoes	-	-	-	1	-	-	1	1	1	1	5
Milk	1	-	-	-	-	2	-	1	-	1	5
Pigs	1	-	1	1	1	-	-	-	-	10	14
Cattle	-	-	-	-	-	-	-	1	-	1	2
Poultry	-	-	-	-	-	-	-	4	-	13	17
Others	-	-	-	-	1	-	-	2	1	-	4
Total	2	1	1	10	3	4	5	13	6	32	77

Source: Own study based on the list of agricultural producer groups; www.minrol.gov.pl (27.09.2014).

According to J. Wilkin [20], the agricultural sector - apart from the food production also provides a number of services for the spatial, natural and socio-cultural sphere, which distinguishes it from other types of production. Due to the increase in prices of non-renewable energy, greatly increases the importance of agriculture as a producer of biomass for energy purposes. In Pomerania there are potential opportunities for developing renewable energy sources. The production of agricultural biogas is considered one of the most prospective directions of the energy use of biomass resources [2; 9].

The register of the Agricultural Market Agency shows that at the end of 2013 were 37 biogas plants operating in the country, among which, 8 belonged to the modernmodern, large-mark agricultural enterprise, involving Poldanor S.A. Danish capital. Pomeranian voivodeship is one of the leaders in the country in terms of completed and ongoing agricultural biogas plants (9 installations). During the implementation is now over 20, of which 6 at an advanced stage. According to the *Program of development of electrical power engineering with consideration of the renewable sources in the Pomeranian Voivodeship by the year 2025* [16], the construction of about 150 biogas plants with an electrical capacity of 0.5 MW is planned. The Foundation for the Development of Polish Agriculture proves that on the development of biogas industry in Poland is primarily interfering the unfavorable law and support system for producers of green energy, which makes the operation of the biogas is unprofitable, as well as public opinion, which blocks the construction of biogas plants in their area. An important role in the development of biogas production plays a social promotion and education. In Lubań near Kościerzyna it is planned to create the renewable energy educational center, as well as the construction of a model small agricultural biogas plant, which aims to encourage Pomeranian farmers to produce renewable energy. An opportunity to accelerate the production of biogas in the Pomeranian region can also be an international EU project implementation under the European Territorial Cooperation Programme 2014-2020 by the Pomeranian Agricultural Extension Centre in Gdansk, together with the Municipality and the City of Trelleborg (Sweden).

Multifunctional of rural areas development

According to J. Szczepański [19] the village was once conceived as a place of food production, where the workshop was integrated into the household, and the results of operations were more dependent on the forces of nature. An important role in the formation of the current version of the village has both environmental conditions and factors related to the intensity of settlement, demographic development as well as urbanization. In many Pomeranian villages, you can isolate farms that found new opportunities of economic stimulation (the support of tourism and leisure, commercial or service). The transformation of rural areas of the region examined therefore tends towards multifunctional and sustainable development.

Multifunctional model of rural development is one of the main categories of policy towards agriculture and rural areas in Poland, whose position was strengthened in the course of its evolution since the beginning of the process of systemic transformation [1].

According to The Polish Central Statistical Office at the end of 2013, the Pomeranian village was inhabited by 800,3 thousand persons, which represents 34.8% of the total population of the region. It focuses primarily on the areas attractive for tourists or for investment, as well as where there are favorable natural conditions for agricultural production. The number of rural population is increasing gradually. Since the accession of Poland to the European Union (2004-2013) at Pomeranian villages the population increased by as much as 105,7 thousand inhabitants (15.4%). According to the forecast of The Polish Central Statistical Office, in 2030 the share of the rural population of the study area will increase up to 38.6% of the total population of Pomerania.

An important factor in the development of the Pomeranian province villages, is a unique environment and tourist values, especially the proximity of the Baltic Sea and the presence of forests and lakes, enabling the development of various forms of tourism and recreation. The region is rich in natural resources of raw materials, such as clays, peats, natural gas, chalk lake, mud and mineral waters. Obtaining them, and their appropriate management often determine the direction of development of presented area. Pomerania Province is also characterized by cultural diversity, resulting from regional and local identity. It is worth noting that the cultural heritage is increasingly seen as an important factor for local development (economic activation way, creating new jobs and creating a positive image of the area). More than half of the rural communities of the region has a very high attractiveness of the landscape, but the use of these opportunities depends on the spatial development. Additionally, regional culinary products and high quality food start to gain importance. Pomeranian food producers have registered so far 151 traditional products, which gives the second place on the list maintained by the Ministry of Agriculture and Rural Development (after the Podkarpackie voivodeship 162 products).

The villages once performing the functions of farming villages are becoming techno production villages. The CSO data shows that in the Pomeranian region in 2013, 2034 farms operated involved in agricultural activities and other than agricultural. In rural areas, there is a large entrepreneurial potential. According M. Kłodziński [15] development of the municipality is mainly dependent on the activity of entrepreneurs, who will become the leaders of rural entrepreneurship. The CSO data shows that at the end of 2013 a total of 271,784 business entities running their business activity in the study area (according to NACE sections 2007), of which 65,516 (24.1%) in villages. It is worth noting that only in 2009-2013, their share increased by nearly 18%. By far the largest number of businesses operated in rural communities Pruszcz Gdański (3,408), Żukowo (2,956) i Wejherowo (2,033). It follows that, especially in the villages located near the big cities the development of entrepreneurship is the most intense. These are usually small and medium-sized enterprises, which, due to the specific characteristics

and flexibility of action, have a greater ability to create low-cost jobs, and hence the local absorption of surplus labor force.

Multifunctional rural development of the Pomeranian province occurs evolutionary. Gradually, a reduction in the importance of production functions is observed and there is the growing importance of the function of the village in the sphere of consumption (place of residence, tourism and recreation, social services, sharing of natural resources) in the development of rural areas.

The changes taking place in the last few years, according to the policy of multifunctional rural development, cause rapid development of non-agricultural functions [11]. In the study area, the dominant function typically economic, agricultural, is replaced by a function of the aesthetic landscape, and its importance of recreation and leisure. According to estimations of Pomeranian Agricultural Extension Centre in Gdansk indicates that at the end of 2012, 1011 agritourism farms were operating, offering more than 11.3 thousand beds. Considering also offers of rural tourism, accommodation in the region could be up to two times more, the more that not all objects are entered in the records of the municipality and not all of them are clustered in local associations. The largest number of objects is located in the districts of Puck, Kartuzy, Kościerzyna, Bytów, Słupsk, Wejherowo, Chojnice and Nowy Dwór, which undoubtedly has a direct relationship with the attractiveness of the location.

Today, tourism has ceased to be only the accommodation and catering base - the farmers offer various forms of active leisure are increasingly willing to exploiting the potential of their region - not only do they recognize the qualities of the natural environment, but also the cultural values of the village. Residents of cities and large urban areas prefer environmentally friendly tourism, and during the rest they expect not only the silence away from the crowd and clean air, but also the active use of open space, as well as personal contact with the rural population, its culture, traditions, cuisine and opportunities for their participation in the life of members of the farm, or access to fresh, organic food. Undoubtedly a great source of inspiration to create a unique proposal for tourists is also the Kashubian culture, which within the province of Pomerania is varied.

An important role in rural development in Pomerania also plays a social capital, which varies greatly throughout the region. Most associations and foundations are located in the villages located in the vicinity of large cities in the region. In recent years, in Pomerania, a steady increase in the number of non-governmental organizations is noticeable [10]. In Pomorskie at the end of 2012 operated a total of 6861 non-governmental organizations, of which 85.7% were associations and social organizations (5,881), and only 14.3% - foundations (981). Out of total number of such organizations, nearly 1/3 of its business covers rural areas (28.1%). The largest number is located in the villages of the district Słupsk (238), Kartuzy (210) and Bytów – 179 (fig. 5).

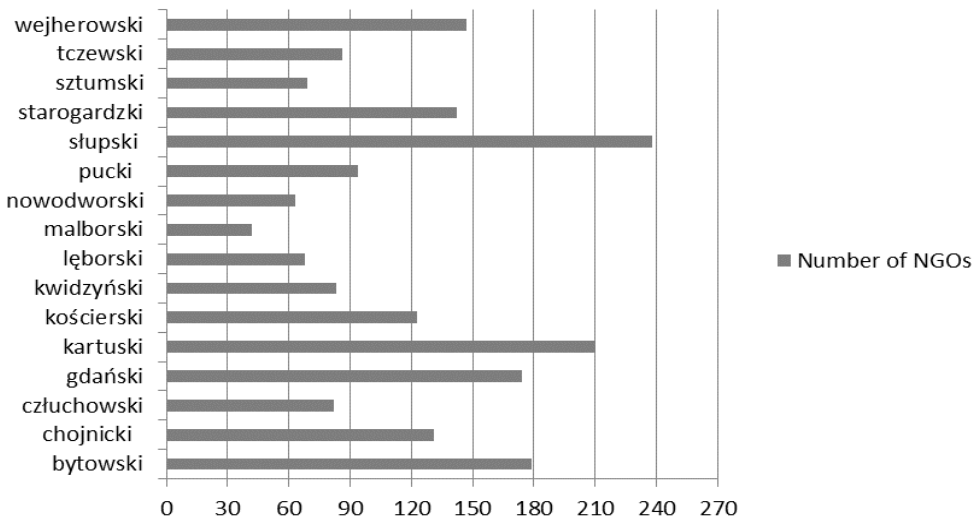


Figure 5. Non-governmental organizations in the rural areas according to counties of the Pomeranian voivodeship in 2012.

Source: Own study based on the Central Statistical Office, Local Data Bank; www.stat.gov.pl (02.09.2013).

In connection with the accession of Poland to the EU, there were (as part of the operational programs related to rural areas and fisheries) new opportunities for the development of local communities through the establishment and operation of local action groups and local fishing groups [3; 5]. Currently in Pomorskie there are 16 Local Action Groups and 8 Fisheries Local Action Groups providing new opportunities for business and support local communities.

Summary

Pomerania rural areas vary greatly in terms of economy, social and structural. In the next few years, they will dynamically transform, losing the characteristics of a rural landscape. The functional structure of the Pomeranian region shows significant durability and will exert a major impact on the future development of the Pomeranian village.

The direction of development of the surveyed rural areas to a large extent will determine the economic policy - Common Agricultural Policy of the European Union (2014-2020). Measures undertaken with the use of EU funds should lead to the modernization of rural areas as places to live and do business, and to improve the employment prospects of rural population in the agricultural sector and outside agriculture.

Studies have shown that in the Pomeranian region, agriculture still plays an important role. The significant share of socialized agriculture in the study area has a big impact on the current development of rural areas [6]. An example would be the transfer of land previously used for agriculture, for construction purposes, particularly in the area of the direct influence of the sea, the more that there is still an unabated interest in the

construction the so-called "second homes", some of which changes their function for year-round residences. The land used for agriculture is likely to continue to shrink, on one hand, precisely because of the need for housing, on the other - because of the transfer of it (especially poorer quality soils) into afforestation. There are many indications that in the Pomeranian region in the coming years, the forest area will grow and become the dominant form of the land use structure.

The challenge for agriculture Pomerania in the long term will be to build a strong competitive position through high quality agricultural products.

The main stimulator for the agricultural development and changes in the Pomeranian villages will be the production of raw energy material. Rural tourism and agritourism will have a significant influence on the development of coastal areas.

In the Pomeranian region, the development of agricultural biogas production provides an opportunity to include the active participation of farmers in other sectors of the national economy. However, the high cost of its investment requires the involvement of additional measures to support individual agricultural producers. The rural development instruments, under the "new" Common Agricultural Policy (2014-2020) can help you to adapt to the new conditions of agricultural production, for example by offering the investment support, related to changes in the nature of agricultural production and reproduction of crops or to find new, innovative solutions.

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COMPARATIVE ANALYSIS OF THE EUROPEAN EXPERIENCE OF SOCIAL ORPHANHOOD PREVENTION AT THE REGIONAL LEVEL

Nowadays, the complex and ambiguous processes, which are connected with the sharpening contradiction between the vital purposes of generations and different sections of the population, as well as the rough and progressive weakening of the ethical motivation in the society, are taking place. This gives rise to the problem of social orphanhood, which becomes more sharp and actual in the modern society, because the number of children of such the category doesn't decrease, but increase.

At the early stages of the society development the special institutions for the orphans receiving and upbringing didn't exist. The point of view on the orphans and their status in the society fundamentally changes only with the Christianity spreading in the most countries of the Europe. The shoots of the public assistance system, such as orantotropfias and bretotropfias (founding hospitals) appear. The turning in the public policy and social consciousness to the more humane and democratic view on the orphans rights was formed by the ideas of French enlighteners, among them J.-J. Rousseau, Voltaire, Ch.-L. Montesquieu, D. Diderot, by the evolution of the humanistic social tendencies of Jan Amos Komenský etc. The Declaration of the Rights of Man and Citizen of 1793 appreciably influenced upon the changes of the forms of organizing the social assistance of orphans [2; 14].

Up to the beginning of the XX century in the Western countries the clear system of the social assistance was done and included well-formed social institutions of public and civil charity. Spontaneous activity transformed into the orderly forms of the social assistance, such as insurance, cure, upbringing and education, which corresponds with the human rights realization [14]. Every country in the West Europe passed along its own way determined directions developing, including the creation of national system of professional education. In spite of the number of essential differences (legal, financial, personnel, conceptual) we can pick out some general for all the countries stages: prehistory and forming the preconditions for changing the society's attitude to the orphans, organizing the first institutions of social care; unfolding the different forms of closed care and special institutions creating; legalization of the system; social assistance system development and the differentiation of the professional education system; improvement and creating modern organizational trends in the system of social assistance on basis of such principles as normalization and integration.

The key point's removal in the modern social policy of European countries demonstrates that new paradigm "*United community that includes the people with different problems*" comes to take the old one "*Full majority – defective minority*" place. This direction of social policy contributes to adhere to the rights of social orphans and their integration in to society.

One of the main tasks of every modern society and the state is to guarantee the right of the child to upbringing in the family. These rights are fixed as in the international

documents (The United Nations Convention on the Rights of the Child, World Declaration on the Survival, Protection and Development of Children etc), so in the every country legislation.

The leading world's countries attracted to the mechanisms of the reorganization the forms of orphans upbringing in the last century still have some problems with the overcoming the child's orphanhood now. Every country tries to adopt existing experience up to its own reality.

Last twenty years in the majority of world's countries is observed the tendency to the refusal of big orphan boarding institutions and supporting children in their natural (family) environment of living, that's why the alternative forms of children's family upbringing are developing. In priority the forms of care in the international practice are differs in such a way: adoption; tutelage in the relatives' families; foster home; boarding school.

Foreign practice in a certain cases reserves the form of boarding school as some state institution for maintenance the orphans and children who are deprived the parents care. But in the process of deinstitutionalisation the state founding bodies were exposed to structural transformation especially in decreasing the number of foster children.

The experience of Austria, Switzerland and Poland is evidence of reserving the state's boarding schools (children's homes, orphan's homes) as the specialized institutions for children's upbringing, which have deviation in behaviour, some psychological and physical problems. The most widespread types of boarding schools are: medical centers with twenty-four-hour children's staying; domestic children's homes; crisis and children's psychiatric centers.

The big numbers of countries, for example Great Britain, don't have the children's homes and boarding schools in its traditional sense. For the children, who have got the heavy psychological shocks and need temporary or long being away from family, there is the possibility of staying in so called "*group homes*" [12, p. 39].

In Sweden the system of children's care have two stages in its development:

- first one (40-80-ies years of XX century) – closing the children's homes;

- second one (90-ies years) – the inclusion of the family in the children's care bodies. The activity of closing the children's homes put into practice "The BarnbunSko" (Stockholm), which during years have been the ideological centre of working out the system of social children's care not only in Sweden, but other Scandinavian countries. The strategy foresaw that working out and using the arrangements, it needs to stay in the centre of attraction not only the child and its family, but as well, simultaneously be against the processes which excluded the family from the society [16, p. 10-11, p. 69].

In Poland was working out and improved new model of institutions for orphans, who in different cases couldn't be return in biological families or put in the family upbringing forms. In such the body there live, at the same time, not more than 12-14 children and 4-5 mentors are working with them. The institution plays a part of the place for temporary staying of the children for the period that is needed for some operations with their biological family.

The experience of the creating specialized social dormitories for about thirty persons living was implemented. The authority for implementing this form was delegated by the state to public organizations.

Germany practices in upbringing system the uniting of functioning the renovated boarding bodies and the stimulating of fostering families development. The public policy practices long-term child's supporting in such the bodies in order to return him in biological family and in case of absence the real opportunities for this other decisions could be done. The priority of forms in this country looks in such way: biological family – adoption. Other forms are determined as intermediate and temporary [17].

Boarding schools and children's homes in Germany mainly financed by local self-government bodies and there is the financing at the federal level, as well as the aid of charitable organizations is stimulated.

The structure of boarding schools supports the children's keeping in groups of 15 persons, four tutors and one social employee-volunteer are working with them. The importance lies in the overcoming the collective supporting factor in German boarding schools. The primary majority of boarding bodies puts to every foster child the opportunity to live in single room or one room for two persons. All the children, without exception, and including the children with disfigurement, get the education at general educational institutions. Such the practice furthers the improvement of orphans' socialization in the society. Functional destination of boarding school in this system reduces to place of living. Nevertheless, even such the boarding system always stays in the centre of German society discussions. German state makes an effort to make out the state structures of children's keeping as the last mechanism in solving the problem of orphans.

In Hungary the program of stimulating the professional adoptive families at the rural level gets a wide distribution. Thus, the state tries to decrease the level of unemployment among the village population as well as supports the orphans upbringing and keeping in the conditions of the family. Taking into consideration the specific character of rural economy creating and the mentality of population the half of rural foster parents becomes the adoptive one.

Stated approach enlarged the range of coverage the orphans and the children who are deprived the parents care. Practically the elimination of orphan's homes came about. The next stage of reforming is the increasing of the range of adopted children (40% composes the adopting by foster parents-mentors).

In European countries “*fostering*” and “*mainstay*” as the particular type of guardianship and delivering the child in the family in order to upbringing is widespread. “*Fostering*” is the staying in the stranger family up to the full age, during the long-term, in good conditions, and with the real family contacts preservation. “*Mainstay*” is the care for the children from 11 to 17, which is fulfilling during some months, up to the time when the circumstances and living conditions in real family become good. In case when the problems are solved the child returns to the family, in other case the “*fostering*” will be done [4, p. 16-18].

The international practice of foster upbringing in Great Britain where there are two types of foster upbringing is worthy of notice:

- foster care about the children;
- private foster care about the children.

The first type puts all the functions of the organizing on the local authorities and social services agents. The second type of foster care foresees the private agreement among the parents and foster mentors without the local authority bodies' involvement. In the country worked out and act "*National standards of foster upbringing in Great Britain*", where clearly regulated all the procedure of foster model of children's upbringing. The system of foster upbringing is developing in many countries [13, p. 4]. The development of foster (adoptive) families is stimulated at the state level with some statutory acts and labour legislation.

The foster upbringing in the big number of countries is distinguished as the profession and included to the list of specialties. There exist the system of job description, levels of raising the competencies in other words of retraining and in-service training, attestation and licensing. The provision of pensions and social guarantees payment is ensured. The services on children support have approved list of members of staff, which includes the salary of professional foster mentors. The traditional foster families and professional are clearly differentiated.

