

ФІЛОСОФІЯ, МЕТОДОЛОГІЯ, ТЕОРІЯ ТА ІСТОРІЯ ДЕРЖАВНОГО УПРАВЛІННЯ



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MODERNIZATION OF PUBLIC ADMINISTRATION AND EUROPEAN INTEGRATION OF UKRAINE

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МОДЕРНІЗАЦІЯ ДЕРЖАВНОГО УПРАВЛІННЯ ТА ЄВРОПЕЙСЬКА ІНТЕГРАЦІЯ УКРАЇНИ

У статті представлено системний огляд стану, проблем і напрямів модернізації державного управління в контексті впровадження досвіду країн Європейського Союзу. Сформульовано важливі узагальнення та перспективні пропозиції й рекомендації щодо теоретичних і концептуальних підходів та їх особливостей у сучасній національній системі державного управління, які дають змогу швидше зрозуміти і чіткіше уявити досить складні явища, що супроводжують не менш складний і неоднозначний процес модернізації цієї системи. Проаналізовано та розкрито особливості й тенденції європейських змін у різних підсистемах Української держави. Доведено спроможність створення в результаті модернізації ефективної вітчизняної системи державного управління в кращих європейських і світових традиціях професіоналізму й демократизму.

Ключові слова: державне управління, державна політика, сталий розвиток, суспільний розвиток, європейський досвід, євроатлантична інтеграція, державні соціальні стандарти, соціальна політика, система охорони здоров'я, розвиток освіти, інноваційна політика, безпекова складова євроінтеграції, державно-управлінська еліта.

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МОДЕРНИЗАЦИЯ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ И ЕВРОПЕЙСКАЯ ИНТЕГРАЦИЯ УКРАИНЫ

В статье представлен системный обзор состояния, проблем и направлений модернизации государственного управления в контексте внедрения опыта стран Европейского Союза. Сформулированы важные обобщения и перспективные предложения и рекомендации, касающиеся теоретических и концептуальных подходов и их особенностей в современной национальной системе государственного управления, позволяющие быстрее понять и более четко представить достаточно сложные явления, сопровождающие не менее сложный и неоднозначный процесс модернизации этой системы. Проанализированы и раскрыты особенности и тенденции европейских изменений в различных подсистемах Украинского государства. Доказана возможность создания в результате модернизации эффективной отечественной системы государственного управления в лучших европейских и мировых традициях профессионализма и демократизма.

Ключевые слова: государственное управление, государственная политика, устойчивое развитие, общественное развитие, европейский опыт, евроатлантическая интеграция, государственные социальные стандарты, социальная политика, система здравоохранения, развитие образования, инновационная политика, составляющая безопасности евроинтеграции, государственно-управленческая элита.

Problem definition. Social development of Ukraine as a quality change of the whole structure of society leads to emergence of new priorities for the development of the state, defined by the President of Ukraine V.F. Yanukovich in his Annual Address to Verkhovna Rada of Ukraine «On Internal and External State of Ukraine in 2012» [9]. Among them of paramount importance is the *building of modern competitive state*, which is defined by the rule of law

and highly developed legal culture, balanced representative democracy, strong self-governance, disciplined and mobile public management. Another priority is the *increase of social investment into human capital* as the main generator of competitive advantage of any country. The third priority consists in *implementation of socio-economic reforms*, the economic aspect of which needs to be targeted at the change of mechanisms of development and systemic

modernization of the economy of the country with account to the lessons learnt from global economic crisis. The forth priority is the foreign policy of promoting national interests in the globalized world. Its fundamental component remains to be the *strategy of European integration, which presupposes the integration of European standards into all main spheres of public life.*

An important task of modern development is the transformation of Ukraine into the modern, stable, *constitutional state*, bridging the gap between the slow process of reforming of executive government bodies and the pace of changes in social lives, where new patterns of economic and political relations emerge, connected with globalization and Europeanization.

It is clear that combating crisis and further development of transformational processes in Ukrainian society require transparency, EU integration and *global partnership*. However, the «idea of Europe» as well as the European orientation should be viewed as a starting point, initial stage of socio-cultural and socio-political thinking.

All the above mentioned requires further research for providing the rational for theoretical and conceptual approaches and their features in modern system of public administration, which provide for faster and clearer understanding of complex phenomena, which accompany equally complex and ambiguous process of modernization of this system.

