доступу: http://zakon1.rada.gov.ua/laws/show/5515-17#n107 – Назва з титул. екрана.

The article describes problems of restructuring in the sphere of interbudgetary relations in the present-day social and economic development. It analyses interbudgetary transfers and the charges range per a person. The article also distinguishes measures and goals of restructuring of the interbudgetary relations system.

Keywords: *budgetary system, interbudgetary relations, transfers, subventions, charges, restructuring.*

В статье обозначены проблемы реформирования в сфере межбюджетных отношений на современном этапе социально-экономического развития. Проанализированы межбюджетные трансферты и амплитуду колебаний расходов в расчете на одного человека. Выделены мероприятия и цели реализации реформирования системы межбюджетных отношений.

Ключевые слова: *бюджетная система, межбюджетные отношения, трансферты, субвенции, расходы, реформирования.*

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METHODOLOGICAL APPROACHES TO THE ANALYSIS OF INNOVATIONS IN GOVERNMENTAL MANAGEMENT

Methodological approaches to the investigation of innovations in governmental management were analyzed. Metaparadigmal and interdisciplinary character of such methodology that combines a number of approaches and uses methodological fundamentals of innovative management were also substantiated.

Key words*: innovations in governmental management, methodology, managerial paradigm, interdisciplinary approach, innovative management.*

Implementation of the reforms in the sphere of governmental management demands the scientific argumentation of social essence of this process and ways of its realization. Traditionally in the science such conceptual argumentation is given on the basis of certain scientific principles combined in the methodological fundamentals of a certain sphere of knowledge or theory. Nowadays the analysis of methodology of administrative reform implementation as a system of managerial innovations can be referred to one of the main problems of governmental management theory

The analysis of the methodological approaches to the investigation of innovations in governmental management was made in the works of V. Bakumenka, U. Morozova, N. Nyzhnyk, L. Ogoleva, V. Oluiko, I. Cherlenyak and by a number of other foreign and Ukrainian authors. However the main attention of their researches is concentrated whether on the development of general problems in methodology of managerial innovations investigation, or on the methodological argumentation of certain innovations in the system of governmental management. The problem of interconnection between the methodology of governmental innovations investigation and elaboration of conceptual basis of the governmental management system was not studied in the proper way.

The aim of research is adaptation of the methodological approaches to the investigation of managerial innovations to the necessity of innovation analysis within the governmental management system.

The term “innovation” appeared in the scientific researches in the 20th century and at the beginning meant the penetration of some elements of one culture into another (customs, lifestyle organization, industry in particular). An innovation is the result of activity on renovation, reorganization of previous activity that causes the replacement of one element by another or addition of new ones. Such activity has general regularities: entire changes are defined; innovation develops, is tested, mastered, spreads and, at last, ‘dies’ exhausted both physically and morally. In the process of innovation implementation in overcoming the existed order, almost always occurs the problem of consequences – expected, wanted and harmful. Transition into a new state or a new quality is realized in innovations.

In the documents of OECP innovation is determined as a result of innovation activity that gained an embodiment as a new or improved product introduced in the market; new or a new or improved technical

process used in practice or in new approach to social services. The understanding of innovation as usage of intellectual activity results, directed to improvement of the activity process or its results, in certain sphere of society is most common.

Innovation activity based on the rationality and usefulness resists authoritarian regime, coercion, administration, as it is based on stimulation of initiative individual efforts, intellectual energy and inventiveness. From these positions the innovation activity is an effective combination of technologies, organization and human creation, i.e. the most optimal way of using existing social resources. Then innovative changed life of human-beings appears to be the most expedient form of social life organization. Innovation in the above mentioned interpretation is innovation-process, innovation-product, and social innovation. In this context innovation becomes an aim, process and result. All kinds of innovations are tightly connected, which is provided by certain managerial type. At the result all innovations are directed to the social development, and from their development depends the perspective of modern civilization.

In more general sense methodology of managerial innovations investigation is determined by the context of interdisciplinary scientific paradigm which is formed in the result of synthesis of the different social sciences' data, philosophical methodology and understanding of the research tasks and their social and cognitive context. Accordingly methodologies differ being both a part of the historic-genetic plan and as components of the modern governmental science. "The question of governmental management optimization is permanently topical. At each stage of the development the problem of improvement is usually understood differently and tried to be solved according to the renewed scientific-evolutional foundations. The establishment of functions in accordance of evolutional governmental and social demands with demands of managerial system improvement should be based on one of the modern evolutional paradigm, methodological and logical apparatus of a certain science in which the optimization problems are viewed by ocular demonstration. Managerial optimization according to set criteria is a part of theory and practice of management" [1, c. 62].