The experience of Great Britain's foster model has been effectively implemented in Hungary as a mechanism of stage-by-stage transfer from state boarding schools and childrens' houses to the domestic upbringing forms. In Hungary, from the beginning of the process of deinstitutionalization simultaneously the state courses on traditional and professional foster parents were implemented.

There are some advantages of foster upbringing:

1. Enlargement the cycle of the children, who get closed to the biological family upbringing form, which substitute for boarding body.
2. Prior selection and professional training of the citizens, who wants to adopt the child or to make the foster home.
3. Assured at the state level qualified complex of programs, which provide for accompany of the family.
4. Enlargement the cycle of the subjects, who acquire a right to upbringing the child.

Financial aspect of the foster upbringing consists in:

1. There dominates the principle of the minimal cash grant for foster home, which is able to cover standard social needs for supporting the child (Austria, Germany).
2. Full covering of the financial expenses for supporting the child, which mainly consists of two parts: running expenses and the mentors' salary (Sweden, Holland).

On the whole, in European countries with the boarding bodies retaining, at the state level are worked out, obligatory for all pupils, courses of "*good living*", after graduating from these courses the alumni get the state certificate. That is one of the efficient mechanisms of children social adoption, who were under state care.

According to the Act on the children rights defense, which was adopted in 2000, Britain's local authority obliged to determine the personal assistant for the entire child, who goes out the care. The main role of such the assistant is to coordinate the fulfillment of the individual plan of transfer to the independent life. Such the plan describes in detail all the steps and resources for habitation maintenance and real plans for education and job placement. Personal assistant not only controls the execution of the plan but helps the young man to believe in own strength and try to achieve as much as possible.

Local authorities also obliged to support regular contacts with the young man under 21. As necessary the term of support giving could be continued, especially for education and professional training.

In the field of prevention the social orphans became very interesting the experience of "*SOS Children's Villages*" organizing. The author of the system of "*SOS Children's Villages*" was an Austrian teacher, physician Hermann Gmeiner (1919-1986). In 1949 he established the first home for children, who were deprived the parents care. In the late 50-s the five homes founded there "*SOS Children's Village*". In 1993 the bodies of such the type were acting in 120 countries around the world. The largest "*SOS Children's Village*" is situated in Hinterbrull (Austria), where 24 houses are placed. "*SOS Children's Village*" is the public institution which doesn't have any wall and security guards. According to the schedule the natural persons and representatives of charitable organizations have an opportunity to visit the "*SOS Children's Village*". The children under 10 years old could be delivered to the "*SOS Children's Village*". In houses the 6-8 pupils are living. They go to local school. "*SOS Children's Village*" has its own kindergarten. Some part of children could be delivered to the adoption or patronage. After graduating in 15 years old and till the final vital self-determination the pupils can be in the child's home, where the post of the mentor is foresaw [15, p. 29-30].

In order to prevent the social orphans the important thing is to work with the parents who upbringing the children with disabilities and their, children, medical and social rehabilitation. During the last 30 years the international community accumulated some approaches to the solving the children with disabilities problems, which have been reflected in the number of UN documents, declarations, programs, principles and regulations. The main objective in this direction is to reach such the condition when the child with disabilities could be able to realize his own social function as well as healthy child (labour activity, education, ability to reading, writing, independent movement, communicative abilities). In many countries this objective is fulfilled with the help of special schools or special classes in secondary schools, at-home education is effective as well. The children with some disabilities can get education with the program for ordinary pupils but there are not always some necessary opportunities [5, p. 25].

Substantial size of activity carry out the children's social services, which are called for organizing and providing the social rehabilitation of children with disabilities. Many of complex problems appear in the families where children with disabilities are upbringing. According to the character and the size of such the problems the social workers form and provide special aids' program of the family, which the child with disabilities is upbringing [11, p. 391].

In Bulgaria and Hungary were organized the day's rehabilitation care, where the conditions for carrying out the complex of rehabilitation measures are provided. In Austria in 1993 was adopted the Act which allows to the parents to choose the place of teaching: special school or secondary school. As well in this country was worked out and acts experimental integration program, the main idea of which is social integration of children with disabilities.

In Poland the practice of training the children with disabilities for integration in to the system of general education is performed in families or special day's centers. For Ukraine especially interesting is the experience of fostering the children with disabilities. So, in Great Britain they practice putting up the child with disabilities for upbringing in the foster family, but the priority has those foster parents, who already have the experience and the knowledge about the specific illness of the potentially adopted child.

In Denmark acts the general statute on the full information the child's parents about the illness. In France act the centers of medical and social aid, charitable mothers' and child's centers etc. In Germany is observed the tendency of transferring from medical approach to the more uniform one – the early stimulation. In the Netherlands the parental organizations have the great role. In Spain and Sweden is acting the system for parents who have the children with disabilities. At the same time the question of building and transport availability is of great importance. The greatest activity in this direction has been done in France and countries of Northern Europe [11, p. 390-391].

Specific direction is the support of the families who have mental defectives. In Sweden for mental defectives is guaranteed the access to education, entertainments, and the use of welfare equally with the other citizens. It allows not keeping obligatory mental defectives in special pension but make the necessary conditions at home, providing for competent care, which is done by specially trained personnel, which gets the salary at the municipalities. As well they finance special educating institutions for mental defectives. In some countries of Western Europe, USA, Canada and Australia in addition to hospitals and boarding houses for mental defectives were established special day's cares and dispensaries, adjusted out-patient service including infants and underages. Practical training of mental defectives is making by special sector of secondary school. Acquirement of some professions is making by state secure system for mental defectives [11, p. 390].

Since the 1970-s in international practice consolidated such type of activity as protection of the children's rights. This direction appeared because of increasing the number of homeless children under the living parents, brutal treatment, including the children who stay in permanent establishments and foster families.

The children rights protection is guided in different countries at different levels and secured with appropriate legislation. An important contribution to the development of the services for children protection made American pediatrician Henry Kempe, who in 1961 together with his colleagues organized in Denver interdisciplinary conference "*The Battered Child Syndrome*". In 1975 with the Henry Kempe initiative was carried

out the conference in Bellagio (Italy), where the special attention was attended to the needs of prohibition the corporal punishment and implementation the obligatory informing about the cases of violence. And in 1976 in Geneva took place the first Congress on the problems of violence and brutal behaviour with the children, which became the start for establishing in 1977 International Society for the prevention of child abuse and neglect their needs (ISPCAN) where Henry Kempe was the first president. It was the time when the journal «ChildAbuse&Neglect» started to be published [7, p.19-20; 6, p. 1].

In many countries the governmental and public commissions on the investigation the cases of violence function, created special homes, where women with the children are forced to live, because they left their homes in case of violence. For example in Spain were established 16 boarding homes where some woman with the children are settled in order to avoid the psychological and physical shock. There they stay from 3 to 6 months [11, p. 391-392].

Nowadays the great importance has European experience on organizing the activity with the children fugitives and homeless children. As well as in Ukraine they begin to live off-home because of families' trouble and brutal treatment of the parents.

The important factors of broadening of this phenomenon are poverty, children starving, and "*freedom romantic*" and striving the adventures (the last one often peculiar to the children from the rich families).

In Western countries for the children fugitives and homeless children are organized:

- 1) founding homes and dormitories;
- 2) individual and groups consultations;
- 3) conversations with parents in order to return the child in the family;
- 4) providing with the seat in educational institution, if the child needs it;
- 5) accordance the consultative and other kind of aid for the families, where the children coming back in order to their strengthening and non-admission of new break.

The centers and founding homes for children fugitives suggest corresponding services for such the categories of children:

- 1) neglected children;
- 2) children who engaged in prostitution;
- 3) sex offence victim;
- 4) juvenile offenders, drug addicts, old offenders [11, p. 392].

The great importance in general system of prevention the children homeless play the social services. In Germany, France and Italy every educating institution has the post of social worker. He is responsible for parents and children assistance, clarification of the cases of non-attendance the school, because often the absence in class is evidence of child's problems [8, p. 123-128].

In European countries is accumulated educative experience of realization the policy on prevention the juvenile delinquency and breakings in child's environment. This direction often coordinated by state authorities and realized on the basis of special programs [11, p. 394].

In the context of prevention the early failures we need to draw attention at the experience of organizing the founding homes and groups homes for young mothers. In Great Britain the activity on warning the mothers' failures of baby is organized immediately at the micro level taking into consideration the resources of the family and its environment. It foresees the learning the concrete cases and individual aid taking into account client-oriented and interdisciplinary approaches. In Great Britain in every concrete situation where future young mother found herself, works as a rule interdisciplinary team of professionals which consists of social worker, psychologist, psychotherapist, educational specialist and physician. All the activity is controlled by the social worker who is responsible for collecting the initial information about the mother, determination the problems and needs, composition the plan of interference in situation, form the interdisciplinary team of professionals and its coordination, fulfillment of the plan of interference and summing-ups. The cases which are happened with the mothers who want to refuse from the child, as a rule, contain the problems of different origins and need to have long-term aid from the specialists [10].

In North Ireland, as the results of L. Bunina research demonstrate, the warning of mothers' failures of baby is going through the activity of services for supporting the young families and early childhood.

Distinguishing feature of such the services is that all the programs which act at the territory of the country are not state. Always they are working out by public organization, so the state delegates all the duties for those organizations to implement the programs.

One of the most famous organizations is the NIPPA (Northern Ireland PreSchool Provision Association), which was established in 1965. It takes care of the problems of accordance the services to the parents in creating the most favourable conditions for full development of the child at different levels of his vital activity.

The parents rate as the people who mostly strong and ponderable impact at the child, and that's why the main activity of organization is aimed to the supporting the parents as the first teachers, who plays the great role in further life and success of the child. With the object of solving the problem of supporting the parents and infants in communities, in NIPPA was created the staff of high quality workers, organized the working groups for parents; work trainers and coordinators, who propose some specialized education courses, financial and administrative support, aimed at some decisions making including full assurance; there is the informational service which guarantees informational support; working the charity fund, consultative service which is engaged in the questions of strategy and service which support the rural districts [1].

One of the most numeral program of this organization, which aimed at the preventing the early social orphans is "*Family Support*" – the program of attendance the family at home and with the help of which the practical aid and emotional support to the families and community is proposed. The service's collaborators attend the family every week and give the help to such the direction: child's supervision, health and hygiene, running the housekeeping; as well they consult on the questions of the budget division, packages, cooking etc – generally take care of family's health and welfare [18].

In post-soviet countries, in comparison with European, the formation of state system for social assistance of orphans took place in later terms. At the time this process went inconsistently, that was connected with the crisis phenomena in social, economic and political spheres of society. In the USSR was created and acted during 75 years the state system of education and social ensuring the orphans, and it was the net of boarding institutions of closed kind or child homes. At the state level there were not legislated the social model of orphans adoption. All these created the barrier between the children, who stayed in the bodies of closed type, and environment. The ideology of care “*from the top*” formed the “*social dependence*” and made the conditions for passive person development, which always needs help. The working regime in these special educational and boarding institutions was done in such the way that orphans might be there all the time (the child homes of the Ministry of health protection and boarding schools of the Ministry of social securing) or all their life, having an opportunity to visit real home once a week (preschool institutions and boarding schools of the Ministry of education).

Social policy in the states during the soviet period which was aimed at the creation the special society for the orphans, led to the existing the great number of marginal children, social orphans (orphans with the living parents). It decreases the general moral (ethical) level of the society and conflicted with proclaimed social objectives and the humane ideas.

At the modern stage in the countries of post-soviet period the role of non-governmental sector is increasing: public organizations, associations, charity funds which enlarge the activity of state institutions of the system of social assistance for foster homes. Special education in up-to-date society is point to development of individual child's opportunities for reaching the effective social adaptation and socialization.

Thus, at the beginning of the XX century in European countries the clear and opened system of social assistance was built and includes the formed social institutions of state and public charity. Spontaneous activity changed into the organizational forms of social assistance. Summarizing the ethno cultural factors and the conditions of dynamics of the historical experience in social supporting of orphans in Western countries, we need to say that they have general streaks: the social systems genesis from the organizing the fist institutions of public care through the different forms of closed care and creating the special bodies to the legalization of social assistance system.

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THE PECULIARITIES OF INTEGRAL ESTIMATION OF BEET-SUGAR SUB-COMPLEX OF UKRAINIAN REGIONS

Introduction

Main world trends of using renewable energy sources are analyzed. The issue of necessity of energy supply for Ukraine is considered. Potential opportunities are found to produce a biomass fuel based on the sugar beets. Factors of beet-sugar sub-complex placement are investigated. Imperfection of raw zones concentration in Ukraine are substantiated. Necessity to identify main laws of beet-sugar sub-complex development from a perspective of Ukrainian regions are accentuated. Main productivity indicators of beet-sugar sub-complex in Ukraine have been formulated. Regions are rated according to location and concentration of sugar manufacturing enterprises. Individual attention is drawn to the factors that characterize beet-sugar sub-complex efficiency in the regions of Ukraine and its cause and effect relationship. Necessity of production diversification in sugar cabins are determined. Feasibility of supporting and developing enterprises of sugar production in the most favorable regions are discussed.

Setting of a problem

Current global trends increasingly focus on the issue of energy resources and expand the range of available energy sources, among them a prominent place is given to renewable energy, which is dynamically developing in the world. Today the share of renewable energy sources (RES) in the total primary energy supply in the world is about 13%, including biomass - 10%. The European Union is moving successfully to the goal in 2020 concerning renewable energy - 20% of energy from VDE in gross final energy consumption. Over the past 10 years, this figure has increased from 8% to 14% and three countries (Sweden, Bulgaria and Estonia) have fulfilled their national targets of 2020 [3, p. 32].

In Ukraine energy supply problem has become particularly relevant due to complicated inter-economic relations between Ukraine and Russia, while considering that the only importer of traditional energy resources - oil and natural gas, is the Russian Federation. Thus, Ukraine is in an urgent need to provide energy to its population and industrial production as a whole. It is worth noting that in recent years the approach of energy supply is intensively studied. Ukraine's agricultural sector consumes a significant amount of energy, the cost of which in 2010 accounted for 18-24% of the cost of production [9, p. 31]. In order to reduce energy dependence of Ukrainian agricultural sector, NSC "*Institute of agrarian economy*" outlined the prospects of energy supply based on widespread use of alternative energy sources [5].

At the moment, Ukraine has the potential of bioethanol production from sugar beet, which occupies a leading position among energy commodities. However, there is a rather unstable situation of beet sugar sub-complex development, caused by annual fluctuations in crop area, yield level and gross harvest of sugar beets. This leads to

overproduction or lack of sugar, as well as an imbalance between production facilities of sugar plants and capabilities of commodity areas.

Analysis of recent research and publications

The theoretical and practical aspects of functioning of the sugar-beet sub-complex is analysed by such outstanding Ukrainian scientists and practitioners as V.S. Bondar [1; 2], M.V. Zubets [5], M.Y. Kodenska [6], V.Ya Mesel-Veselyak [5] M.V. Roik [8] P.T. Sabluk [5] M.M. Fedorov [5] A.V. Fursy [1], bioenergy development problems in their studies have been examined by V.S. Bondar [2], G.G. Geletukha [3] T.A. Zhelyezna [3], A.V. Skrypnyk [9]. However, the issue of conservation and reactivation of sugar production enterprises with regional peculiarities and prospects for establishing biofuel production needs further attention.

The purpose of research is the objective necessity to determine the sugar-beet sub-complex functioning and outline favorable regions for growing sugar beet in order to stabilize the sugar market in Ukraine in the context of bioethanol production.

Presentation of main research material

The main factors of placement and development of sugar-beet industry is primarily the quality of ground, climate and needed moisture. Thus, according to the ground potential, especially the climatic conditions, NAAS sugar beet Institute of Ukraine has defined the beet zone of Ukraine. The most favorable sugar beet growing area in which a high yield of roots 55-60 t/ha can be obtained is situated in western regions of Ukraine - Volyn, Ivano-Frankivsk, Lviv, Rivne, Ternopil and Khmelnytskyi. Less favorable is the area, which includes Vinnytsia, Zhytomyr, Kyiv, Poltava, Sumy, Cherkasy and Chernihiv regions where you can receive a guaranteed yield of roots 50-55 t/ha. Even less favorable area of beet zone, where yields of roots within 45-50 t/ha can be obtained are Kirovohrad and Chernivtsi regions. The remaining areas where sugar beets are grown are not included to the beet zone due to unfavorable climatic conditions for sugar beet cultivation [8].

At the same time, it should be noted that thus Vinnytsia region is referred to less favorable areas for growing sugar beet and potatoes, the results of the sugar sector in the 2013/2014 marketing year indicate that region produced the largest amount of sugar in Ukraine - 296.63 thousand tons, a similar situation of sugar production is in Poltava region, which holds the second honorable place (182.84 ths. tons.).

M.Yu. Kodenska believes that yield itself characterizes the concentration of efforts system and culture of economy management, professionalism of goods producers, enterprising of managerial personnel, which are displayed based on the indicators of effectiveness and efficiency of the sugar industry [6, p. 280]. The following approaches of stabilization and indicators of beet sugar sub-complex proposed by domestic scientists V.S. Bondar and Fursy prefer to yielding capacity: *“With the growth of yields the reduce of cost of sugar beets production can be expected, which opens real chances for the planned reduction in the cost of sugar and under the condition of wholesale prices stabilization - provide normal yield of sugar production. This could become a*

guarantee of self-sufficiency for functioning of the sugar industry for the reconstruction of processing enterprises” [1, p. 26].

Maximum yields are seen in Dnipropetrovsk region - 524 centner/hectare, the second place is in Mykolaiv region - 504 centner/hectare, the third and fourth places respectively Poltava (476 centner/hectare) and Kiev (469 centner/hectare) and five best areas of the yield closes Khmelnytsky region (443 centner/hectare). It shows quite ambiguous situation of maximum yields in the territory of Ukrainian sugar zone. It seems to be the most favorable area that would show the largest value of sugar beet yields, but in reality the places of primacy are occupied by precisely those areas that are related to unfavorable areas. In our opinion, these results depend on the existing sales and quality of regional policy for the development of the sugar industry in the respective territory with the rational use of natural and climatic, industrial, intellectual and human resources.

The confirmation of our position is the opinion of writing team headed by Kh. Shtrubenhof who note that even in 2004 Dnipropetrovsk region had approximately the same indicator of sugar beet production as Vinnytsia and Poltava region, although natural conditions are less favorable for their growing and conclude that the availability of natural potential does not necessarily guarantee its efficient use [10, p. 210].

It is necessary to define the basic laws of sugar beet sub-complex development in regions of Ukraine and to compare the effectiveness of their participation on the basis of indicators of efficiency and effectiveness in general.

In modern conditions it is impossible to focus on one effective indicator that would generally reflect the results of work of the sugar beet sub-complex in Ukraine. Therefore, in our opinion, it is necessary to formulate a generalizing indicator by the help of which it is possible to implement economic regions ranking and separate the ones that have the greatest potential in sugar production. It should be noted that Ukrainian scientists V.P. Novosad and R.G. Seliverstov when comparing objects suggest the ideal variant to evaluate them with one number - some generalizing indicator [7, p. 9]. Considering this, we believe that this ranking will define not only the same type groups, but their characteristics and existing problems of regional sugar industry.

Theory of Statistics identifies two most common methods of ranking objects under quantitative features. The first method - one-dimensional ranking based on the selection of one option, but it is quite obvious that this method cannot be applied to ranking objects of beet sugar sub-complex in Ukraine. Instead, when it comes to grouping objects on several economic indicators, methods of multidimensional ranking are used.