Analysis of latest research and publications. Such prominent researchers as S.I.Bandur [11], K.O.Vashchenko [5], T.Z.Zayats [11], S.O.Kravchenko [6], E.M.Libanova [8], V.I.Lugovyi [7], I.V.Rozhkova [12], G.P.Sytynk [10], V.A.Skurativskyi [13], Y.P.Surmin [5], V.V.Troshynsi [13] among others have made a valuable contribution into the formation of understanding of grounds for modernization of public administration in the context of European integration. At the same time, problems of modernization of the system of public administration in line with the best European and global traditions of professionalism and democracy, not fully researched and, thus, unresolved, remain to be highly topical for modern Ukrainian state.

Goal of the research. Taking into account all stated above, this article aims to provide rational for perspective proposals and recommendations as for the theoretical and conceptual approaches and dimensions of modernization of public administration in the context of implementation of the experience of European Union countries.

Key findings of the research. The reform of public administration in Ukraine presupposes a number of consistent, gradual steps, which would allow for the *application of new principles, methods, structures which could strengthen the «vertical» of power, improve the cooperation of government bodies on state and local levels and enhance the effectiveness of the institute of civil service.*

Further enhancement of legal support for organizational transformations in the system of executive government bodies should have as the goal the achievement of its integrity and consistency, conformity with formally established conceptual principles and goals of administrative reform [2, 3].

Reforming public administration in Ukraine is impossible without quality change in legal regulatory activities of state government bodies with the goal of enhancing effectiveness of performance of functions, assigned to them as well as of administrative services provision and active cooperation with civil society.

Currently most pressing is the *need for reinforcement of constitutional and legal basis of activity of state government bodies and their administration.* This foregrounds the importance of justification of the necessity and means of strengthening unity and integrity of civil service as a social, public and legal institute. It also stresses the importance of justification of elaboration of proposals as for the reinforcement of constitutional and legal basis of functioning of this institute and advancement of mechanisms of legal regulation of civil service.

Reforming public policy presupposes:

- real, rapid and steadfast enhancement of effectiveness of public administration at all levels;
- building of independent and professional public administration and civil service, the staff of which is recruited on the basis of qualification and business skills of the employees;
- enhancement of effectiveness of services provision and development of a service-oriented system of public administration;
- Improvement of cooperation between the government and private sector.

In conditions of the processes of European integration, *adaptation of national system of human resources management to the European standards* is an important aspect in transformational processes in Ukraine [5].

Ensuring sustainable development is identified as the most important task of public policy at the current stage. *The goal of modern regional policy is improvement of quality of life of a person, unconditional of the place of residence, through ensuring balanced development of Ukraine with account to territorial integrity as well as integration of regions within joint political, legal, informational and cultural space and realization of their full potential taking into account their special natural, economic, historical, cultural, social and other features as well as enhancement of competitive advantage of regions and territorial communities.*

Social policy in modern conditions is a universal, vital and functionally important sphere of life of the society [1; 11]. In this sphere, a significant set of

problems, which need to be resolved in accordance with the European norms and standards, has developed. ***Among those are such problems as the poverty of population, low salaries, ineffective employment policy, consequences of irresponsible policies of preceding governments in the sphere of social protection, uncompleted pension reform, problems of the system of public healthcare and housing policy*** [8].

The most important issue of reforming the system of public healthcare is organizational, structural, financial and economic disintegration. It is caused by inadequacy and lack of adaptation of market realia to organizational and managerial mechanisms. The main steps to improving financial and economic mechanism of public healthcare management include the transfer to contract model of management and financing, meaning the application of contract relations while purchasing healthcare services and change of their financing principle; transition from cost calculation funding principle to state commissioning on the basis of contracts between the customer and accredited supplier of medical services [12].

The European model of public administration is the result of evolution of states, constant process of scientific research and experiments as well as coordination of proposed innovation with the representatives of civil society. That is why, for introduction of such model in Ukraine, it is necessary to utilize the algorithm of a mechanism of research of the state and dimensions of improvement of public administration:

- 1) studying theoretical and practical aspects in dynamics;
- 2) studying international experience and analyzing possibilities of its application;
- 3) analyzing the impact on activity effectiveness;
- 4) defining main problems;
- 5) developing proposals for improvement;
- 6) developing projects of normative documents with the goal implementing developed proposals.

European experience of public administration reforms is momentous for Ukraine. Over the last more than two decades the countries have accumulated unique experience of social transformations in conditions of transition from totalitarianism to democracy, from planned to market economy, from closed society with authoritarian ruling methods to open civil society with democratic governance. The lessons and experience of these transformations is instrumental both for other post-soviet states which have chosen the path of democratization, market economy and integration into the global community, and for post-soviet states, people of which also want to have a «European lifestyle». Modern achievements of new EU country-members are a good example of what can be achieved in relatively short term, rigorously adhering to the choice of European integration. The

success of Ukraine neighboring countries – members of the European Union demonstrate, on the other hand, what can not be achieved, in other words, what can be lost in demonstrating constant incertitude in priorities as for the implementation of internal and external policy, hesitation in the implementation of public policy of European integration, «partial implementation» of «partial reforms», etc.