System social characteristics of the state management, which set its theoretic-methodological basis, are generalized in the term 'managerial paradigm'. "Managerial paradigm is a system of conceptions, methodologies and methods which create acceptable in certain socio-economical system model of setting and solving problems of management" [2, c. 57]. This paradigm can be purposefully cultivated, though in general the process of its formation is a scholastic result of the social development and the influence of this result on the state managerial system.

Concerning the general character of the paradigm of the state management in Ukraine there exist a lot of debates, however the majority of the researchers thinks that it should be identified through the gradual substitution of the state administration by self-governmental basis of the society. Afterwards the notion of 'modern paradigm of the local self-government' [3, c. 227] becomes extended. In the frame of such paradigm civil-governmental basis of social management and modern informational society are formed. Together with this the term 'innovative paradigm of state management' becomes common as "the state management is the most important mechanism of innovations realization, renovation of all the social spheres" [4, c. 16].

Formation of the innovative paradigm of the governmental management is connected with solving a great number of methodological problems within the frame of the governmental management theory to which should be referred:

- formation of a certain categorical apparatus having a system character;
- changing of the state management into a socio-engineering science, into a governmental management that ensures the theory transformation into the innovative models and projects;
- broadening the interdisciplinary character of the state management with attraction of effective methodologies and methods of other sciences;
- strengthening the philosophical methodological basis at the expense of concordance of innovative methodology and the methodology of grounding post-social practices.

Any modern theoretical research of managerial innovations in the methodological concern is poly- or metaparadigmal based on some scientific paradigms which are used either as equal methodological synthesis or as group of methodologies on the basis of synthesized metaparadigmal construction. The peculiar feature of the methodology is also a necessity of unification of the approaches made by a great amount of management schools. Herewith managerial innovations based themselves on both theoretical conceptions and different scientific approaches and practical methods. This can be explained by high complexity and low managerial object determination under the conditions of fleeting and differently directed changes.

However in the great diversity of 'instrumental' methodologies and conceptual basics it is still reasonable to identify some fundamental methodological approaches which determine the general character,

problematic field, heuristic potential of managerial innovation researches in the modern science.

Mostly spread methodological approach to the investigation of innovations in the sphere of managerial activity is its interpretation in the context of the economical development. In the framework of the most popular new institutional economics, worked out by a famous specialist D. North, transformational processes in any sphere of social management are viewed as a crucial aspect of economical growth. Above mentioned methodology identifies as the main factor of social and economical development social expenses on creation and support of normative basis of its existence. In connection with this D. North states: "A lot of participants in economics do not produce anything what is consumed by people. Though … officials, managers and politicians … take part in transactional agreements that constitute a greater part of all the operations in economical system" [5, c. 55]. Minimization of these transactional expenditures is the basis of economical and social development. Accordingly managerial innovations in the methodological scheme are viewed as a system determining factor of socio-economical development in correspondence with civilization standards peculiar for modern informational society. Above mentioned methodology make the orientation on the managerial innovations research through the prism of economical effective criteria, technological regime indexes, and rational use of resources.

Synergetic methodology of researching managerial innovations spread quite quickly during the last period first of all in the context of establishment post-modern social and managerial practices. Synergetic methodology demonstrates its effectiveness for researching marginal processes and especially system changes under the conditions of intensification of state and social development, necessity of coevolution in the unity of different social and managerial systems, uncertainty of the future, etc. The most important fact is that synergetic methodology enables to identify those directions of state management development which lead to the dead end (method of searching ways reduction) and in such a way provides a high effectiveness in usage theoretic-methodological instrumentation while forming the problematic field and identifying ways of research. Sate managerial innovation researches substantiated in the synergetic methodology enable to make a conclusion that this methodology is adequate for developing the concepts of managing the dissipative power activity (providing better quality and greater quality of social contacts) [1].

In this context synergetics as a methodology of researching managerial innovations becomes irreplaceable while the analysis of boundary-poliarchaic components of the governmental management, the processes of decentralization, diversification of managerial activity and also system processes of marketing the state management and its integration in general civilized process of informational revolution and globalization. A number of authors also point out the productiveness of synthesis of synergetic methodology with traditional fundamentals of managerial innovations research – structural and functional analysis, managerial paradigm, systematic approach. In particular high effectiveness is provided by methodology of combining synergetic synthesis and strategic prediction [6].

Within the framework of systematic approach the innovations in state management are investigated as a complex multi-leveled system, i.e. an object which is characterized by a complex inner construction, a great number of component parts and elements which interact with one another and with environment. Managerial innovations are viewed as a transparent system in the context of state management bodies and environment cooperation and simultaneously the existing of specific inner environment which can be changed in the process of the above mentioned interaction.