The algorithm of integral index formation concerning the rating assessment of beet sugar sub-complex of Ukrainian regions will be presented in several stages:

Stage I. Formation of output characteristics of the researched phenomenon:

$$X = \{x_1, x_2, \dots, x_n\}, \quad (1);$$

presented in table form, lines of which indicate the names of regions ($i = 1 \dots n$), and the columns where indicators characterize the individual parameters of development of

sugar beet sub-complex regions ($j = 1 \dots m$), measured under the metric scale. Under the method of sums the meaning of each of the studied parameters can be defined.

According to Professor I.S. Tkachenko, while forming the integral index, determination and grounding of benchmarks is one of the most difficult tasks [4, p. 35]. Especially, when the number of indicators that can be used as intermediate parameters for assessment of regional capacity of beet sugar sub-complex is quite large and is limited to the actual availability of information base. At the same time, as noted by Professor I.S. Tkachenko, the large number of benchmarks complicates the process of formation integral index, making it cumbersome and reduces its informational content [4, p. 35].

Undoubtedly, this statement of the scientist leads to the conclusion that it is necessary to select the most important parameters that take into account all the region resource potential. Continuing research in this direction, we need to focus on such points as sugar beet sowing area, harvesting areas, volume of beets harvesting, beet processed, the number of working sugar plants, on-stream capacity and actual performance as well as the amount of sugar produced in regions of Ukraine (tab. 1).

Table 1. Performance Indicators of sugar beet sub-complex in Ukraine.

Areas	Sowing areas, thousand hectares	Harvesting areas, thousand hectares	beet harvesting volume, thousand tons	Beet processed thousand tons	On-stream capacity of sugar factories thousand tons	Actual perfor- mance of plants, thousand tons	Actually produced sugar, thousand tons
Vynnytsia	65.2	64.1	2,331.234	2,277.607	31.19	33.23	296.63
Volyn	19.9	19.9	437.142	431.237	8.00	7.16	58.67
Zhytomyr	9.9	9.9	307.580	305.867	5.40	5.72	42.60
Kiev	17.8	17.8	683.384	666.003	8.73	9.41	88.86
Kirovograd	8.4	8.4	273.997	266.895	6.00	5.44	31.30
Lviv	16.3	16.3	929.755	929.755	7.50	7.43	134.28
Mykolaiv	3.1	3.0	133.436	132.837	3.00	2.91	17.18
Poltava	31.7	31.7	1,324.326	1,311.796	17.50	17.77	182.84
Ternopil	36.4	34.1	999.837	976.543	19.10	19.30	129.11
Kharkiv	12.1	12.0	300.164	294.779	6.50	6.26	37.83
Khmelnysky	27.3	27.3	914.043	896.365	16.40	17.32	120.16
Cherkasy	15.3	15.3	372.690	367.161	4.30	4.35	46.37
Chernihiv	8.6	8.6	210.822	204.446	3.80	4.71	26.41
Total in Ukraine	272.0	268.4	9,218.411	9,061.3	137.42	141.01	1212.14

* Over a period of research Dnipropetrovsk region haven't received quota "A" for production and supply of sugar.

Source: Composed by authors under the data of NASPU «Ukrtsuukor» and Office for national statistics of Ukraine.

Stage II. Standardize the output characteristics introduced in the previous table according to the following formula:

$$X_{ij} = \frac{M_{ij}}{\sum_{j=1}^n M_{ij}} \quad (2)$$

where $x_{i,j}$ – standardized indicators of ranking score of sugar beet sub-complex for the 1st region; n – number of regions participating in assessment.

Stage III. Let's define the ranking score for each region under the following formula, which actually is the indicator of generalized arithmetic average values for the country studied parameters:

$$R_i = \frac{1}{m} \sum_{j=1}^m X_{ij} \quad (3)$$

R_i – ranking score for the 1st region; m – number of features which characterize the particular parameters of development of beet sugar sub-complex of regions;

Table 2. Standardized output parameters to the ranking score of beet sugar sub-complex of Ukraine in 2013.

Areas	Sowing areas, thousand hectares	Harvesting areas, thousand hectares	beet harvesting volume, thousand tons	Beet processed thousand tons	On-stream capacity of sugar factories thousand tons	Actual performance of plants, thousand tons	Actually produced sugar, thousand tons	Integral score
Vinnitsia	0.240	0.239	0.253	0.251	0.227	0.236	0.245	1.690
Volyn	0.073	0.074	0.047	0.048	0.058	0.051	0.048	0.399
Zhytomyr	0.036	0.037	0.033	0.034	0.039	0.041	0.035	0.256
Kiev	0.065	0.066	0.074	0.074	0.064	0.067	0.073	0.483
Kirovograd	0.031	0.031	0.030	0.030	0.048	0.039	0.026	0.230
Lviv	0.051	0.061	0.101	0.103	0.055	0.053	0.111	0.542
Mykolaiv	0.011	0.011	0.015	0.015	0.022	0.021	0.014	0.108
Poltava	0.117	0.118	0.144	0.145	0.127	0.126	0.151	0.927
Ternopil	0.134	0.120	0.109	0.108	0.139	0.137	0.107	0.860
Kharkiv	0.045	0.045	0.033	0.033	0.047	0.044	0.032	0.277
Khmelnysky	0.100	0.102	0.099	0.099	0.119	0.123	0.099	0.741
Cherkasy	0.056	0.057	0.040	0.040	0.031	0.031	0.038	0.295
Chernihiv	0.032	0.032	0.023	0.023	0.028	0.033	0.022	0.192
Total in Ukraine	1.00	1.00	1.00	1.00	1.00	1.00	1.00	-

Source: Own elaboration.

Stage IV. Rank regions of Ukraine in descending order of rating from 1st (best value of the index) to 13th (the worst index value) place. In this respect take the country's potential for sugar production in general to be 1.00, and the value of integrated

indicators for the appropriate regions should be defined according to the share of participation of regions in overall development of beet sugar sub-complex.

Stage V. Define the interval order series for distribution of regions of Ukraine according to the rating score, by defining the interval value range and the number of groups. The interval value is calculated according to the following formula:

$$i = \frac{x_{\max} - x_{\min}}{n} \quad (4)$$

where x_{\max} i x_{\min} – is a maximum and minimum value of the feature; n – number of groups.

Number of groups is defined under the Sterdgress's formula:

$$n = 1 + 3.2 \cdot \lg N \quad (5)$$

At first, let's calculate the number of groups to determine the distribution of interval variation series:

$$n = 1 + 3.22 \lg 13 = 1 + 3.22 \cdot 1.113943 = 4.70052 \approx 5.$$

Hence, the value of the interval will constitute:

$$i = \frac{1.6902 - 0.1084}{5} = 0.3164$$

The minimum value of integrated evaluations 0.1084 accept as the lower limit of the first interval and the upper value defined as $0.1084 + 0.3164 = 0.4248$. So, the limits of the first interval will be 0.1084-0.4248. It is obligatory to note that the upper limit of the first interval will serve the lower limit of the second interval. Under the similar scheme define the limits of all groups and displays results of grouping in a table.

Stage VI. Group the defined regions with the help of interval series of distribution into small groups, which can be characterized with the same parameters of the development of beet sugar sub-complex (tab. 3).

Table 3. Distribution of Regions of Ukraine according to the development of beet sugar sub-complex.

№ groups	Interval series of distribution	Regions
I	0.1084-0.4248	Mykolaiv, Chernihiv, Kirivograd, Zhytomyr, Kharkiv, Cherkassy, Volyn
II	0.4249-0.7413	Kyiv, Lviv
III	0.7414-1.0578	Poltava, Ternopil, Khmelnytskyi
IV	1.0579-1.3743	-
V	1.3744-1.6908	Vinnitsia

Source: Own elaboration.

Thus, the results for the construction of integral index allowed identifying the leading regions and regions-outsiders in the sugar beet sub-complex, and on this basis, using the interval series distribution, succeeded in grouping areas in order to balance areas under the most typical parameters. As a result of grouping, we note that the basis of the so-called national “*sugar Donbas*” which traditionally referred to three regions - Ternopil, Vinnytsia and Khmelnytsky, has changed. Place Vinnytsia region won the first place; in determining the second place - any region has not got a number of interval distribution, since their value of the integral index were lower, giving an opportunity to enter only to the 3rd group of regions. The third place was shared between Poltava, Ternopil and Khmelnytskyi regions. It is opportunely to note that the largest group in number - the last fifth group, which includes seven regions with the lowest indicators of sugar beet sub-complex effectiveness.

The above mentioned information leads us to analyse in detail the activities of sugar factories in the areas included in the groups 1 and 3, as these regions because of their specialization - sugar beet, are basic in the production of sugar and at the same time are characterized by uniformity of performance indicators of sugar beet sub-complex in Ukraine. Thus, the overall unit weight of Vinnytsia, Poltava and Khmelnytskyi regions in growing sugar beet and sugar production in 2013 accounted for 60.2% of total production. In addition, for 2013 the unit weight of production sugar in the above areas has positive trend: almost double increase can be noticed in comparison with the period of greatest development of beet sugar production - 1990 (from 36.6% to 60.2% in 2013) and by 23.9% when compared to the same indicator in 2000. At the same time, it is worth noting the growth yield of 41.6 t/ha (see tab. 4).

Thus, the results for the construction of integral index allowed identifying the leading regions and regions-outsiders in the sugar beet sub-complex. On this basis, using the interval series distribution, areas were grouped to balance areas under the most typical parameters. As a result of grouping, the basis of the so-called national “*sugar Donbas*” which traditionally was referred to three regions - Ternopil, Vinnytsia and Khmelnytsky, has changed. Vinnytsia region won the first place; any region has not got a number of interval distribution, lacking the opportunity to take the second place. The third place was shared between Poltava, Ternopil and Khmelnytskyi regions. The largest group in number (the last fifth group) includes seven regions with the lowest indicators of sugar beet sub-complex effectiveness.

This makes us analyze the activities of sugar factories in the areas of groups 1 and 3 in detail. These regions specialize in sugar beet and are characterized by uniformity of performance indicators of sugar beet sub-complex in Ukraine. Thus, the overall unit weight of Vinnytsia, Poltava and Khmelnytskyi regions in growing sugar beet and sugar production in 2013 accounted for 60.2% of total production. In addition, for 2013 the unit weight of production sugar in the above areas has positive trend: almost double increase can be noticed in comparison with the period of greatest development of beet sugar production - 1990 (from 36.6% to 60.2% in 2013) and by 23.9% when compared to the same indicator in 2000. At the same time, it is worth noting the yield growth of

41.6 t/ha (see tab. 4), increase in the degree of extraction of sugar to 30.45%, and increased utilization of capacity of sugar factories up to 6.21%.

Table 4. The evolution of the sugar beet and sugar production indicators.

Indicators	Area from which the crop of sugar beets was gathered, thousand /hectares	Yield, tons / hectare	Storage of beets, thousand tons	Processed beets, thousand. tons	Actually produced sugar, thousand. tons	Distribution of the production volumes of sugar under the quota "A", thousand tons	Degree of extraction of sugar out of beets	Utilization rate of on-stream capacity of sugar plant	Number of working plants, units
Vinnitsia region									
2010	75.2	34.6	2,622.508	2,538.981	296.446	296.44	74.67	1.02	14
2011	69.0	39.8	3,247.980	3,170.970	439.370	370.61	79.91	1.02	14
2012	81.4	33.6	2,643.096	2,586.579	362.440	361.23	79.68	1.02	9
2013	64.1	40.9	2,331.234	2,277.607	296.633	393.17	79.79	1.06	9
Deviation 2013/2010 (+, -)	-11.10	6.30	-291.27	-261.37	0.19	96.73	5.12	0.04	-6
decreasin, %	85.24	118.21	88.89	89.71	100.06	132.63	106.86	103.92	64.29
Poltava region									
2010	72.4	26.25	1,852.871	1,821.566	241.801	241.77	81.09	1.04	7
2011	65.2	38.6	2,987.100	2,898.860	411.540	341.71	81.62	1.04	7
2012	63.4	44.2	3,190.913	3,130.026	430.990	362.61	82.19	1.04	6
2013	31.7	47.6	1,324.326	1,311.796	182.840	197.00	83.62	1.03	3
Deviation 2013/2010 (+, -)	-40.70	21.35	-528.55	-509.77	-58.96	-44.77	2.53	-0.01	-4
decreasin, %	43.78	181.33	71.47	72.01	75.62	81.48	103.12	99.04	42.86
Ternopil region									
2010	61.1	26.3	1,476.581	1,426.352	147.695	147.69	72.27	1.07	7
2011	59.9	30.5	1,757.500	1,704.340	208.000	126.54	75.44	1.07	7
2012	45.9	38.4	1,871.841	1,813.673	212.070	181.33	75.85	1.07	7
2013	34.1	33.7	999.837	976.543	129.110	198.41	82.16	1.02	4
Deviation 2013/2010 (+, -)	-27.00	7.40	-476.74	-449.81	-18.59	50.72	9.89	-0.05	-3
decreasin, %	55.81	128.14	67.71	68.46	87.42	134.34	113.68	95.33	57.14
Khmelnyskyi region									
2010	50.1	37.8	1,421.366	1,389.923	162.205	164.21	75.24	1.01	7
2011	50.3	38.1	1,567.040	1,540.480	217.010	186.80	80.18	1.01	6
2012	47.5	47.6	1,866.176	1,821.253	235.040	152.07	79.40	1.01	6
2013	27.3	44.3	914.043	896.365	120.160	183.68	80.35	1.09	4
Deviation 2013/2010 (+, -)	-22.80	6.50	-507.32	-493.56	-42.05	19.47	5.11	0.08	-3
decreasin, %	54.49	117.20	64.31	64.49	74.08	111.86	106.79	107.92	57.14

Source: Composed by authors under the data of NASPU «Ukrtsuukor» and Institute of Bioenergy Crops and Sugar Beet of Ukraine.

At the same time, it is worth mentioning the yield growth for 41.6 tones/hectare (see tab. 4), the degree of extraction of sugar increase to 30.45%, and the coefficient of using of on-stream capacity of sugar factories increase totally to 6.21%.

On the whole, such consistent growth of factors performance is caused by factors of intensive growth since 2010, decrease of planted areas (on 101.6 thousand hectares), beets storage reduction (on 1,803.9 thousand tons), reduction of beets processed (on 1,714.51 thousand tons) and even reduction of employees on sugar factories (42.9%). To fix the unstable situation in the sugar beet sub-complex and make this development stable it is necessary to concentrate production and sugar beets processing in the most favorable raw areas, that is in Vinnitsa, Poltava, Ternopil and Khmelnytskyi regions. In addition, such concentration must be accompanied by large-scale diversification of refineries by processing it not only for sugar, but also for the production of ethanol and other fuels. Therefore, this way of beet sugar sub-complex development will help to stabilize the situation on the sugar market due to the possibility to make the production of sugar and biomass fuels flexible. Such flexibility is inherent to the sugar industry of France, which gets bioethanol from sugar beet and produces sugar within a plant, being a leader in production and consumption of bioethanol among the countries of European Union for the period of almost 10 years of practice [2, p. 15].

Conclusions and perspectives for further research

Research of sugar beet sub-complex and the situation on the sugar market in Ukraine showed that the renewal of its effective operation at the expense of sugar production are unpromising.

Sugar production enterprises should diversify their activities, processing sugar beet not only for sugar, but also for bioethanol and other related products.

Support and development of sugar beet production in the most favorable region (Vinnytsia, Poltava, Ternopil and Khmelnytskyi) outline the perspectives of the research. This will enable to stabilize sugar market in Ukraine.

Successful mass adjustment of bioethanol and biogas production in optimal raw area will benefit the energy balance of the state in general.

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**THE ORGANIZATIONAL UNIT OF HIGHER EDUCATIONAL
INSTITUTIONS LEADERSHIP'S PROFESSIONAL TRAINING PUBLIC
ADMINISTRATION IN UKRAINE**

The education system in Ukraine requires continuous reform and improvement under globalization and integration into the European and world educational and scientific space. It's very important for the modernization of higher education sphere in Ukraine. Political processes in Ukraine, its economic development and social policy are closely connected with the reformation and modernization of higher education system, its public administration and professionalization that has become an important priority of educational policy. The professionalization of education management through training, retraining and professional competence improving of Higher Educational Institutions (HEIs) leadership's is one of the key factors of adoption and effective reforms in the higher education sphere.

The effective HEIs administration, including Higher Medical Educational Institutions (HMEIs), requires the development and introduction of conceptual new practically-oriented based approach of public administration mechanism.

The education sphere management leadership's professional training in Ukraine current approaches and features, the higher education and higher medical education spheres public policy features in Ukraine are exploring by such Ukrainian scientists as O. Amos, V. Bereka, M. Bilynska, L. Vasylchenko, L. Danylenko, D. Karamyshev, A. Kuznetsov, V. Kremen, N. Klokar, L. Kravchenko, V. Lunyachek, T. Sorochan etc. At the same time, the HEIs and HMEIs leadership's professional training, retraining and advanced training system public administration mechanism needs a considerable attention.

Defining the content of higher education sphere management, the "*Higher Educational Institutions leadership's*" term is mostly uses. Therefore, it's advisable to review its contents.

The article 34 of the Law of Ukraine "*On Higher Education*" determines that the leader (rector, president, chief, director, etc.) directly manages the work of the HEI. All his rights, directions and responsibilities are defined by laws of Ukraine and the Regulations of the HEI. The leader represents the HEI in relations with public authorities, local governments, legal entities and individuals and acts prudently within the powers of the Law of Ukraine "*On Higher Education*" and the Regulations of the HEI [4]. But first of all, the HEI leader is an individual, who is responsible not only to represent the HEI, carrying out its educational activities, but also many other duties within his competence.

It's worth to note, that the requirements of HEIs leadership's professional training and retraining, their professional competence level are changing under the conditions of higher education sphere reformation in Ukraine. The competence approach mostly determines the direction of innovative focus of education and causes the higher

education modernization character in the country. The competence approach is accentuated as a primary component in the formation of education sphere management leadership's professional training and HEIs leadership's professional training scientific researches [2; 7; 18].

That term is interpreted as follows in the Encyclopaedic Dictionary of Public Administration: *"The competence is an ability to carry and to manage the execution of a particular work package at a certain speed, quality and efficiency through the knowledge, which is a process or a part of the process, or a function. Also basic and main knowledge's of the theory, professional abilities, skills and experience in this area must be present. The competence means the system vision of features and case, the system representation of the environment and the phenomena. The word "competent" is the same root of "competence" and means "those, who is the most qualified and informed in a certain area". The competence means all the knowledge, skills and behaviours employee required to successfully achieve the objectives of the organization (authority)"* [2, p. 328].

The competence of public administration managers, including HEIs leadership's, is defined as *"the total capacity, which is based on knowledge, abilities, skills, experience, abilities, professionally important qualities and is defined of the personal competence and knowledge level in a particular field of activity"* [2, p. 328].

It's worth to note that HEIs leadership's professional competence is a complex system formation. The main components of the individuals professional competence are: the professional knowledge as a logical system information about the inner world subsystem; professional skills as mental formations that lie in human learning methods and techniques of professional activity subsystem; professional skills subsystem, that means actions formed in the repetition of certain automatism operations; professional positions as a combination of the prevailing attitudes and orientations, attitudes and assessments of internal and environmental experience, reality and perspectives and claims that determine the nature of professional work and professional conduct subsystem; individual psychological characteristics of specialist subsystem, which means a combination of different structural and functional components of the psyche that determine personality, style of professional activity, behaviour and are found in professional personality; acmeological invariant subsystem - the internal pathogens that cause the specialist need in a constant self-development, creativity and self-improvement [12, p. 334-335].