Issues of development of local self-governance, implementation of norms of the European law in Ukraine as one of the main dimensions of enhancement of effectiveness of public administration and local self-governance in the long-term constitute the focus of attention of national researchers and experts. ***The European Strategy of innovations and good governance systematizes the spheres of development of local self-governance, which imply the focus on democratic processes in the society as well as on the citizen. For this reason self-government bodies of European countries are constantly improving their governance system which is grounded on fundamental values of European democracy in accordance with the principles of European Charter of local self-governance and the standards of the Council of Europe.***

Apart from the above-mentioned instruments of enhancement of local self-governance in European countries, ***processes of decentralization and optimization of administrative and territorial structure play a singular role.*** Therefore the enhancement of effectiveness of local self-government in Ukraine calls for the optimum model of administrative and territorial structure of the state based on the European concepts of reforming the territorial organization of public governance.

The key process which is vital for European integration of Ukraine is the ***formation of an effective system of socially-oriented competitive economy***, governed by the principles of respect to human dignity, social justice and stability. A complex of reforms tied to the creation of effective socio-economic model of development of Ukraine needs to include a series of activities for increase of social justice, security and responsibility in Ukrainian society. Ukraine has sufficient starting conditions for gradual integration into global civilizational processes. Among those are strong scientific, technical and intellectual potential and highly qualified workforce which our country has and which are definitive for success in modern production system.

The concepts of development of social state and socially oriented market economy underlie the basis of the modern paradigm of the EU social policy. The backbone of the idea of social policy, based on the concept of development of social state is defined by the aggregate of invariant features of social institutions: recognition of citizens' social rights and the government taking up social responsibilities; social support to all members of society; existence of

government social protection systems; acceptance by the government of responsibility for the welfare of the citizens; functioning of civic institutions and, first and foremost, social dialogue. The main indicators of the effectiveness of standards of social rights of the citizens are the social standards of citizens' quality of life. ***Social standards of the quality of life of the population of the EU countries are attached to minimal social norms which guarantee acceptable level of quality of life of the society.*** The main line of modernization of social policy paradigm in Ukraine with the goal of combating the stated deformations in its development, the increase in the quality of life and social welfare of Ukrainian citizens lie in bringing of the whole system, structural composition of this paradigm in alignment with European social standards, defined, inter alia, in the European Social Charter (revised) which our country has joined and in other corresponding documents of the EU [13, 14].

Announcing the project of Eastern Partnership as the Eastern dimension of European Neighborhood Policy, ***the EU has named among its main elements Association agreements, free trade agreements, visa-free regime, structure of multilateral cooperation and increase of financial support.*** This calls for significant changes in statutory and regulatory as well as the organizational aspects of public administration in Ukraine. Taking into account the difficulty and complexity of a number of reforms, which are essential for the process of European integration, this task can only be achieved with the help of a strong and multidivisional system of bodies, responsible for necessary material and technical support, required human resources potential and administrative responsibilities. ***It requires the creation of a unifies coordination body in the system of executive government bodies of Ukraine, which would plan and coordinate the systemic transformation of Ukraine and the policy of integration,*** prioritizing these processes for direct control by the Cabinet of Ministers of Ukraine with necessary financing and information support.

Highly important is also the reform of government bodies in general. It calls for revision of functional duties and activities of structural units of the ministries, which are responsible for implementation of European integration policy, with the goal of identifying the problems of institutional support on the bottom level and provision of inclusion of the European vector into the pattern of functional duties and personal interests of Ukrainian government functionaries.

The European integration of Ukraine is impossible without the wide citizens' consensus as for the integration into the EU, which calls for the necessity of implementing a wide information and awareness-raising campaign devoted to these issues.

The main directions of political and legal reforms of «old» and «new» EU member-states are defined and implemented in accordance with the principles and norms of the Lisbon Treaty on two levels: all-European within the framework of legal activity (development of general strategies and regulations) of the main political bodies of the EU and the national, characterized by adaptation of the European law in a certain sphere to the national legislation of a certain EU member-state. As for the national level of political and legal reforms, the efforts of «new» EU member-states are concentrated, on the one hand, on further adaptation of all-European political and legal norms (in various spheres) to the national legislation, and on the other hand – on holding independent political and legal reforms on the national scale in the context of minimization of the global financial and economic crisis, stabilization and restructuring of socio-economic systems, etc.