Within the framework of systematic methodology the main clusters of innovative processes can be identified, if speaking about more general level – of dichotomous character. The most wide spread is methodological approach according to which systematic structurization of innovative processes is implemented on the basis of interrelation managerial subsystem (system of state management) and society (social environment of state management). Afterwards systematic methodology orientates on learning of two types of innovations in the governmental management. Firstly, that is inner systemic transformations of governmental management, which reflect direct influence of innovations, which are used in the managerial systems and economics, on the processes in the system of state management. First of all these innovations are related to functional improvement of managerial mechanisms at the expense of making the executive discipline better, diminution of irrational operations, making the distribution of functional roles more clear. Secondly, these are managerial changes which are influenced by outer systemic factors and are placed beyond the strict state management. First of all it is concerned deconcentration of management and usage of self-organizing active methods concerning the objects of management, market and client orientation of the state management, etc [6, c. 146–147].

Above mentioned innovative subsystems in governmental management identify two great objects of managerial innovations research. One of them is concerned inner rationalization of managerial processes on the basis of logical development of the state managerial system and purposeful involving managerial

technologies from different spheres of social activity, first of all from business. The second is a generalization of the adaptation process of state management to systematic social transformations of postindustrial model and reflects the implementation not only of innovational technologies but also innovative methodologies of functioning and development of state management in the context of satisfying new social demands.

So, from the methodological point of view in the research process it is necessary to take into account that innovations in state management are not only the result of inner influence and the necessity to get used to them but also are the result of self development of the managerial system itself, creation of new, not existing before inner factors which appear as a result of self-reliant, relatively independent from outer socio-cultural conditions of logical development of the governmental management system. Here should be referred both the tendencies oa genesis of the general managerial methodologies and methods and specific inner systematic processes within the activity of governmental authorities [7].

The identification of the complex of methods used and the sphere of their usage within the frame of a certain problematic field is a separate aspect of the methodology of investigating the managerial innovations. Different methods of scientific research were used depending on their informational and procedural character. Methods of interpolation and extrapolation, which are based on the spreading of existing quantitative connections to the new spheres, are used for the analysis of quantitative characteristics of the development processes in the system of state management. Analytical methods, which are based on the procedures of synthesis-analysis of qualitative and quantitative data, are usually used for the research of qualitative features and characteristics of this development, that identify possible variants of inner structure of the object of the research, qualitative or quantitative connections between the structural elements. Methods that provide implementation of different expert examinations, as a rule are used as the results (of expert assessments and generalization of the opinions of some experts) for identifying substantial features of the managerial processes. Analogous methods, which are based on the procedures of coming from the peculiar analogous characteristics to the characteristics of the object of the research, are widely used for comparing the information about peculiar characteristics of their similar features (managerial processes, their environment) and setting out essential characteristics and optimal directions of managerial innovations and also substantiation of the prognoses for the strategic planning of innovations in the governmental management [8].

It is expedient to provide an interdisciplinary character of managerial innovation research by identifying both the interconnection and intersection of the problematic field in the theory of governmental and innovative management as a special scientific discipline, in the framework of which the elaboration of theoretic-methodological innovation principles is carried out. It is the innovative management that on the methodological level substantiate the usage in innovative investigation methodology in the sphere of governmental management of logical, pedagogical, mathematical, cybernetic, a number of technical and economical, psychological, sociological elements, etc.

Innovative management substantiates a number of approaches, important in methodological relation, to innovational process investigation in the sphere of governmental management. To these approaches can be referred: system, market, life-circled and projected approaches, to a certain extent – behavioral and socio-psychological approaches [7]. They identify the main regularities of innovative activity development in the sphere of governmental management and form a special type of innovative management.

Thus an elaboration of paradigmal basis of the system of Ukrainian governmental authority reformation lies in the foundation of innovative processes in the governmental management. The methodology of managerial innovation research has metaparadigmal and interdisciplinary character combining a number of approaches (postindustrial-economical, sinergetical, systematic, etc.). Interdisciplinary character of the methodology of governmental management innovation research is provided by different-sphere knowledge synthesis, implemented within the frame of innovational management and adapted to the problems of governmental management theory. The most topical tendency of the further researches in this problem is establishment of the determining cognitive links with methodological approaches and conceptual basis of innovation research in the governmental management.

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В статті проаналізовано методологічні підходи до дослідження інновацій в державному управлінні. Також обґрунтовано метапарадигмічний і міждисциплінарний характер методології, яка складається з комбінації ряду підходів і методологічних основ інноваційного менеджменту.

Ключові слова: *інновації в державному управлінні, методологія, управлінська парадигма, міждисциплінарний підхід, інноваційний менеджмент.*

В статье проанализированы методологические подходы к исследованию инноваций в государственном управлении. Также обоснован межпарадигмный и междисциплинарный характер методологии, которая состоит из комбинации ряда подходов и методологических основ инновационного менеджмента.

Ключевые слова: *инновации в государственном управлении, методология, управленческая парадигма, междисциплинарный подход, инновационный менеджмент.*