The HEIs leadership's professional competence is the ability to choose the most effective methods of managing the HEI at any given time and circumstances, the willingness and ability to provide, formulate, analyse problems and find the most appropriate and efficient approach to solve them.

So, the increase of HEIs leadership's professional competence level is the important requisition for successful innovation and modernization processes in Ukraine under the conditions of the Bologna process, globalization and integration into the European and world educational and scientific space. In modern times the higher education sphere managers requires mastering the skills of strategic planning and system

modelling of the processes that take place in the university and effective interpersonal and professional communication in the teaching staff.

The adoption of the National Qualifications Framework (NQF), approved by the Cabinet of Ministers of Ukraine Resolution No 1341 dated of 23.11.2011 is an important contribution to the modernization of higher education system in Ukraine.

NQF is a systematic and structured description of competences qualification levels, and is intended for use by executive authorities, institutions and organizations that implement public policies in education sphere, employment and industrial relations, educational institutions, employers and other entities and individuals with the purpose of developing, identifying, matching, recognition, planning and development of qualifications [11].

The main goal of NQF implementation in Ukraine is the introduction of European standards and principles of education quality. The appropriate educational technologies and standards were introduced into the higher education system of the most advanced countries. It allows to determine the quality of specialist training, his skills and professional competence level, and to provide the relationship between learning outcomes and competences acquired qualifications as characteristic of certain professional activities.

The national level of NQF introduction creates the conditions for mutual acceptance by European countries of Ukrainian scientific degrees, qualifications and levels due to the Lisbon Strategy in 1997, higher education quality in Ukraine providing due to its standardization.

According to the article 5 of the Law of Ukraine “*On Higher Education*” higher education specialist training is carried out due to the appropriate educational and professional, scientific, academic programs at these levels of higher education: Elementary level (short cycle) of higher education; First (Bachelors) level; Second (Masters) level; Third (education and research) level; Scientific level [4].

Speaking of professional training, retraining and professional competence improving education managers and HEIs leadership’s system, means the specialists of the Second, Third and Scientific levels of higher education.

The article 5 of the Law of Ukraine “*On Higher Education*” determines that the Second (Masters) level of higher education is responsible to the seventh NQF qualification level and provides the obtaining a person of in-depth theoretical and practical knowledge and skills in the chosen specialty (or specialization), the general principles of scientific methodology and professional activities, and other competencies sufficient for the effective implementation of innovative character tasks of the relevant professional level activities [4].

NQF provides to the seventh higher education qualification level applying specialized knowledge in their professional activity, which were acquired during training or professional activities at the latest advances that are the basis for original thinking and innovation, particularly in the context of research. Applying of this knowledge provides the ability to solve complex problems and issues and research skills proceedings or innovation activity [11].

Third (education and research) level of higher education is responsible to the eighth NQF qualification level and provides the obtaining of theoretical knowledge, skills and other competencies sufficient to produce new ideas, solve complex problems in professional and research and innovation, mastering the methodology of scientific and educational activities, and conducting its own research, which results are scientific novelty, theoretical and practical importance [4].

This level specialist must apply the most advanced conceptual and methodological knowledge in their professional activity, have the ability to think critically, analyse, evaluate and generate new ideas, develop and implement new projects, including their own research, which provide an opportunity to rethink existing and create new knowledge and holistic solve important social, scientific, cultural, ethical and other issues [11].

Scientific level of higher education is responsible to the ninth NQF qualification level and provides the acquisition of competencies for the development and implementation of methodologies and research techniques, new knowledge backbone and advanced technologies, solve important scientific and applied problems, which have national or global significance [4].

Ninth qualification level specialists professional requirements are the ability to identify and solve socially significant systemic problems in their professional which are critical to sustainable development and requires a new system-knowledge and advanced technologies.

It means applying of new conceptual and methodological knowledge of research and professional activities which are acquired through personal comprehensive study and is the basis for opening new areas and further scientific researches [11].

Consequently, the determining of HEIs leadership's professional competence level and qualification characteristics position according level acquires a special importance to the issue of higher education system in Ukraine staffing management and its operation conditions. The ordering of HEIs staffing management mechanisms, the procedure for their appointment and substitution is one of the higher education system and its quality system public administration improving.

A state is the main subject that defines HEIs leadership's appointing and replacing procedure. This is done through the qualification requirements, which creates the necessary professional level training conditions.

But there are some inaccuracies in the HEIs leadership's qualification requirements in the current higher education legislation of Ukraine. It indicates the imperfection of such mechanism public administration functioning.

Thus, the article 42 of the Law of Ukraine *"On Higher Education"* recites that HEIs leadership candidate must be fluent in the national language, have the rank and degree and work experience in positions of teaching staff at least 10 years. A HEIs leadership candidate of state or communal ownership must be a citizen of Ukraine [4].

However, Ministry of Education and Science of Ukraine Order No 665 dated 01.06.2013 *"On approval of qualifying characteristics trades (positions) teachers and*

teaching staff of educational institutions” states that HEIs leadership candidate qualification requirements are: University degree (Masters or Specialist), fluent Ukrainian speaking, Philosophy Doctor Degree, academic rank of professor, teaching experience, research and educational work - at least 5 years [9].

This institutional rules discrepancy is very important because the availability of citizenship of Ukraine is a fundamental demand of HEIs leadership claiming. The same is for experience in positions of teaching staff and the availability of rank and academic degrees as the difference between 5 and 10 years is extremely important that significantly affects the level of expertise of the candidate.

The same is about HEIs leadership selection and approval procedure, which involves HEI Local authority partaking. HEIs leadership selection and approval procedure provides candidates for the HEI post applying evaluation, only collective body of the university. Thereby the part of state, as a direct owner of state universities, in the HEIs leadership selection and approval process, is limited. That state is not involved in the evaluation and selection of candidates for the position, but only appoint a person recommended by a collective body. Therefore, in our opinion, the of state-owned HEI leadership selection procedure should be controlled directly through the Ministry of Education and Science of Ukraine.

The education managers and HEIs leadership’s professional training and retraining system, which is not enough developed in Ukraine today, takes a particular attention. Since such students do not have such a direction necessary life and work experience, then this training is considered appropriate to introduce within the Masters of Administration (MA) programs and respective levels managers training programs. Particular attention is paid to the deficiencies to the managers appointments and their training requirements.

Making of effective management decisions is an important end result of studying, because of HEI leadership responsibility not only to represent the university and solve current issues of its activities, but also the responsibility for the quality of education provided by this particular university.

The persons, who takes the leadership positions after graduation or passing the training program, become subjects of management, who have to formulate and implement the goals and objectives of its management experience, to carry out its administrative functions and high-end performance of the show. So, HEI leadership in this case becomes the subject of monitoring activity.

V. Tatenko in his research suggests personal responsibility of the education monitoring activity subject to themselves and others for the results of their actions, for everything that happens to him and it depends [3, p. 882-883].

V. Kremen in his scientific research wrote about higher education innovation function, manifested in the social values and norms renewal by testing new and progressive use values from global educational experiences that are appropriate to the historical and socio-economic conditions of Ukraine. New functionality of professional specialists in modern conditions require changes in the spheres of higher education

quality and HEIs leadership's professional training and retraining systems, teaching methods and diagnostic merit professionals of all categories [7, p. 60, p. 82-83].

The higher education role in society is growing. It is a prerequisite for sustainable society development, the initial phase of its transformation. Therefore, the HEI leadership's requirements, his training and retraining levels increasing in direct proportion to the demand for higher education from all sectors of the economy.

In accordance with the UNESCO thesis the education sphere management leadership's professional training and retraining especially higher education and HEIs directly, is a major component of sustainable education and society development [10].

Therefore, in our opinion, the education sphere management leadership's professional training and HEIs leadership's retraining is a Master's degree training system. An important component of this process is the education sphere management leadership's professional training and HEIs leadership's retraining technology creation. This technology should be universal for the possibility of its use in the specialties "*Education sphere Public Administration*" and "*Studying institution management*" professional training.

The basis of the proposed HEIs leadership's training system model is the HEIs leadership's professional training technology under the conditions of Masters study programs. The main goal of this model is HEIs leadership's training in the management of universities in the modern world. Achieving this goal involves performing such basic tasks as formation of general and special HEI leadership professional competence.

Methodological principles of such system are the main provisions of general philosophical, general scientific (systemic, synergistic, activity) and specific scientific approaches (individual, competence).

The systems approach is of particular importance in the HEIs leadership's professional training public administration system building context. It's also concerns HMEIs. M. Meskon and other scientific researchers determined that a systematic approach is a way of thinking comparatively the organization and management, not managers set of guidelines or principles [8, p. 77-81]. In the context of this research systematic approach is a trend of scientific knowledge methodology and social practice, based on the "*object as a system*" study: HEIs management system and HEIs leadership's training system.

The systems approach should be consider as a human reality methodological approach to that there are some common principles. System approach appointment is to directs people to a systemic vision of reality. It makes consider the world in a system position [19].

Therefore, we can conclude that a systematic approach in the HEIs management is a management strategy that covers the entire component structure and its external relations with other social systems and internal communications in complex and ensure its growth, development and self-organization.

A new stage of modern science development has led to the creation of such scientific methodology as Synergetics that allows you to develop a brand new means and methods of social processes. The founders of Synergistic approach are: H. Haken

and I. Prygogyn. This scientists through their researches developed the basic laws and principles of Synergistic category as scientific thinking.

Public administration synergetic potential is in the relationship of the state and society, as the state apparatus understands, accepts and reflects the needs, interests and goals of life of the citizens of the country and what ideals and values this state apparatus guided in making management decisions. Such synergistic potential sources and factors contained in the intellectual potential of the public administration, in its preparedness to modern achievements of scientific thought and social practice, international experience and the methodology of use [1].

G. Atatmanchuk defines Synergistics as instrument of disclosure the public administration as a social phenomenon [1].

Synergistic approach in the HEIs leadership's professional training public administration allows to familiarize this direction managers with the relevant management concepts and learn to use them for the quality of training improving.

The HEIs leadership's professional training public administration system involves the procedural activity-training application. Such training is the basis of the activity approach.

I. Bulakh determines that professionally-activity principle in higher education teaching organization is realized mainly as target task for students, and is provided by self-monitoring and self-correction means. All elements of such task must be expressed in the professional activity form [13, p. 145].

The improving of professional skills for formation of certain administrative competences is proposed to consider as a HEIs leadership's professional training system. Positive local and international experience appliance takes a special importance in this process.

Such training theoretical foundations involving of educational management and general management theory knowledge base implementation.

The HEIs leadership's professional training system meaningful part provides of the assimilation system knowledge about management and Universities formation of specific scientific knowledge and skills, personal leadership qualities on the ability to solve problems in the sphere of education and HEIs management.

The studying process laws and objectives relationship reflect the principles of training. The principle is considered in public administration as a manifestation of patterns or relationships related socio-political groups and other elements of public administration, reflected in a particular scientific position, which is used in the theoretical and practical activities of people in public administration [2, p. 561].

Here you can talk about the HEI leadership's organization activity principle. This principle is defined in public administration as a number of assumptions that promote better organization work of a manager. These include such principles, as unity of command principle and delegation of authority principle.

M. Fitsula defines the principles of studying as the main provisions that define the content, organizational forms and methods of educational work in schools [18, p. 113].

In our research, we define principles as a system of regulations, which is based on pedagogical patterns that define the basic content, forms and methods of HEIs leadership's professional training and retraining system.

There are three basic laws are:

1. The direct impact of HEIs leadership's becoming a professional in the training and retraining process on the efficiency and effectiveness of higher education in Ukraine modernization according to the world trends.

This is specified to follow correspondence between vocational training and retraining of HEIs leadership's and higher education quality management social order on their professional competence level.

The issue of higher education quality is multifaceted and includes all the characteristics of the university education. This issue is determined by factors that are related to solving problems as at the individual university level, or at the public administration level.

2. The HEIs leadership's professional training dependence of the proposed disciplines content within the training programs and Masters of professional development requirements of the higher education system in Ukraine present stage of development.

3. The HEIs leadership's professional training efficiency and effectiveness dependence of the pedagogical conditions complex, which is necessary to such goals achievement.

It should be emphasized that HEIs leadership's professional training and retraining will be effective under the conditions of special pedagogical conditions creating, so this principle can be formulated as a pedagogical principle that all conditions to achieve the objectives of HEIs leadership's professional training. In this scientific research, pedagogical conditions are necessary conditions system that can form a HEIs leadership's professional competence on HEI management under the conditions of Masters programs professional training and retraining.

In conclusion we can argue that higher education in Ukraine modernization today depends on the higher education sphere managers and HEIs leadership's competence level. Competence approach is defined as an innovative approach in the education.

One of the higher education system public administration improving is HEIs streamlining staffing ordering, their appointment and substitution procedures. The existing procedure does not influence the outcome of the HEIs leadership's election and appointment, which determines the state's role in ensuring the higher education quality in Ukraine.

The creation of managers of education training and HEIs leadership's professional retraining system technology is an important component of managers of education training system and HEIs leadership's professional retraining system public administration in Ukraine. This technology should be universal for the possibility of its use in the specialties "*Education sphere Public Administration*" and "*Studying institution management*" professional training. This technology should include

mastering system for managing knowledge in the field of higher education and universities directly and appropriate professional skills formation of education sphere public administration.

The end result of the proposed model is HEIs leadership's management and managers of education training system professional competence formation, given the current global and national trends in the field of higher education.

Further research will focus on improving the of managers of education training and HEIs leadership's professional retraining system legal framework and its implementation process the legislation on higher education system in Ukraine.

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**REGIONAL DIVERSIFICATION OF AGRICULTURAL LAND
ACQUISITIONS BY FOREIGN CAPITAL ENTITIES IN POLAND
IN THE PERIOD OF 2002 – 2012**

Introduction

The aim of this work is to present the regularities of the spatial diversification of the processes of agricultural land acquisition by foreign capital entities in Poland in the period of 2002 – 2012. The land in Poland has been progressively taken over by foreigners since the beginning of the political transformations of 1989 [cf. 3]. With the removal of transnational restrictions on acquisition of agricultural land or forest in Poland scheduled for May 1, 2016, the issue is gaining in significance. For the purposes of this study the following research methods were employed: statistical data description and spatial analysis. The numerical data were obtained from the registers kept by the Ministry of the Interior and they cover both the acquisitions which require and those which are exempt from permissions. The research evinced a strong diversification of the processes of agricultural land acquisition by foreigners. They have been most intensive in the western voivodeships, where German capital entities are very active in this respect. The analysed records only partially demonstrate the actual magnitude of acquisitions of the Polish land by the foreign capital entities.

Formal and legal conditions for real estate acquisition by foreigners in Poland

The acquisition of agricultural land and forests in Poland by foreign capital entities is governed by the Act of Law dated 24 March 1920 on real estate acquisition by foreigners [10]. The article 1 of the said Act of Law defines a foreigner as: a natural person without the Polish citizenship or 2) a legal person with the office registered abroad, or 3) a non-corporate partnership of natural or legal persons with the office registered abroad, or 4) a legal person and a non-corporate trading company with the office registered in the Republic of Poland, controlled directly or indirectly by persons or partnerships specified in points 1, 2 and 3 above. According to this Act of Law, a controlled trading company is an entity with foreigners having directly or indirectly over 50% of votes at a shareholders' meeting or at the annual general meeting.

In compliance with the Civil Code, art. 46 [9], *“the real estate is an area with a separate title (to land), buildings permanently attached to the land or parts of such buildings, if, under special provisions, they constitute objects of property separated from land.”* The acquisition of real estate is to be interpreted as the acquisition of the title or the right of perpetual usufruct based on any kind of legal event. The Civil Code stipulates that the agricultural property (in other words: agricultural land) is a kind of real estate *“used for agricultural production in terms of plant growing and animal breeding, without exclusion of gardening, orchard cultivation and fishing.”*

In Poland it is necessary for a foreigner to obtain permission of the Minister of the Interior for acquisition of the title to or the right of perpetual usufruct of real estate. It

applies also to the acquisition or takeover of stocks or shares in a trading company with the office registered in the Republic of Poland and with property located in Poland. This obligation is imposed on the entities from beyond the European Economic Area (EEA), however, in the case of agricultural land and forests, until the end of April 2016, such permission is required from the entities from within the EEA as well. Additionally, the permission for acquisition of agricultural land can be issued only upon there being no objections from the Minister of Agriculture and Rural Development.

The Ministry of the Interior keeps on register acquisitions of: 1) land (agricultural land, forests and others); 2) living quarters and business quarters; 3) stocks and shares in trade companies registered in Poland having the title to or the right of perpetual usufruct of land, including agricultural land and forests. Separate registers are kept for the property, stocks and shares acquired or taken over by foreigners on the basis of permission granted by the Minister of the Interior and for the property, stocks and shares acquired without such permission.

The registers of the Ministry of the Interior, based on the extracts from notary deeds which transfer the ownership title to real estate to foreigners, constitute a legal instrument facilitating the monitoring of the property transactions involving foreigners [4]. Numerous exceptions which enable purchasing property without permission and possibilities to avoid the stipulations of the Act of Law on real estate acquisition result in the ministerial registers being sources which give only a superficial insight into the processes of land acquisition by foreigners.

The annual reports by the Minister of the Interior on the execution of the Act of Law on real estate acquisition by foreigners present quantitative analyses of permissions granted and entries made into the registers; they fail to unveil the number of real estate acquisitions. Therefore, authors of studies of this problem should take into account that *“the information provided in the register of permission-based transactions does not reflect the number of permissions granted nor the acreage of the property for which the Ministry of the Interior issued permissions in a particular calendar year. The permission is valid for two (2) years as of the date of issue and the exclusion of the transaction depends on the date of agreement [...], not every permission is tantamount to an actual acquisition of real estate by a foreigner as parties may withdraw from the intention to enter into agreement.”* [4, p. 15] For example: the year 2013 saw 4,680 entries into the registers which referred to property acquired by foreigners with or without permission, which meant 3,437 ha acquired; whereas, the database has only 2,829 records of property acquisitions by foreigners but the total acreage of acquisitions is unchanged. Some of the entries, in particular those regarding property acquisitions without permission, refer to the same piece of land (the same plot is, for instance, recorded twice in the occurrence statistics, suffice it to mention the cases involving shareholders and spouses).

The Act of Law on real estate acquisition stipulates a lot of exemptions from the necessity to have permission. Article 8 allows foreigners to acquire real estate without permission if they: acquire separate residential premises; have been residing in Poland for at least five (5) years; or are married to a Polish citizen and have been residing in the

Republic of Poland for at least two (2) years, provided that the acquired real estate is part of the statutory community property. Any acquisition of real estate which fails to comply with the provisions of the said Act of Law (which usually refers to a lack of the required permission) makes the acquisition invalid by right.

Number and acreage of acquisitions in the period of 2002 – 2012

The number of real estate acquisitions has been growing since 2005, after Polish accession to the European Union in 2004, to level off at around 2.5 - 3 thousand per year (see tab. 1). The eleven-year period under analysis saw the amount of all registered transactions approaching twenty thousand, including 2,566 agricultural land (13%). When it comes to acreage, thirty thousand ha were acquired, including 3,155 ha of agricultural land (10% of all). The average acreage of the agricultural land purchased was small (1.2 ha). The majority of the registered acquisitions of non-agricultural real estate created a group of highly differentiated investment land (for production or logistics), forests and commercial land.