A crucial dimension of modernization is the **reform of the civil service of Ukraine in the context of European experience on the principles of reliability and predictability (legal security), openness and transparency, accountability and also effectiveness and efficiency.** The civil service executive management needs to be focused on acting up to fundamental constitutional values of equal approach, justice and equal opportunities for joining the civil service and promotion which need to be based on the principles of the rule of law and fair competition and conditional to professional and business skills [15].

The experience of many EU-member states justifies to the necessity of **utilization of such public management scheme, which would foster high performance of civil servants, including though harmonization of governance of all government bodies according to common standards of professional and business skills through the means of fair competition.**

The recipe for success of our country on its path to European integration is utilization of cutting-edge production technologies, changes in the system of economic relations, increase of quality of life, new approaches to development of education, science and culture. **The experience of European countries in democratization of education, enhancement of autonomy of activity of higher educational institutions, orientation of academic process to the national and all-European labor markets may become especially instrumental to national academic community.**

The accession of Ukraine to Bologna process is in line with the development of education of Ukraine, the main goal of which is drawing together and harmonization of the educational systems of European countries through creation of common European higher education area, its standardization and unification. The

modernization of Ukrainian educational system, its alignment with the European standards presupposes the development of public-civil model of management in education. *The functions of local educational government bodies needs to change: instead of managing educational establishments directly, they will, in the first place, perform monitoring and control functions, pedagogical monitoring and provision of methodological assistance to the bodies administering education.* Their role as bodies responsible for the quality of education, initiation and coordination of pedagogical innovations, diagnosis of schools' activities in the sphere of methodology needs to grow.

For establishment of innovative models of development of national economy and ensuring wider implementation of innovative processes systemic problems need to be solved and the resolution of those is an imperative of state innovation policy, including:

- improvement and optimization of public administration (regulation) of innovative processes. Current is the situation of parallelism of activity of central executive government bodies in the sphere of state innovation policy;
- mobilization of financial and investment resources for incentivizing generation and development of innovative processes;
- intensification of innovative processes in real sectors of national economy, including those priority spheres of innovative activity. The government needs to make a sizable investment into their system of resources procurement;
- provision of relevant information resources support to innovative processes;
- formation of a culture of innovation and motivation factors for the subjects of innovative activity for intensification of innovative processes through strengthening their moving force – human factor;
- participation of research organizations, institutions and enterprises in research and innovation programs of the European Union, including the program «Horizon» which is currently being developed in place of previously functioning seventh EU framework program [4].

Security aspect of the policy of European integration is justified by the existence of threats to the national security and possibility of coping with them through implementation of European experience of the EU member-states as for the development and implementation of security policy in EU member-states, and in particular as for enhancement of mechanisms of legal, organizational, human resources, financial, material, technical, informational and analytical support to ensuring national security. Those are the mechanisms that provide for the institutional capacity of national systems of provision of security. In the foundation of creation of European system of defense and security

lies the concept, which implies the establishment of joint European forces for provision of defense and security as well as assignation of previously defined forces and joint resources of NATO under control of the EU for use in EU-led operations. At the same time, the aim is ensuring the participation of European units in peacekeeping and humanitarian missions independently of the joint NATO forces [10].

Modernization of the national system of civil servants' training is one of the priority tasks of reforming the institution of civil service. Consequently, the experience of foreign countries in organizing professional education for civil servants is extremely valuable for Ukraine, as the conditions and challenges of modernity pose new tasks for the state and require highly qualified executive personnel with strategic thinking, capable of efficient work in conditions of reforms and global tendencies of development of public administration [7]. *The whole system of human resources management abroad is targeted at professionalization of civil service.* Today Europe is going through the stage of changing approaches to civil servants' training. The focus of training programs is being shifted from management to leadership. New training programs provide for development of strategic and analytical thinking as well as capacity to evaluate the risks and work horizontally. Innovative training methodologies are applied. Platforms and forums for communication are created for civil servants to meet, share their experience and ideas and do research.

Conclusions. For applying the European model of public administration in Ukraine it is necessary to apply the algorithm of mechanism of research of the situation and dimensions of improvement of public administration:

- 1) studying theoretical and practical aspects in dynamic;
- 2) studying international experience and analysis of possibilities of its application;
- 3) analyzing of impact on effectiveness of activity;
- 4) identifying major problems;
- 5) developing proposals for enhancement;
- 6) developing drafts of normative documents, targeted at the implementation of the developed proposals[6].

The priority direction of academic research is the research of reforms in Ukraine. The reforms of public administration are the key problem and priority of academic research in the National Academy of Public Administration, Office of the President of Ukraine. Since 1997 research is done in the National Academy on reforming various spheres of public administration within the framework of a complex project «Public Administration and Local Self-Governance». *The strategic goal of public administration science is systemic support of these reforms in the aspect of ensuring modernization of public administration.*

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