Table 1. Structure of real estate acquired by foreigners in Poland between 2002 and 2012 by the type, as recorded in the registers of the Ministry of the Interior.

Year	Number of acquisitions				Acreage of real estate [ha]			
	Total [ha]	Including [%]			Total [ha]	Including [%]		
		Agricultural land	Forests	Other		Agricultural land	Forests	Other
2002	6	-	-	100.0	0.1	-	-	100.0
2003	61	9.8	0.0	90.2	184	13.5	0.0	86.5
2004	144	16.0	0.7	83.3	174	15.5	0.7	83.8
2005	1,335	12.1	0.6	87.3	2,259	11.2	0.2	88.6
2006	2,192	14.0	1.3	84.7	4,835	9.7	1.1	89.2
2007	2,652	12.7	1.0	86.3	6,859	4.6	0.4	95.0
2008	2,221	14.5	1.3	84.2	3,470	9.4	1.7	89.0
2009	2,380	13.4	1.0	85.6	2,780	11.9	4.9	83.2
2010	2,690	12.3	0.9	86.8	3,109	15.8	0.8	83.3
2011	2,940	13.2	1.2	85.5	3,152	16.7	1.5	81.8
2012	2,829	13.1	0.9	86.0	3,436	11.3	0.6	88.1
Total 2002 – 2012	19,450	13.2	1.0	85.8	30,258	10.4	1.2	88.3

Source: Own work on the basis of data by the Ministry of the Interior.

An increase in the number and acreage of the land acquired after 2004 should be associated with a belief popular among external investors that following the accession to the European Union Poland's economy is stable. With Poland being included in the EU's economic policy, particularly the Common Agricultural Policy, investments in the Polish agriculture were safer and meant good capital investment as well, especially for the countries characterised by commodity farming struggling with a poor supply of land: Germany, Netherlands and Denmark [cf. 3]. An insubstantial ratio of the number and acreage of agricultural land to the total number and acreage of the registered real estate acquisitions is also due to the fact that the majority of the acreage managed by foreign capital entities were leased by them from the State Treasury (fig. 1).

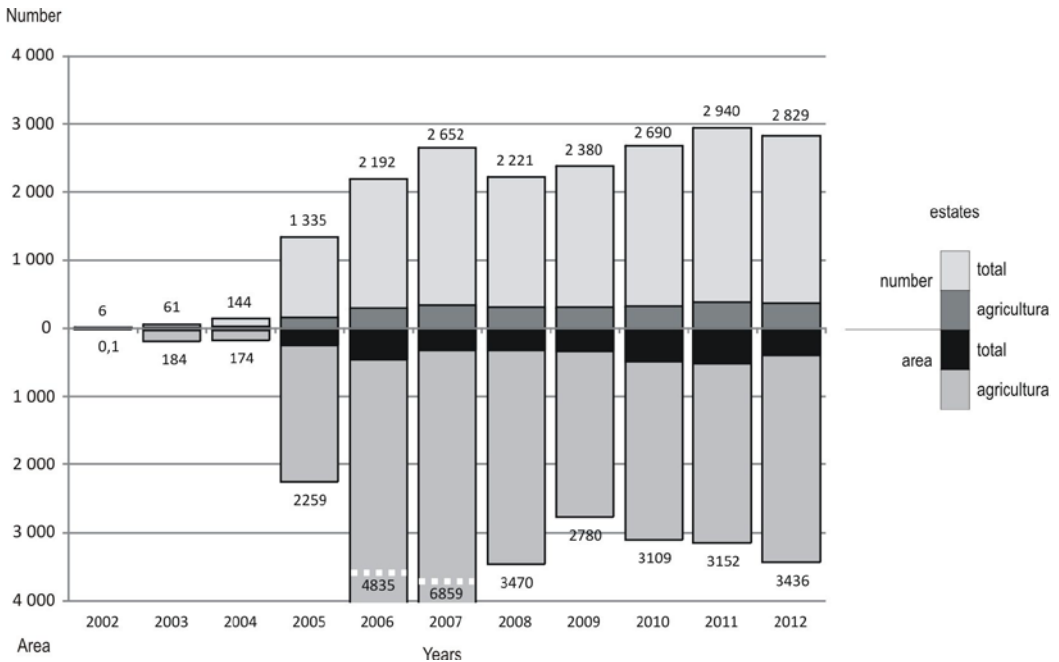


Figure 1. Number and acreage of land acquisitions by foreigners in Poland between 2002 and 2012, according to the registers of the Ministry of the Interior.

Source: Own work on the basis of data by the Ministry of the Interior.

As many as 80% of all entries made into the registers of the Ministry of the Interior in 2013 were in connection with property acquired by foreigners without permission, in compliance with Article 8, item 2, which referred to foreigners residing in Poland for at least five continuous years. Thus, it can be concluded that the registers, first and foremost, sanction the actual data in terms of land exploitation and land ownership structure [4].

Structure of agricultural land acquisitions by acreage and ownership

The intensity of foreign capital entities' activities in the turnover of the agricultural land in Poland in the period of 2002 – 2012, as demonstrated in the registers of the Ministry of the Interior, was differentiated spatially with regard to the number and

acreage of the acquisitions. The investors from the European Economic Area, i.e. the European Union, Iceland and Norway, proved the most interested in acquisition of real estate in Poland. That was true for all voivodeships, though with certain uneven distribution. The most numerous and the largest acquisitions of agricultural land were recorded in the Mazowieckie Voivodship: 84% of agricultural land acquired exceeded 1 ha. On the other end of the scale were the Podlaskie, Kujawsko-Pomorskie and Podkarpackie voivodships, which could have been related to their distance from the western border (with a more affluent neighbour) and to a smaller supply of land (tab. 2, fig. 2).

Table 2. Number and acreage of agricultural land acquired by foreigners in Poland between 2002 and 2012 categorised by size, on the basis of the registers of the Ministry of the Interior.

Voivodship	Number					Acreage				
	Total [number]	Including [%] in particular size category				Total [number]	Including [%] in particular size category			
		< 1.0 ha	1.0 – 10.0	10.1 – 50.0	> 50.0 ha		< 1.0 ha	1.0 – 10.0	10.1 – 50.0	> 50.0 ha
Dolnośląskie	166	77.7	19.9	1.8	0.6	321.2	11.7	32.5	25.1	30.7
Kujawsko-Pomorskie	85	75.3	21.2	3.5	0.0	125.2	16.8	45.5	37.6	0.0
Lubelskie	115	85.2	11.3	3.5	0.0	136.0	26.6	28.0	45.4	0.0
Lubuskie	72	69.4	23.6	5.6	1.4	210.2	7.4	24.4	40.2	28.0
Łódzkie	111	70.3	27.0	2.7	0.0	215.7	12.3	48.5	39.2	0.0
Małopolskie	307	91.2	7.8	1.0	0.0	175.0	44.8	30.8	24.5	0.0
Mazowieckie	356	84.0	13.5	2.5	0.0	328.2	24.3	42.0	33.7	0.0
Opolskie	273	91.6	8.1	0.0	0.4	186.6	43.9	23.1	0.0	33.0
Podkarpackie	139	91.4	7.9	0.7	0.0	97.5	42.4	24.3	33.3	0.0
Podlaskie	56	76.8	21.4	1.8	0.0	75.4	12.1	50.4	37.4	0.0
Pomorskie	103	75.7	20.4	2.9	1.0	188.5	10.5	41.6	20.3	27.7
Śląskie	251	90.0	8.8	1.2	0.0	179.0	33.1	31.0	35.9	0.0
Świętokrzyskie	112	70.5	25.0	3.6	0.9	230.6	13.0	36.7	25.2	25.2
Warmińsko-Mazurskie	124	85.5	10.5	4.0	0.0	176.5	18.7	26.9	54.3	0.0
Wielkopolskie	179	78.8	16.8	3.9	0.6	319.7	12.0	27.5	41.8	18.7
Zachodnio-pomorskie	117	80.3	16.2	3.4	0.0	189.4	16.4	40.2	43.3	0.0
Poland	2,566	83.5	14.1	2.2	0.2	3,154.7	20.2	34.3	33.1	12.3

Source: Own work on the basis of data by the Ministry of the Interior.

In the four largest voivodeships in the south of Poland the average acreage of land acquired was below 1 ha (fig. 2).



A – number of acquisition agreements; B - acreage of land acquired [ha].

Figure 2. Number and acreage of agricultural land acquisitions in Poland registered by the Ministry of the Interior between 2002 and 2012 categorised by voivodeships.

Source: Own work on the basis of data by the Ministry of the Interior.

Whereas, the highest averaged acreages of acquisitions were noted in the western voivodeships (particularly in the Lubuskie Voivodship). Spatial distribution of the acquisitions and their acreage is related to the size structure of agricultural holdings in specific regions. In the regions characterised by a fragmented agrarian structure, the acreage of the acquired land was smaller.

As many as 3/4 of the acquisition agreements registered were made by natural persons, who, however, purchased in total merely 1/3 of the agricultural land studied. The number of transactions made by legal persons, registered in the Ministry of the Interior, was three times lower than in the case of natural persons, but the acreage of the acquisitions of legal entities was larger (1/4 of the total number of agreements and 2/3 of the total acreage, respectively). Legal persons dominated in the area structure of acquisitions in the voivodeships located in the central Poland (Łódzkie, Świętokrzyskie, and Wielkopolskie voivodeships - see tab. 3). Natural persons were predominantly interested in the property of the Opolskie and Lubelskie voivodeships.

Table 3. Structure of registered acquisitions of agricultural property in Poland in the period of 2002 – 2012 categorised by purchaser.

Voivodship	Number				Acreage			
	Total	Including [%]			Total	Including [%]		
		Natural person	Legal person	Other (state authorities)		Natural person	Legal person	Other (state authorities)
Dolnośląskie	166	77.7	22.3	0.0	321.2	29.8	70.2	0.0
Kujawsko-Pomorskie	85	69.4	30.6	0.0	125.2	22.1	77.9	0.0
Lubelskie	115	89.6	10.4	0.0	136.0	58.3	41.7	0.0
Lubuskie	72	63.9	36.1	0.0	210.2	30.5	69.5	0.0
Łódzkie	111	60.4	39.6	0.0	215.7	15.3	84.7	0.0
Małopolskie	307	83.4	16.6	0.0	175.0	57.1	42.9	0.0
Mazowieckie	356	69.9	29.5	0.6	328.2	34.3	65.4	0.3
Opolskie	273	93.8	6.2	0.0	186.6	55.4	44.6	0.0
Podkarpackie	139	81.3	18.7	0.0	97.5	43.8	56.2	0.0
Podlaskie	56	78.6	21.4	0.0	75.4	28.6	71.4	0.0
Pomorskie	103	70.9	29.1	0.0	188.5	27.7	72.3	0.0
Śląskie	251	73.3	26.3	0.4	179.0	31.9	66.8	1.4
Świętokrzyskie	112	58.9	41.1	0.0	230.6	14.4	85.6	0.0
Warmińsko-Mazurskie	124	79.0	21.0	0.0	176.5	42.3	57.7	0.0
Wielkopolskie	179	62.6	37.4	0.0	319.7	17.1	82.9	0.0
Zachodnio-pomorskie	117	70.9	29.1	0.0	189.4	57.7	42.3	0.0
Poland in total	2,566	75.5	24.4	0.1	3,154.7	33.6	66.3	0.1

Source: Own work on the basis of data by the Ministry of the Interior.

Structure of agricultural land acquisitions by country of capital origin

Foreign purchasers of the Polish agricultural land in the period of 2002 – 2012, filed with the Ministry of the Interior, came from seventy countries. The greatest number acquisitions was made by the entities coming from the most economically developed EU states: Germany, Netherlands, Austria, Belgium, France and Sweden, whereby the neighbourhood and the geographical distance of purchaser's country did not bear on the intensity of the process.

Dutch investors purchased the biggest area of the Polish agricultural property in the period under analysis. However, the largest share of all acquisition agreements, according to the data by the Ministry of the Interior, belonged to the entities coming from eastern and northern Europe: Russian, Finnish and Ukrainian (37-48%; see tab. 4). The lowest level of attraction to agricultural land acquisition was noted among Irish entrepreneurs.

Land, no matter of what kind, was highly popular with Ukrainian and Russian natural persons and the least attractive to those coming from Luxembourg. Still another

situation presents itself with regard to natural persons buying agricultural land: almost 100% of Ukrainian acquisitions were made by Ukrainian citizens; further in this ranking came Sweden, Italy, Great Britain and Russia.

Table 4. Acreage of land acquired by foreigners in Poland between 2002 and 2012 categorised by purchaser and country of capital origin.

No.	Country of capital origin	Total acreage [ha]	Including selected elements of the analysis [%]				
			Agricultural real estate	Total of land acquired by natural persons	Agricultural land acquired by natural persons	Total of land acquired without permission	Agricultural land acquired without permission
1	Netherlands	6,325	10.6	4.1	7.2	85.6	1.7
2	Germany	5,698	16.4	21.1	47.1	84.3	21.7
3	Luxembourg	2,778	2.4	0.1	0.6	96.3	2.9
4	Ireland	2,106	1.8	5.1	12.7	98.2	4.7
5	France	1,536	8.0	4.7	15.0	84.2	8.6
6	Cyprus	1,533	6.1	1.5	0.0	93.7	0.5
7	Austria	1,150	13.7	13.9	44.8	86.0	20.8
8	Spain	1,129	6.1	5.1	8.3	92.7	0.2
9	Denmark	1,007	4.3	3.2	18.4	95.8	16.4
10	Great Britain	980	6.2	14.8	57.8	93.0	12.8
11	Italy	872	9.2	21.5	65.6	90.8	6.4
12	Belgium	864	16.4	7.8	14.8	80.5	1.4
13	Sweden	698	17.1	30.6	74.0	79.9	6.9
14	USA	661	5.7	5.5	49.4	89.5	45.4
15	Switzerland	358	11.8	4.0	6.3	87.1	2.5
16	Ukraine	264	36.7	59.3	99.6	71.7	47.2
17	Finland	216	37.5	2.5	2.0	58.1	0.5
18	Portugal	214	15.5	2.3	0.0	77.8	0.0
19	Greece	196	18.1	12.1	13.0	83.2	7.4
20	Russia	123	48.2	51.4	53.9	57.8	29.8
70 countries in total		30,258	10.4	10.6	33.6	88.0	13.9

Source: Own work on the basis of data by the Ministry of the Interior.

The majority of the takeovers reported to the Ministry of the Interior were permission-based (88%), which was, first and foremost, related to usucaption [equivalent of prescription in common law] or acquisition of non-agricultural land. As far as agricultural land acquisitions executed without permission are concerned, certain spatial regularities can be observed: the entities coming from the neighbouring countries or countries in close proximity to Poland did not had to file for relevant permission on account of their physical closeness, family ties and usucaption. Foreigners coming from countries located further from Poland and representing a partnership or company had to apply for permission.

Table 5. Number of agricultural real estate acquisitions by foreigners in different voivodeships, as registered by the Ministry of the Interior between 2002 and 2012, according to country of capital origin.

Voivodship	Germany	Netherlands	Austria	Belgium	France	Sweden	Ukraine	Cyprus	Finland	Italy	Other	Total
Dolnośląskie	52	19	11	6	2	5	20			1	50	166
Kujawsko-Pomorskie	20	12	3		7	4	4	1		1	33	85
Lubelskie	14	3	7	2	1	7	41		1	1	38	115
Lubuskie	30	9	1	1	1	3	9	1		1	16	72
Łódzkie	32	6	2	1	2	6	5	4	7	5	41	111
Małopolskie	45	14	79	4	21	5	26	2		4	107	307
Mazowieckie	41	23	19	9	14	15	45	4	3	11	172	356
Opolskie	235	11	2	4	1	2	7	3		3	5	273
Podkarpackie	25	4	15	3	13	4	31	1	1	3	39	139
Podlaskie	5	5	2	3	1	1	4			1	34	56
Pomorskie	56	9	2		3	10	2			1	20	103
Śląskie	143	15	8	2	8	15	4	3	1	10	42	251
Świętokrzyskie	27	17	9	7	7	2	8		11	6	18	112
Warmińsko-Mazurskie	67	4	3		7	3	2	1		5	32	124
Wielkopolskie	52	30	4	3	8	6	12	3		4	57	179
Zachodniopomorskie	62	6	1	4	5	9	3	1		3	23	117
Total number	906	187	168	49	101	97	223	24	24	60	727	2,566

Source: Own work on the basis of data by the Ministry of the Interior.

Taking into account the number of registered acquisition agreements and the total acreage of the acquired land, the whole set of countries under analysis may be divided into two groups: 1) countries represented by incidental contractors (up to 10 in total) or by purchasers whose acquired area in total did not exceed 10 ha of land; 2) countries represented by citizens or businesses whose acquired area in total exceeded 10 ha and who entered into over 10 transactions altogether. There were also twenty-one countries falling into those two categories: Armenia, Austria, Belgium, Belarus, Cyprus, Denmark, Finland, France, Spain, Netherlands, Ireland, Luxembourg, Germany, Russia, Slovakia, Switzerland, Sweden, Ukraine, USA, Great Britain and Italy. After the analysis of acquisitions made by contractors coming from the countries mentioned above it can be concluded that the agricultural entrepreneurs from these countries were the major parties interested in acquisition of the agricultural land in Poland.

Table 6. Acreage of agricultural real estate acquisitions by foreigners in different voivodeships, as registered by the Ministry of the Interior between 2002 and 2012, according to country of capital origin.

Voivodship	Germany	Netherlands	Austria	Belgium	France	Sweden	Ukraine	Cyprus	Finland	Italy	Other	Total
Dolnośląskie	78.1	129.3	9.1	7.5	5.7	4.2	6.9			0.3	80.2	321.2
Kujawsko-Pomorskie	26.3	42.8	1.5		32.2	1.8	1.2	0.4		0.4	18.7	125.2
Lubelskie	27.8	14.1	3.0	2.9	0.3	2.2	20.4		1.2	4.1	59.9	136.0
Lubuskie	49.9	81.8	0.9	0.3	0.0	2.6	5.0	0.4		23.5	45.8	210.2
Łódzkie	141.4	14.9	0.9	0.4	5.0	5.7	2.4	3.5	6.8	5.8	29.0	215.7
Małopolskie	16.0	20.3	63.6	1.7	18.4	2.0	8.4	0.0		1.4	43.2	175.0
Mazowieckie	48.6	56.6	14.2	40.4	11.4	4.1	25.5	11.0	17.0	5.5	93.8	328.2
Opolskie	95.8	15.6	1.4	63.4	0.1	2.0	1.7	5.1		0.5	0.9	186.6
Podkarpackie	16.2	3.9	39.3	0.8	5.8	0.8	12.6	0.4	2.0	1.4	14.4	97.5
Podlaskie	2.5	14.5	0.2	0.5	0.1	4.9	3.4			0.3	49.0	75.4
Pomorskie	130.0	35.8	2.5		1.9	6.9	0.6			0.2	10.6	188.5
Śląskie	48.2	56.1	4.3	2.1	3.7	3.6	0.7	35.6	0.4	6.9	17.5	179.0
Świętokrzyskie	24.3	85.0	5.4	14.2	3.7	0.9	2.8		53.4	15.1	25.7	230.6
Warmińsko-Mazurskie	49.7	3.5	1.5		27.3	27.9	0.3	0.1		2.1	64.0	176.5
Wielkopolskie	104.7	80.0	1.3	0.6	4.0	8.3	5.0	37.6		5.5	72.8	319.7
Zachodniopomorskie	72.8	14.8	8.0	6.4	3.2	41.7	0.1	0.0		7.2	35.1	189.4
Total acreage	932.3	669.1	157.2	141.2	122.9	119.6	96.9	94.0	80.8	80.1	660.6	3,154.7

Source: Own work on the basis of data by the Ministry of the Interior.

On average, one country (out of seventy countries studied) was represented by thirty-six contractors and the acreage of land acquired by representatives of one country amounted to 44 ha. However, if the countries represented by one purchaser only are excluded from the statistical calculations, the average number of contractors-compatriots reaches 47. Similarly, after the exclusion of the countries whose investors bought 1 ha of agricultural land at the most, it transpires that the average acreage of acquisitions by citizens of the same country equals 75 ha. Only twenty-eight of the countries analysed were characterised by at least eleven acquisitions but together they had as many as 95% of all acquisition agreements. The overall acreage of the said acquisitions was 3,013 ha, i.e. 96% of the total acreage. On the other hand, purchasers representing twenty-five countries bought more than 10 ha of land, thus taking over into ownership 3,074 ha of land (98% of the total acreage) in 2,339 transactions (91%).

German group of real estate buyers. The structure of acquired property, when analysed in absolute values, is dominated by non-agricultural land, yet the share of agricultural land is proportionally higher (30%) than that of non-agricultural land (18%), which may indicate a strong attraction to this kind of investment.

Dutch investments into the Polish agricultural land were focused in the regions with better conditions for agricultural production and were barely present in the north and east of Poland. The Lower Silesia and the region of Lubuskie were their main investor areas. They operated there mostly in the form of trading companies (93% of acreage controlled by legal persons). On the other hand, according to the registers of the Ministry of the Interior, as many as 45% of Austrian investors in agricultural property were natural persons. They bought land predominantly in the region of Małopolska and, as was the case with German purchasers, were affected by geo-historical factors (fig. 5).

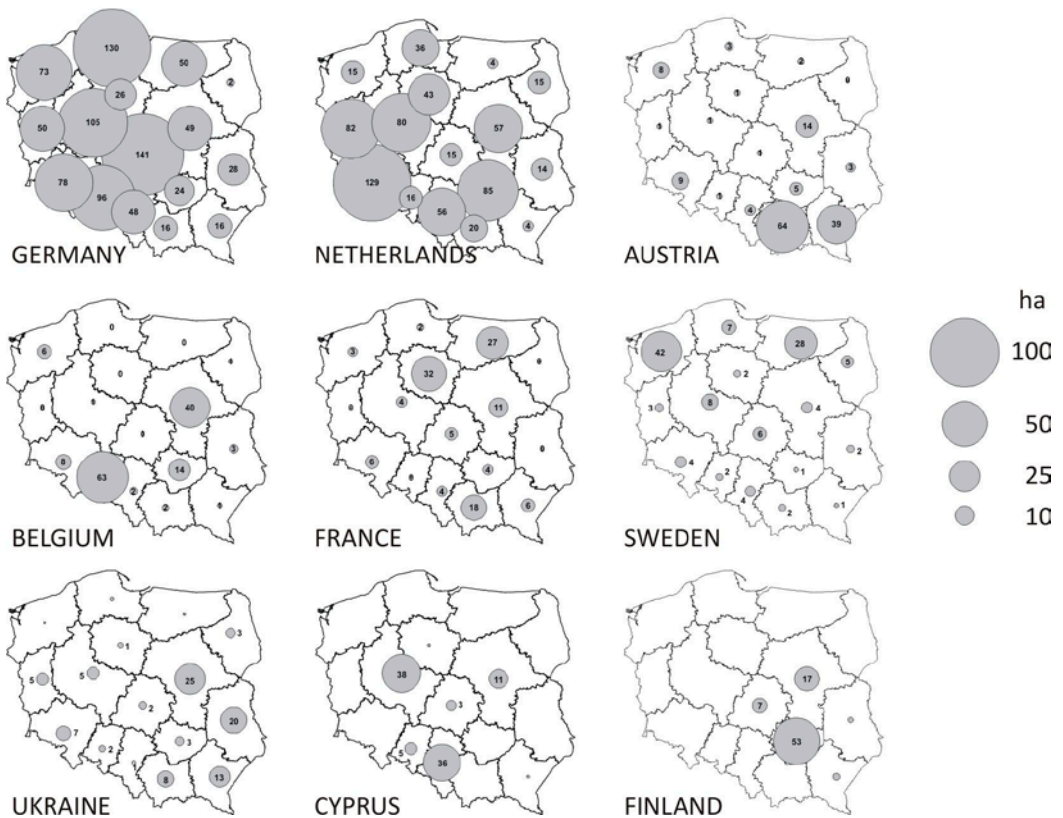


Figure 5. Regional diversification of agricultural land acquired by foreigners from selected countries in the period of 2002 – 2012.

Source: Own work on the basis of data by the Ministry of the Interior.

The rest of the acquisition agreements registered in the Ministry of the Interior demonstrate that only Swedish and Ukrainian investments to some extent complied with the logic of geographical proximity: Swedes invested in the north of Poland and Ukrainians were interested in the south-east Poland. Thus, the following model emerges from the spatial diversification of the land acquired by foreigners: the entities from the

neighbouring countries invest in the areas located near their border and in historically-related regions; whereas the further away a purchaser's country of origin is, the fewer differences in the distribution of investments are noted.

Conclusions

A few generalities can be drawn upon the study of the processes related to acquisition of the agricultural land in Poland by foreign entities, out of which the most noteworthy are those connected with the categorisation of countries of capital origin taking into account investor activity and legal personality. More precisely, all of the countries whose citizens took part in the said processes fall into four groups (A, B, C, D) depending on the dominant legal status of purchaser (countries with clear domination of purchasers who were legal persons or natural persons) and on the number and scale of transactions (countries represented by foreigners making more than 10 transactions altogether, with the overall acreage of acquisitions exceeding 10 ha, or other countries) – tab. 6.

Table 6. Categorisation of countries represented by foreigners who participated in the processes of agricultural land acquisition in Poland between 2002 and 2012, according to registers of the Ministry of the Interior.

Dominant legal personality among foreign investors -----/----- Number and scale of transactions	Countries represented predominantly by legal persons	Countries represented predominantly by natural persons
Countries represented by foreigners entering into more than 10 transactions altogether and acquiring over 10 ha of land in total	A – 8 countries	B – 13 countries
Countries represented by foreigners entering into 10 or fewer transactions altogether and acquiring up to 10 ha of land in total	C – 6 countries	D – 43 countries

Source: Own work on the basis of data by the Ministry of the Interior.

Each of the specified countries of capital origin can be ascribed some characteristic features with regard to investor activity in the period under analysis and to the legal personality of investors:

A – the group of countries represented by very active contractors who aim at acquiring large areas of land and are organised in trading companies. These are

economically developed countries with a high level of commodity farming. Their investors' motives for land acquisition are purely economic; there are weak individual (private) connections with Poland among them. The group includes: Belgium, Cyprus, Denmark, Finland, Spain, Netherlands, Luxembourg and Switzerland;

B – the group of countries whose citizens – natural persons – predominate in the structure of legal personalities among investors in agricultural real estate in Poland. This is a heterogeneous group with countries at different levels of economic development and widely spread geographically. There are Poland's neighbours and these countries whose citizens have family bonds with Poland, which is reflected in individualised acquisitions of land. The group is made of: Armenia, Austria, Belarus, France, Ireland, Germany, Russia, Slovakia, Sweden, Ukraine, USA, Great Britain and Italy.

C – the group of countries located far away from Poland whose citizens do not have any significant private relations with Poland. They are represented mostly by legal persons operating in Poland – usually large concerns which need agricultural land for their secondary business activities. These are individual cases and the area of land acquired by these investors is small. The group consists of: Estonia, Kazakhstan, South Korea, Norway, Portugal and the Island of Guernsey.

D – the group gathering the other forty-three countries. There are mostly natural persons and both the number of acquisitions and the area of land acquired are modest. Economically and socially, the countries are poorly associated with Poland. The acquisitions made by their citizens are incidental and, in all likelihood, random in nature: partly due to purchasers being married to Polish citizens. These countries are spread over a vast geographical area (fig. 6).

The purchasers of agricultural land in Poland coming from countries which are not far away from Poland and having emotional and family ties with Poland, in terms of legal personality, are natural person. Their properties are located in close proximity to their country of origin or in better-developed regions. Since the accession of Poland to the European Union *“it has been noticed that Polish emigrants who now hold another citizenship and their family members (children, grandchildren) have been taking interest in acquisition of land in Poland for recreational purposes or for a place of their come-back to the Homeland after they retire”* [4, p. 74]. The countries which are more distant from Poland and are economically well developed are represented by trading companies specialising in agricultural production. They are quite evenly distributed over Poland.

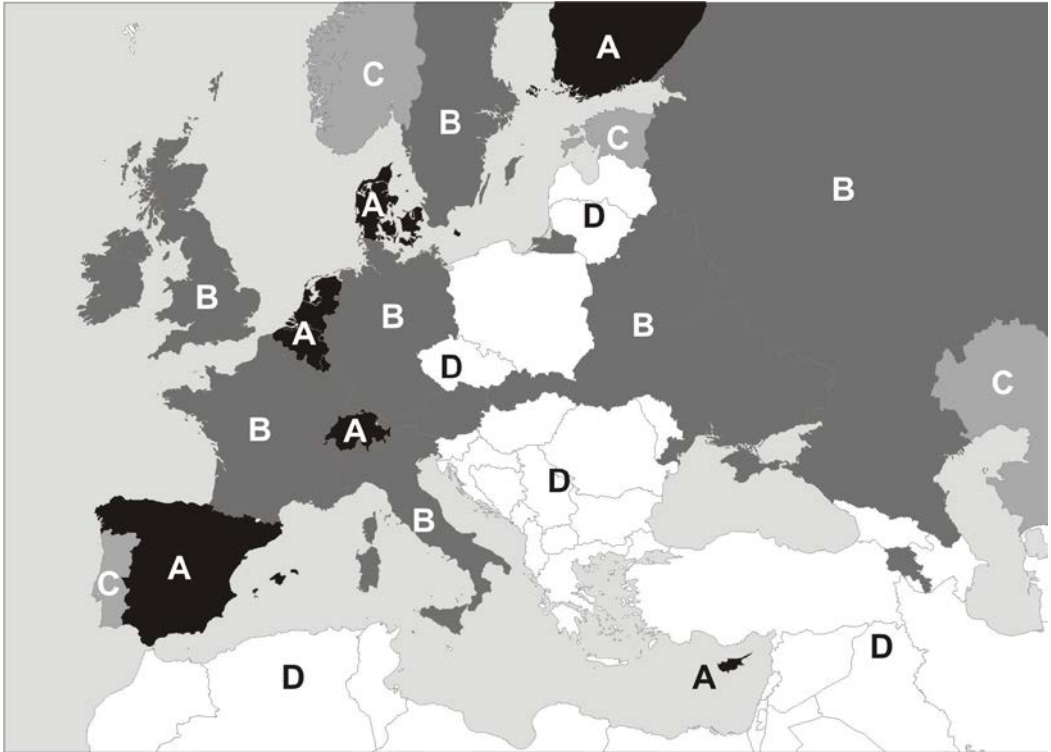


Figure 6. Categorisation of countries represented by foreigners who participated in the processes of agricultural real estate acquisition in Poland between 2002 and 2012.

Source: Own work on the basis of data by the Ministry of the Interior.

The objections raised by farmers from western Poland that some of the agricultural land is taken over by foreign capital entities with omission of the statutory stipulations on real estate acquisition by foreigners cannot be sufficiently verified with the legal regulations valid at the time being, because neither the Ministry of the Interior nor the Agricultural Property Agency [ANR] is competent by right to counteract deviations from normal conditions of agrarian structure transformation, especially when Polish citizens themselves participate in questionable incidents (“(...) *counteracting possible irregularities in the transactions involving agricultural land, particularly that belonging to the Agricultural Property Stock of the State Treasury, reported by different entities are beyond the statutory competencies of the Minister of the Interior if a foreigner is a party to an act in law (...)*” – [4, p. 76]). Moreover, the Minister of the Interior, marginalising the problem, argues that “*according to the registers kept by the Ministry of the Interior since 1999, foreigners acquired in total 48,882 ha of land until the end of 2013, which constitutes about 0.16% of the area of the whole country (...)*.” After the expiry of the transitional period set for acquisition of agricultural land and forests by foreigners, the Minister of the Interior will still be able to control the turnover of real estate by keeping the registers and the investors coming from beyond the European

Economic Area will still be obliged to apply for permission to buy land in Poland and to purchase stocks and shares in the companies which have such real estate [4, p. 77].

The Agricultural Property Agency shoulders special responsibility for formation of the agrarian structure in Poland through wielding power over the transactions pertaining to the agricultural land owned by the Treasury. Acting upon the Act of Law dated 19 October 1991 on agricultural property of the Treasury [8], the Agency executes the title to the state agricultural assets on behalf of the State Treasury. Moreover, according to the Act of Law dated 11 April 2003 [7] on forming of rural system, the Agricultural Property Agency has an influence on changes in the structure of farming areas and counteracts excessive concentration of agricultural property. Internal guidelines of the Agricultural Property Agency, accepted in 2012, envisage “*an expanded offer of land for enlarging or creating family-run agricultural holdings*”; however, in practice, local branches of the Agency do not always record all changes in the agrarian structure over the area they are responsible for and do not analyse how the sale of real estate affects the process of land concentration [5, p. 13].

The state policy on land transactions should take into account the principle of free capital flow, which is stipulated in the Treaty establishing the European Community, Article 63, and simultaneously it should aim at formation of agrarian system accounting for the potential and conditions of the Polish agriculture. Further research into the problem should result in both definition of the real scale of land acquisitions in Poland effectuated by foreigners and establishment of regularities in spatial distribution of those acquisitions. Particularly, the share of foreign capital in those trading companies which have a title to or right of perpetual usufruct of agricultural property should become the focus of these studies. The processes involving acquisition or takeover of stocks or shares in the companies with the registered office in Poland and having a title to or right of perpetual usufruct of agricultural property by foreigners are much more significant than the acquisitions registered by the Ministry of the Interior.

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**ECONOMIC EVALUATION FEATURES OF THE EMERGENCY
SITUATIONS CONSEQUENCES' OF MAN-CAUSED AND NATURAL
CHARACTER IN UKRAINE**

Problem setting

On the grounds of general tendencies of rising the catastrophes and accidents, increasing the measurement of their damages any country has to be well-prepared beforehand to the most difficult scenarios of emergency situations rising and development. Let's emphasize that the ensuring of safe vital activity of population, the prevention of accidents and man-caused catastrophes, the prevention of rising the emergency situations and, in the first place, accidents which are connected with the high-risk objects is one of the important objective of the state.

Recent research and publications analysis

Theoretical works and the foundations of practical recommendations in the sphere of civil defense, prevention and elimination the natural and man-caused emergency situations light up in the researches of big number of famous Ukrainian and foreign scientists, in particular I. Balabanova, V. Bazylevicha, K. Bazylevycha, N. Vnukovoj, S. Gur'eva, L. Dontsya, E. Zhydko, A. Ivanovoj, U. Kebalo, S. Koz'menko, S. Olejnikovoj, V. Pryhod'ko, T. Rotovoj, A. Terent'evoj, F. Shpygi and others. In their scientific works researchers take a view of general aspects of the theory of national security providing, prevention and elimination of emergency situations, problems of public administration in this sphere. But the question of economic evaluation features of the emergency situations consequences' of man-caused and natural character was not discover enough.

Paper objective

The main objective of this article is the finding out the economic evaluation features of the emergency situations consequences' of man-caused and natural character in Ukraine and, giving the suggestions on the improvement of such the technique, as well as implementation the insurance of the risk of rising the emergency situations.

Paper main body

Problem of security that is connected with the emergency situations remains actual for Ukraine, as the industrial country with the sufficiently high solidity of population in the areas of dangerous objects disposition.

During the year of 2013 in Ukraine were registered 143 emergency situations, which were divided, according to the National classifier "*The Classifier of emergency situations*" DK 019:2010 [6], as following: man-caused character – 75; natural character – 56; social character – 12. In consequence of these emergency situations 253 persons died (among them 34 children) and 854 – came to harm (among them 34 children). In a scale the emergency situations were divided as: state level – 1; regional level – 11; local

level – 58; objects level – 73. In comparison with the 2012 general amount of emergency situations (further - ES) reduces in 32.5%, the decrease of number of fallen (in 16%) and injured (in 1%) persons was registered. But the negative factor is the growth (in 41%) of the amount of direct material losses that were caused by ES [7].

According to the types dominate the fires (explosions) and medical-biological ES (including those that appeared as a result of infectious illnesses and people's poisoning). We need to point out that in spite of dominating the ES as a result of fires and explosions their number in comparison with 2012 decreased in 26%. The amount of ES on transport decreased in 23%, and as a peculiarity we need to mention about the ES absence on the systems of life support. The decreasing of the amount of ES of natural character took place on account of essential cutback of the part of meteorological ES (in 46%) and ES as a result of fires in natural ecosystems (in 87%) [7].

The analysis of ES which happened from 1997 to 2013 showed that during last year's we can to observe the durable tendency to the decreasing of general number of ES and their components according to types, levels and regional allocation.

Reduction of the index of general amount of ES and their components affirms about the tendency of decreasing the level of man-caused and natural risk. But, the level of the risks of arising the ES of natural and man-caused character and the risks of losses they could done remain practically unchangeable and quite high for the majority of Ukrainian regions.

During the last years in Ukraine turned out the situation that has certain typical signs of increasing the number of sources of accidents and catastrophes threats, the results of which could be very serious. Such the peculiarities affirm about the availability of new real risks for environment and people's health.

Nowadays Ukraine has tens of thousands potentially dangerous objects. Between them there are 5 atomic, 44 thermal electric power stations [8, p. 46], Dnipro cascade of hydroelectric station, the gas-transport system of Ukraine is the second in Europe and one of the biggest in the world, its length 37.6 thousand kilometers, and general length of gas pipeline is equal to 238.2 thousand kilometers. We can't completely exclude the fact that terrorists could try to organize the attack at some potentially dangerous object.

In Ukraine are situated 1,3 thousands of industrial objects where keep safe or use more than 440 thousand tons of dangerous materials. In different assessments on the territory of Ukraine every year are raised from 700 to 800 million of tons of waste. General amount of accumulated waste exceeds 35 billion tones, between them 1.6 billions of dangerous waste. As for 01.03.2014 in Ukraine were accumulated 19 thousand tons of chemical means of plant's protection. They concentrated at 109 warehouse of central preservation and 5 thousand warehouses of farms of different forms of property. The leaders between regions in amount of accumulated chemical means are Sumy region (2.4 thousand tons), Kyiv region (1.9 thousand tons), Kirovograd region (1.3 thousand tons), Zaporizhia region (1.2 thousand tons). In Kharkiv region were accumulated 759 tons of ill-conditioned chemical means of plant's protection or 4% of general amount of Ukraine [3, p. 12].

Due to the availability of considerable sources of high-risk danger in Ukraine, at the time become very actually the questions which connected with the finding the effective ways and methods of decreasing the damage of possible accidents and catastrophes with the little probability of beginning the events, but great possible losses.

According to the experts assessments at the time the damage just from the natural disaster exceeds in many times the possibility of world community in providing the humanitarian aid for suffered people. This problem obtain the global character.

The foreign countries governments get their attention to the development and improvement of the economic mechanisms, which provide the realization of state objectives in the sphere of population defense from ES because of very high standards of people's life (more than \$300 thousands), which are in the western experts point of view need to be revising in order to more responsible attitude of enterprises and officials to the problems of industrial (man-caused) security [5]. The other factor that makes essential impact on this process is that relatively little once used investments in the preventive actions can highly go down the human bereavement and material losses. Due to the data of World meteorological organization the expenses for the carrying out the actions aimed at the preventing the ES and the increasing the readiness of the forces and means would be in 15 times less than received in that case effect from the reduction the losses [8].

The problem of compensation the losses from ES of man-caused and natural character with the little probability of insurance action beginning but with big possible loss might be decided with the help of accumulating the insurance reserves of obligatory sort of insurance [3, p. 17].

The necessity of creating the reliable system of insurance defense always has been absolute for our country, that is inclined to natural, transport, man-caused, economical and others risks. The state is interested in protecting the population from all kinds of risks. That's why the development of the insurance, especially, obligatory remains one of the priorities of the financial policy of Ukraine.

Creating the developed insurance's market allows in full measure to realize the basic functions of insurance: a) release the state from extra expenses, that especially important in the conditions of budget deficit; b) provide the continuity of public reproduction because the insurance creates the financial conditions for renewal the activity of enterprises which suffer from different risks coming; c) increase the general security in the society. The insurance of civil responsibility of owners of the objects of the high-risk dangerous invoke the interest from the state as well as from the subjects of economy in case of having confident benefits for all of them [10, p. 141].

Insuring the damage which was invoked by the accidents at the objects of high-risk dangerous in Ukraine carried to the ecological insuring. Ecological insuring – is the kind of insurance of civil responsibility of the owners or users of objects of high-risk ecological dangerous at the connection of their possible emergency pollution the environment and causing damage for the important vital interests of third persons, which foresee the partial compensation of suffered people losses.

The state interest in the introduction and development the insurance lies in that the state reserves leave off to be the only source of losses covering, which are connected with man-caused accidents and catastrophes for damage that was caused for the citizens life and health, for the property of juridical and physical persons, the condition of environment. Introduction the system of the civil responsibility insurance of the subjects of economy at the objects of high-risk dangerous allows to the state decrease the pressure on state and local budgets, increase the responsibility of the economies subjects at such the objects in case of possible negative consequences of their activity.

In its turn, in using of such the kind of insurance as well interested the subjects of economy because in the case of beginning the man-caused accidents, the enterprises, that are the objects of high-risk dangerous don't have the opportunity financially independent increase their own survival and compensate the losses for suffered people. Only the little part of companies is able to sustain full expenses in the case of large-scale loss. Owners and top-managers of the economy subjects understand that in the case of man-caused accidents and catastrophes they don't be able to sustain possible physical and financial impact on their business, that's why the insurance makes easy for them execute such the objectives [1, p. 14].

Such the condition constrains to take into account possible economical loss during the working out the public economy policy, forecasts of the social and economic development of the state and macroeconomic programs.

Due to that fact it is difficult to overrate the importance for effective administration at the conditions of index of loss in ES. The solution of the questions of material and technical supplying of performed work, compensation of the carried losses, financing the performed measures, material stimulating of the personnel and managers and other depends on this index. The index of the loss is the main standard index for the assessment the efficiency of using the means and quality of performed works. At the same time the losses are one of the indexes that mostly difficult clarify from the methodological point of view. Its calculation is elongate in the time (because of duration of the performed measures), and for its complete assessment it is necessary to attract the data of the great number of objects. Besides the calculation the loss often has conflict character so far as immediately affect the material interests of large groups of individuals and rather powerful authorities.

As the result of this question the determination of the size of complex economic loss always has been very difficult to decide and longtime didn't have appropriate methodological providing. In many cases which are appears in mass-media and official documents the value of loss index were too far from the reality. Furthermore there was not work out the generally recognized methodology of calculating the losses. The information from the places where the ES arise often was received in arbitrary form where the accent was done not at the present losses but at the request of allocating the expenses for the reconstructive jobs.

Only in 2002 the Methodology of assessment the losses from the consequences of ES of man-caused and natural character [9] was worked out, and it might to carry the

clearness in calculating the researched index. But this document wasn't able to obtain the full, reliable and objective character of the index, so as has the simple understanding, clearness and official grounding.

Let's dwell on the some critical remarks. So, mentioned Methodology encloses 19 varieties of losses indexes. In some cases the directions for the calculation of appropriate kinds of losses guide not in categorical but in commendatory way. The same articles take into consideration in different kinds of losses at the same time, and then sum up twice in the structure of complex economic loss. The loss is determined in the attitude to the great number of persons, and this crush the information and defeat the obtaining the complex situation. Besides in the Methodology is offering the accounting of indexes that generally don't be accessible for immediate quantitative valuation, for example indirect ethical damage. This Methodology doesn't contain the factor of the time of information assignment. So, in the structure of direct loss is proposed to assume at the same time the disposable expenses for the migration as well as the expenses for life support of evacuated population that is possible to do only after the completion of all the complex of jobs aimed at the ES liquidation.

So, we can to state that at the time in Ukraine we don't have the Methodology that allows doing really adequate assessment of the consequences of ES, to evaluate their scale and optimize the expenses for their liquidation. Present methodological life lengths have brightly expressed bureaucratic character and aimed, principally, at the "beating out" the money from centralized sources but not at the achievement of synergetic national economic effect.

Conclusions of the research

The analysis of the disadvantages of valid techniques of economic loss from the ES allows grounding the fundamental methodological approaches for its working out.

First of all as the object of the assessment in the framework of this technique must be the territorial industrial complex, this suit to the confident administrative territorial formation. This considerably simplifies the collecting of necessary information, raise its trustworthiness.

Secondly, the structure of components of damage wouldn't be overloaded and keep their limit number. It gives the opportunity of uniformity the understanding of appropriate indexes and considerably raises the relevance of all complexes of calculation and total data.

Thirdly, it is necessary to pretend the strict distribution of articles losses and expenses between the components of integral index for complete escape of repeated calculation.

Fourthly, the components of integral index must be calculated with the consideration of the time of getting the data about the development of actions. Some of these components must be calculated immediately in the moment of catastrophe, others – during the deployment of following stages of ES development and its consequences liquidation.

Fifthly, the technique must guarantee the possibility of calculating the fragment of indexes on the base of earlier collected information, as well as worked out mathematical models.

Sixthly, we need to claim the adaptation of applied technique of calculating the losses to the theory and practice of account calculating as the key mechanism of informational providing and control for economic activity.

Seventhly, we need to avoid the using, in the calculating the indexes, the traditional minimization in practice of accounting with the aim to optimize the taxation (such as income, profit so on).

Eighthly, it is necessary to abstract away from indexes, the calculating of which has implicit economic form (for example, ethical damage, damage from the losing the image of enterprise, damage from worsening of environment so on), especially that these phenomena can be evaluate with the help of concrete economic indexes of reduction the selling, volumes of production so on.

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IDEAS OF DECENTRALIZATION IN THE PROCESS OF INDEPENDENT UKRAINE FORMATION: HISTORY AND THE PRESENT TIME

Problem setting

Modern model of local self-government in Ukraine is a result of getting out the bodies of local self-government from the impact of centralized state of soviet times. However, the forming of the local self-government in new independent state didn't become the source for the process of further democratic, social and political reforming in Ukraine as it happened in post-soviet countries of Eastern Europe, because of that in the conditions of the formation of nationhood the great part of ex-officials integrating to the new self-governing structures practically conserved the traditions of soviet administration. In such the conditions Ukrainian self-government at the beginning of the 90-s developed as bureaucratic system although the necessity of reforming the relations between the center and regions, strengthening the role of the regional self-government was needed and realized already after the disintegration of USSR, although the positions of scientists, politicians, administrators about the processes of transformation were sometimes essentially opposed. Only after some time the approaches to the untying the problems of imbalance in relations "*center - regions*", system of executive power and system of local self-government obtain more balanced and realistic forms. With the becoming Ukraine as the sovereign democratic state at the political beau monde become popular quazi European ideas of naming some regions and administrative-territorial units as so called "*special status*": unreasoned in the legislative field autonomy of Crimea region, the project of formation of Novorossii, special self-governed status of Transcarpathia (Zakarpattya), Hungarian national district and so on, they were invoked, first of all, by the craving of territorial elites at the conditions of weakness of new-formed state to control the property and the power at the local level [10, p. 99].

Recent research and publications analysis

Such scientists and researchers as M. Dnistrianskij, I. Koliushko, A. Nekryach, L. Nemchenko, S. Teleshun, L. Shklyar, V. Chornovil gave their attention to the summarizing the historical experience of formation the ideas of decentralization of the power in Ukraine from the early beginning of obtaining the independence.

Paper objective

Setting up the character of the reformation actions at the territory of Ukraine in the conditions of traditional order liquidation and centralizing the administration within the years of independency.

Paper main body

The ideas of decentralization follow modern Ukrainian state from the beginning of its formation in 1991 that brought to light in discussions, on the eve of USSR

disintegration and the first presidential campaign in independent Ukraine, on the topic of constitutional and administrative-territorial order, especially in possibility of transformation to the federalism (V. Chornovil) through the maximum possible economic independence of the regions but with the preservation of national state with the hard unitarily in developing the ideological and educational and cultural spheres [11], and necessity of keeping unchangeable the unitary order of the state, proclaimed in 1992 [4].

Coming out from the understanding the federalization as certain decentralization of the power and state regionalization L. Nemchenko proposed fundamentally break the existing administrative-territorial order with the creating the fourth up-the-provincial (regional) level of authority [7]. In further researches was proposed the introduction of federative order by means of formation the new administrative-territorial units-regions coming out from the historical experience that has an influence on mentality of population in different parts of modern Ukraine. M. Dnistrianskij said opposite to such the conception pointing out that the copying and artificial “*renovation of past administrative-territorial structures is methodologically and practically unacceptable*”, it is possible to speak only about the scientific research of peculiarities of historical development of processes of state formatting and implementing its best samples, with taking into account the demands of up-to-dateness, in newest processes of state formatting [3].

The approach of Ukrainian economists of early 90-s, who puts in the base of their own conception the dividing of state territory in 10-12 economic districts, throwing away the ideas of federalization didn't sustain the critics. They stressed on the economic expediency and economic decentralization of new-formed territories that is basically run together with the 12 or 13 historical regions.

In 1994 the authors of the monograph on the problem of administration and regional development of Ukraine came back to the idea of federal-land order as one of the possible means of state integrity prevention [8].

The authors of Constitution of 1996 enacted as the main goal of the Basic Law the keeping and strengthening of centralized state authority which in the conditions of instability of the first years of independence had to make impossible the centrifugal tendencies in society.

Practically the local self-government in modern Ukraine has exists from the 1996, when its organizational and legal bases were embodied in the Basic Law of our state and was recognized as one of the principal forms of democracy fulfillment. Traditionally in the first years of its existing the local self-government was under the pressure of state power which through its authority bodies at the local level directly or indirectly controlled the activity of local self-government.

The theoretical base of new look at the public administration in Ukraine in the direction of its decentralization became the approach to the uniting the decentralization and centralization. Such the ideas were reflect in the collective monograph “*Public administration in Ukraine: centralization and decentralization*”, where the authors

determined properly the content of the terms “*decentralization*” and “*centralization*” for Ukraine and were examined fundamental aspects of authoritative responsibilities decentralization, were offered the legal appearance of such the correlation [2]. This all witnesses about the urgent necessity of reforming the public administration in Ukraine. In 1998 the President of Ukraine even signed into Decree the Conception of administrative reform.

However, at the beginning of the 2000-s was bring forward the idea of decentralizing the administration of regional development on the basis of three-level administrative system, which proved itself from the positive side as in past of world state forming so in modern realities, besides it was possible to keep the unitary state order. They suggested forming the Ukrainian territory from the regions of equal status, which, in their turn, were divided into provinces, provinces into department, and the last ones into communities [9].

Central Ukrainian governance circumscribing the plans of future changes in the state for supporting the stable local and regional development, stressed on the urgent necessity of transformation from the concentration of the authority, responsibilities and resources in the center to their re-distribution for the regions and territorial community benefit [1].

Certain displacements in the direction of the relocation of the importance center of administrative competence in the side of local self-government (local councils) from the local state administrations are happened in the 2006 after the passing the election to the bodies of local self-government just in proportional system. But these hopes were didn't realized and declared in 2004 draft law №3207-1 “*About the introduction the changes in the Constitution of Ukraine*”, which foresaw the creating of the unitary system of public power bodies which are elected directly by the citizens and those whom the state delegates the responsibilities although was approved in 2005 be the Constitutional Court of Ukraine, but remained usual unrealized developments of Parliament.

Analysis of parliamentary coalition agreements, constitutional projects, moved as well as from opposition and acting majority witnesses about the supporting of the ideas of reforming the local authorities during 2006 – 200, but the processes of their further implementation of the ideas of complex reforming the public administration in the direction of decentralizing the authority responsibilities prevented the economic crisis of 2008 – 2009, as the result of which the expedience of any changes was put away for the indefinite time. There is the need to mention that all of the life lengths in this direction aimed at the solving the problems in the development of the system of local self-government from the merely juridical points of view. Basically are examined the questions of implementing the regulations of European charter on local self-government and legislative norms of European states, adopting the Ukrainian legislation to the norms and standards of European Union, the constitutional and legal status of territorial community, possibilities in using in the Ukraine foreign models of local self-government. In such the case the problems of real reforming of the local authority system are examined from the position of the state approach, “*from above*” approach,

without the consideration of local intellectual potential and without the using of local resources.

There we need to remark, that firstly rather radical Conception of reforming the local self-government and territorial order of Ukraine was provided in 2009 and contained real perspectives of general changes in the state, its administrative-territorial order, in the structure of administrative bodies and in the system of regional and local self-government. Between the objectives that were pointed in front of the total complex of reforms in 2009 especially we need to mark such as: transformation of the basic level of the system of administrative-territorial order with the aim to form the main subject of local self-government – territorial community for the supporting the comfortable and safe conditions of people's living in the regions; realization the system of measures of political, legal, institutional and organizational character for the stable development of these territorial communities, as complete social communities, that realize the common interest and necessity of their vindication and defense; the development of forms of direct democracy and involvement the local population to the active participation in the deciding the questions of local and regional importance, providing with efficient civil control for the activity of administrative institutions; re-distribution of responsibilities between the bodies of local self-government and local state administrations on the basis of decentralizing the public administration and the principle of subsidiarity; creating the conditions for the appropriate material, financial and resource ensuring of the activity of regional and local administration.

However during the 2011 the Cabinet inaction has annulled the decision about approval the Concept of reforming done by the former Cabinet as well as the Plan of its realization. Under the pressure of society in 2012 the work at the Conception of decentralizing the administration and general reform of local self-government was updated and practically the decision about the necessity of the reforms was reached, as well as contains of its basic principles and the terms of realization. As the result we got the Conception on reforming dated by the September 2012 that is in content has less fundamentals differences in comparison to the former Conception. But in 2013 this draft of new Conception without the any grounding and explanation of the causes was send for the so-called “*wide consideration*”, and as the result we got “*correction*” of general content of the Conception (due to the variant of September 2012): absence of the parameters of basic demands for the administrative-territorial units of different levels of administrative-territorial order, so accordingly and the responsibilities of bodies of local self-government of every level of administrative-territorial order, were not determined the approaches to the dividing the responsibilities between the bodies of local self-government and local state administrations, the absence of determination the key competencies of bodies of local self-government of basic administrative-territorial unit. As a result, claiming through the political speeches and program “*changes for the best*” about wide decentralization in the country, in new redaction of the Conception of reforming the administration we practically got new tendency for centralization in the bodies of central power as well as in the local self-government authorities, that

generated the leveling of principles and content of decentralization. Helping such the leveling uncertainty of the terms of the passing the basic measures of reforming and acceptance of appropriate for such the measures changes of acting legislation in our country. Replying to such the actions of the authority a number of scientific, social and political and public organizations sent the address to the President, Cabinet, Parliament where warned that in the case of adopting of this variant of Conception of decentralizing and reforming the local self-government and administrative-territorial order the consequences would be completely *“ineffective or even impossible”*. However, we need to notice that in 2014 the expert evaluation of the projective of the Conception of reforming the local self-government and territorial organization of the authority in Ukraine, which were submitted at the examination in the Council of Europe, and in the redaction of 2013, *“(...) have adequate basis for complex reforming the local self-government (...)”* and were recommended by the Council of Europe for immediate adoption at the highest political level without further discussions and delaying.

On the 21 of February 2014 because of the carried changes in the Constitution of Ukraine determined that at the level of state local authority the head of the state doesn't have individual impact at the staff. The heads of the local state administrations are appointed by the President of Ukraine with the presentation of the Government of Ukraine and in term that is corresponds with the Presidential mandate. The local state administrations accountable to the local or regional councils and are situated under the control of the councils in those part of proper responsibilities that were delegated them by the appropriate councils and at the same time to the bodies of central executive power.

But the further progress in advancement the state to the real deconcentration and decentralization of the power at the beginning of the 2014 didn't become successful although there were two times attempt of changing the constitutional order in the system of political administration and legal status of the bodies of local self-government. In the May of 2014 the Verhovna Rada of Ukraine put forward the initiative about the changes of Constitution of Ukraine, according to this the responsibilities of the President of Ukraine might be minimized and the positions of Cabinet and Parliament were changed. The President of Ukraine performed another one initiative in the June of 2014 about the responsibilities and function dividing of the bodies of state power and local self-government. This project had another objective – strengthening the responsibilities of the head of the state with the preservation the general conception of decentralizing the power and constitutional process of 2004. Introducing the institute of the presidential representatives had to form “presidential personnel vertical” through the individual impact at the personnel appointment of presidential representatives, that is determination just the presidential competency in this process and removal the local councils from any kind of influence to the stopping the responsibilities of presidential representatives in the region. From another point of view such the competency allows the President hierarchically regulate the presidential vertical, escape from the unpopular practice of appointing on the basis of factional quotas. Together with these were proposed the idea

of adopting the statute that the heads of the regional councils at the same time carry out the functions of the heads of the executive committee of these councils. This gave the possibility of concentrating the power and making the impact on the activity of regional self-government. But in governmental propositions on the future Conception of decentralization from the 1 of April 2014 these propositions didn't meet the understanding. At the same time the people's initiative about the election of the heads of regional and district councils not by the deputy corps but population of local community. Beginning with the July 2014 to the Cabinet became to arrive the propositions from the regions about carrying out the decentralization of state power, that were worked out in the process of discussions in regions the changes in the Constitution of Ukraine. Regional propositions were characterized by the brindle and variety of looks and approaches to the reforming the system of authority, but it is possible to state the unity of views in conceptual approaches.

Political events in our country at the end of the 2013 and in the beginning of 2014 turned out the question of decentralization of public administration at the agenda of new power, because the crisis of democracy in Ukraine is not only the scaled but multi-faceted. In its ground all the state crisis of democracy and administration, that was invoke by the deepening of disproportions in social and economic state of territorial communities and the state regions because of undecided the questions of reforming the system of administrative-territorial order, absence of effective guaranties for fulfillment by the bodies of local self-government their functions and responsibilities, their appropriate personnel, financial, material and resources maintain. Political forces that have reached the top of the power during last actions, "doesn't have other alternatives as to understand the important strategic thing, that the activity of the center and local bodies is aimed at the fulfillment common objectives – guarantee and providing with the protection of democratic values, constitutional rights and freedoms of citizens, their natural right on the local self-government" [6, p. 23].

Nevertheless, not at the first time, as pointed out A. Nekryach, in the history of independent Ukraine its society "really felt the weakness of the power in all its understanding". Unreasoning and populist character of new authority action, declarative statements, rashness in the decision-making, cancellation of some earlier adopted laws and directives led to the final deregulation of the power system and breaking the principle of succession as at the central level so at the local levels [6, p. 27]. So the new authority coalition must stop the illegal experiences with own people and doesn't admit in its practical and reformatory activity neglecting the laws, generally accepted norms and principles.

The investigations of the historical peculiarities of transformation the national administrative and self-governing traditions, tendencies of centralization, decentralization and territorial organization of the authority, allowed to get the conclusion that decentralization in Ukraine must happen only as the complex of balanced reforms of constitutional, administrative, territorial, financial and budgeting direction on the basis of clear formulating its conceptual foundations coming out from

the historical, national, cultural, up-to-date experience of developing the Ukrainian state with the involvement of perspective developments of world community, forming the territorial organization of the public administration which allows to do general control and provide with administrative impact of the state on the territory of all the country and the development of efficient local self-government. The analysis of peculiarities of modern condition of the society, aspiration to the establishment of agreement between the nationwide interests and interests of the population of regions and territorial communities, modernizing the system of public administration allowed to bring the theoretical experience of decentralizing the authority, that was cumulative by the world community in accordance to demands and requests of Ukrainian society. Society demands new quality of public authority and improved system of public administration. These all specify the urgent necessity of beginning the decentralization in our country.

Besides, we need to come up very carefully to the problem of decentralization. This due to the fact that in countries where centralized system was dominated it is possible to get the reverse negative reaction and disappointment from the passing the decentralization and activity of local self-government. To such the disappointments we supposed to bring the unrealized expectancy of independence of self-government, crash of the illusions about economic well-being of regions, absence of the stability, achievement of which should guarantee strong, independent local self-government.

Problematically in modern conditions and reality of Ukraine looks the possibility of actual securing of essential and full value decentralization by the existing central authority through the predominance of non-masked populism in declaring the necessary changes. The central bodies of power, using the revolutionary enthusiasm of the people in its aspiration for fundamental changes and improvement the situation in the society often just declare or “imitate” the readiness to the beginning of the process of decentralization, development European system of self-government, involvement of wide range of citizens to the administration, but real importance such the declaratory statements obtain just under the hard pressure of local communities.

Conclusions of the research

Efforts in reforming the state during the years of independence had not the conceptually balanced, purposeful and introduced in series, but situational, spontaneous, contradictory character. It is important to stress on the expediency of further decentralization in Ukraine exactly in the context of European choice of the state, however, in accordance and consideration of own historical traditions, taking into consideration the national experience. The final objective of the global changes and transformations in the system of territorial authority organization has to become the really decentralized model of organizing the authority that should be able in accordance to the development of the market economy and general democratization of the state for the efficient and effective impact on the processes of social and economic development of regions, provide the quality of rendering administrative services by the bodies of state power and bodies of local self-government, and which be able to the further development, self-completion and self-control.

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**PARADIGM OF INNOVATIVE DEVELOPMENT OF THE SOCIETY:
GROUNDS FOR THE COMPLEX INNOVATIONS MECHANISM**

Introduction

The present stage of progressive development of Ukraine is initially based on the large-scale and rapid updating of the public authority bodies system efficiency (further on – PAB), public service and national economy by means of implementation of a row of the public administrative innovations (further on – PAI), especially those which concern the following [1, c. 41, 59; 2]: analysis system, forecasting and strategic planning of the state policy; program-target budgeting; unified standards of personnel management in PAB.

Their application should provide the proper solution of urgent citizens' problems by the PAB system, forecasting social processes, achieving strategic aims of the Ukrainian society reformation, etc. Nevertheless, the processes of PAI implementation in Ukraine are long-lasting and not always successful. Thus, the world-wide system of quality management is declined in Ukraine in limits of fulfillment of the corresponding State Program, in particular due to the imperfection of the theoretical-methodological provision of innovations mechanism in the PAB system.

Analysis of recent research and publications. General theoretical grounds of the innovative development of the PAB system made the basis for the development of the theoretical-methodological grounds of the innovative mechanism of public administration. This mechanism is focused on constructing and functioning inside it a qualitatively new tool, the availability of which insures the growth of the PAB system efficiency as a whole. Next to this research direction, attention of scholars is emphasized on the innovations mechanism as a purposeful way of implementation of innovative tools into the public administration mechanism. Specific theoretical aspects of the innovations mechanism are worked out in the works by such national researchers as: V.B. Dzundzuk and L.L. Prykhodchenko (who investigated updating of the PAB efficiency by means of introducing the New Public Management and democratic governance principles), A.F. Melnyk et al. (who structured some components of this mechanism), M.I. Synytsia (who defined conceptual grounds of development of technological innovation mechanisms of public administration system), M.I. Lakhyzha (who analyzed the experience of Poland and Ukraine in the quality management system implementation), Kh.B. Khachaturian (who investigated innovations as a means of reforms realization). As for foreign scientist, there are important works by, for instance, V.M. Ivanov, B.I. Patrushev (who grounded the peculiarities and necessity of *innoviration* of state, regional and municipal administration) and E. Rogers (who investigated the diffusion of innovations in social systems, particularly in the PAB).

Distinguishing of the previously unsolved aspects of the general problem. The up-to-date general social importance of the innovative reformation of the PAB system

predetermines an urgent need to develop theoretical-methodological provision of the innovations mechanism as a purposeful tool for implementation of the public administrative innovations.

The purpose of the present article lies in giving grounds to the theoretical-methodological provision of the innovations mechanism as a key component of the innovative society development paradigm.

Results

Previous elaborations as to the grounds of the innovative society development paradigm (fig. 1) made it possible to distinguish a row of interconnected basic foundations, as follows: the most influential tendencies – approaches to the evolution of society, synergetic concept, cycle-genetic theory, systematic and situational approaches [3, p. 11-14].

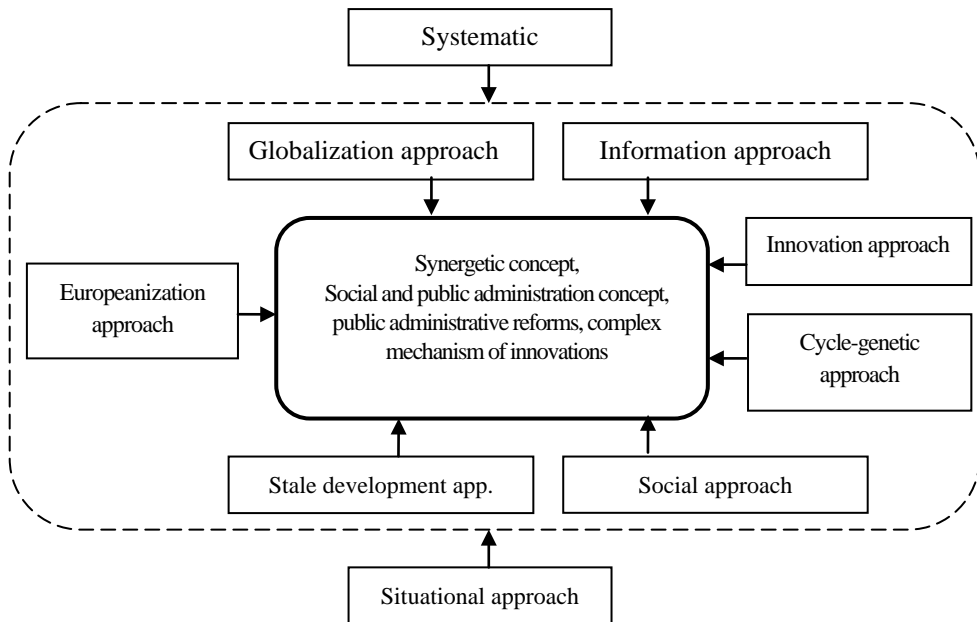


Figure. 1. Paradigm of the society innovative development

The most influential components of this paradigm are also concepts of social and public management, which evolution under the influence of dominant tendencies of the society development. The essence of these concepts is based on the value, consensus and integration principles, and also on those principles which insure the society self-regulation, its organization, preservation, improvement taking into account modern and future transformation processes. Realization of these principles is laid down into the foundation of public administrative reforms through the implementation of innovations, objectivization of which should assure the qualitatively efficiency as follows:

- public administrative influence on the functioning and development of the society as a whole and its separate spheres;

- social management of innovative changes in social labor and economic sphere, formation of public society, its subjects' activities (political parties, trade unions, other public unities and movements, and also in the behavior of individuals and their groups, etc.).

Coming out from the above described position, S.O. Kravchenko [4, 27-31] formulates the notion of the “*public administrative reforms*”, to the main features of which he takes signs of quality, progressive changes both in the system of public administration and out of its borders (in the mechanisms of interaction between public administration and local self-government system subjects and non-governmental organizations and citizens in the process of managing the social development), but without violation of the foundations of the Constitutional order. The researcher considers these reforms as an exceptional competence of public power of the highest level and a key tool of the mechanism of public administration in innovative reformation of the PAB system. In this context, the theoretical-methodological provision of formation and realization of reforms significantly widens basic grounds of the innovative society development paradigm.

Further development of this paradigm lies in finding out the essence of the notion “*public-administrative innovations*”, which the authors propose to understand as large-scale consequences of qualitative changes (effected in the frame of public-administrative reforms) in the components of public power bodies system, their correlations, civil society, its relations with the above named system in the process of formation and realization of state and local policies. This notion is one of the leading ones in the theoretical-methodological provision of the innovations mechanism in the PAB system, which is a basic tool of the target-directed realization of reforms. The same thought is also shared by T.I. Pahomova [5, 3–20], who analyzes mechanisms of public service functioning in conditions of implementing reforms and proves that the innovations mechanism in the public service system is a necessary element of its development at the transition period. Peculiarity of this mechanism is in the fact that objects of innovations refer to inner composition of the public administration mechanism.

It goes without saying that the innovative mechanism and the innovations mechanism are separate kinds of the public administration mechanism. Modern understanding of the latter mechanism is thoroughly exposed in the works by, in particular, O.V. Golynska [6, 54–68] and expounded in the Encyclopedia of Public Administration [7, 375–376] and text-book “*Public Administration*” [8, 248–251].

O.V. Fedorchak gives an idea about the essence of the innovative mechanism as an artificially created complex system, which includes its structure, totality of legal norms, methods, means of the state impact on the object of administration and is based on application of management innovative tools (outsourcing, bench marketing, reengineering, e-governance, project management) with an aim of attaining the targets put [9, 20]. That means that, aside with traditional elements, application of qualitatively new tools in the contents of public administration mechanism is emphasized.

As for the formation of basic understanding of the innovations mechanism, statements exposed in the text-book “*Public Administration*” attract attention. There, the system of public administration mechanisms is expounded by the unity of the following: mechanisms of the public administration system functioning (mechanisms-systems); target mechanisms of public administration (mechanisms-tools); mechanisms of public administration process realization (mechanisms-processes).

Leaning on the results of analysis of this system mechanisms and taking account of peculiarities of the PAI implementation, there can be proposed an approach to the structuring of innovations mechanism, which includes mechanisms of innovations initiating, mechanisms of the PAB system functioning in the regime of innovations and target mechanisms (fig. 2).

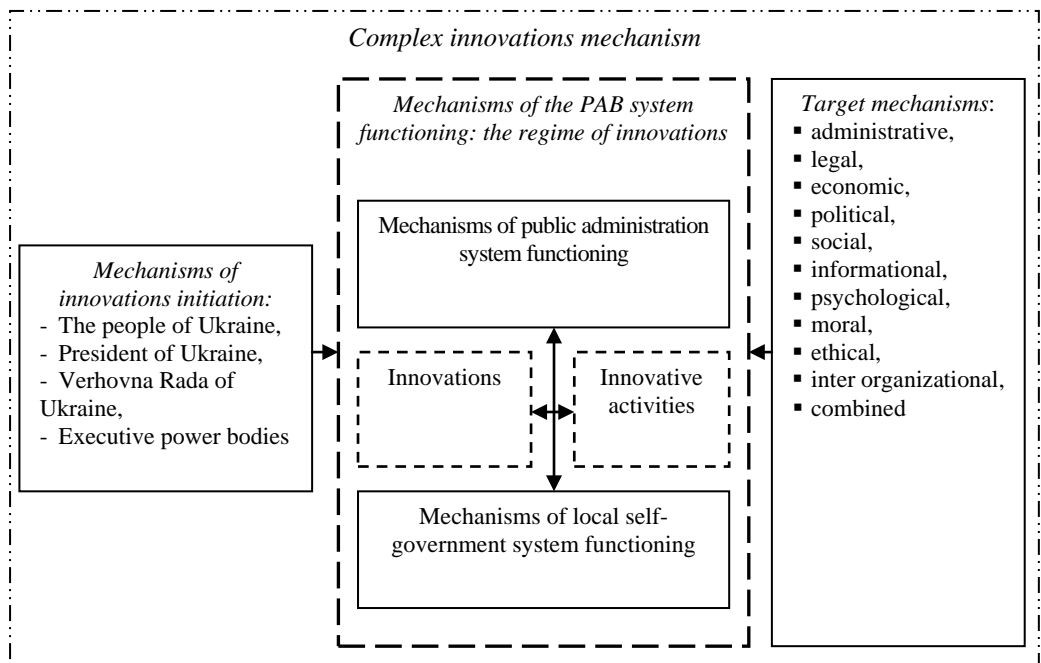


Figure. 2. Components of the complex innovations mechanism.

According to this approach, the innovations mechanism is complex, because it logically unites:

- public power bodies system, its innovative activities and state-administrative innovations;

- mechanisms which ensure successful initiation and implementation of innovations taking into account their large scale and long term of implementation together with the common (current) the PAB system functioning. Emphasis on the “*simultaneousness*” of these processes is the most actual, because it is this factor;

- mechanisms which ensure successful initiation and implementation of innovations taking into account their large scale and long term of implementation together with the common (current) the PAB system functioning. Emphasis on the “*simultaneousness*” of these processes is the most actual, because it is this factor that

causes the display of incompatibilities and conflicts (possibly significant), probable impact of which is necessary to be found out and overcome (or “*soften*”).

Coming out of the above, the essence of the mechanism of innovations initiations mechanism is based on the use of tools, which provide regulation of the actions of chief initiators for implementation of innovative ideas and better practices in the PAB system. These tools also define clear actions consequence as to the implementation of innovations, using corresponding skills, means, methods, procedures, etc. Essentially, the innovations initiation mechanism is directed to the formation of innovative reforms (strategies). The remaining mechanisms (mechanisms of the PAB system functioning in the innovations regime and target mechanisms) provide for the realization of these reforms (strategies). Active initiators of reforms are the people of Ukraine, the President of Ukraine, Verhovna Rada of Ukraine, Cabinet of Ministers of Ukraine, executive power bodies and their public servants. Successful realization of state-administrative reforms will be defined by, firstly, persistence and efficiency of the initiators’ actions, their organizers and those who implement; activity and innovative readiness of heads of public authority bodies at all levels; their possession of strategic thinking and political will of the first public servants of Ukraine for innovations, and also the will of the people of Ukraine.

P. Shtompka [11, 31-44] states that creative-active actions of social movements are the most effective in making social changes; more possible are results of actions of an authority official; possible are actions results of the power elite. At the present stage, in Ukraine the most active initiators of state-administrative reforms are the President of Ukraine, Verhovna Rada of Ukraine, Cabinet of Ministers of Ukraine. Its initiatives are correspondingly formulated in the Strategy – 2020, Coalition Agreement and Action Program of the Government.

Implementation of concrete innovations is initiated by the National Agency on Public Service of Ukraine, which are defined in corresponding strategies and target programs, namely [2; 11]. Nevertheless, the success of innovations is not always what has been expected as successful.

Structure of mechanism of the PAB system functioning in the innovations regime includes the system of public administration and the system of local self-government as their innovative reformation is, as a rule, mutually concerted [4, 27-31]. Such approach provides higher level of theoretical generalization of innovations mechanism. Mechanism of the PAB system functioning in the innovations regime has to account for the operating structure of the public administration system, peculiarities of functioning and interaction of its subsystems and their co-relations. In the wide sense, the objects of mutually concerted innovative changes are the Cabinet of Ministers of Ukraine, central and local bodies of executive power, and also the system of local self-government bodies. The most important elements of this mechanism are innovations and innovative activities, because they are chief tools of the target directed updating of the PAB system efficiency in the frames of realization of state-administrative reforms.

The structure of target mechanisms (fig. 2) should be based on the application of tools (instruments, means, methods, levels), which assure successful realization of target directed transformations in the functioning or development of concrete subjects of the PAB system. Adequate implementation of innovations (taking into account simultaneous carrying out innovative activities and the PAB system functioning) should be provided by: administrative (organizational, prescriptive), legal, economic, informational, social, psychological, moral and ethical methods or their combination (organizational-legal, social-psychological, etc.). These methods are to describe the peculiarity of state-administrative innovative activities, where special significance is given to informational mechanism of provision of the process of large-scale expansion of innovations through efficient communication, of especially inter organizational character. It is on the informational impact is founded world-acknowledged model of this process (Bass model) [12, 237-240].

In target mechanisms, it is also necessary to give appropriate attention to efficient use of the main kinds and ways of inter organizational support of the innovative process and the process of innovations expansion to education, research, methodological and technological provision, formation of innovative culture.

Conclusions

General theoretical idea about dynamics of social changes reflects the present paradigm of the society innovative development, which logically unites the most influential tendencies-approaches (of globalizational, informational, innovative, social, Europeanized and other characters) to the synergetic concept and other theories and approaches. The impact of these tendencies adequately creates the process of social and public administration concepts evolution. The key principles of these concepts are laid into an elaboration of state-administrative reforms. Theoretical-methodological provision of formation and realization of state-administrative reforms significantly widens theoretical grounds of the society innovative development paradigm.

The leading tool of realization of these reforms is the complex innovative mechanism in the PAB system, which is directed to the updating of efficiency of public authority bodies by innovative way. This mechanism is characterized as a logical unity of co-related mechanisms of innovations initiation, target mechanisms and mechanisms of the system of public authority bodies in the innovations regime. Inside the latter mechanism, innovative activities and updating are main tools of the target directed revival of the PAB system efficiency, boosting the public society development and their inter relations. Theoretical grounds of the complex innovations mechanism deeper expose the essence of the modern paradigm of the society innovative development.

The above presented ideas only conceptually reflect the essence of the complex innovations mechanism. An important direction for further research is grounding of this mechanism as a system, which could logically connect administration, realization and provision for the processes of its functioning taking into account the most significant both inner and outer factors. Longevity and large scale of spreading of state-

administrative innovations in conditions of a significant impact of vagueness demands working out of strategic approach to the elaboration of this mechanism, which is based on the conjunction of strategic, program-targeted and project managements.

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