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**POLITICAL AND ADMINISTRATIVE LEADERSHIP IN
EXECUTIVE SYSTEM OF UKRAINE: FEATURES AND APPOINTMENTS
ПОЛІТИКО-УПРАВЛІНСЬКЕ ЛІДЕРСТВО В СИСТЕМІ
ВИКОНАВЧОЇ ВЛАДИ УКРАЇНИ: ОСОБЛИВОСТІ ТА ПРИЗНАЧЕННЯ
ПОЛІТИКО-УПРАВЛЕНЧЕСКОЕ ЛИДЕРСТВО В СИСТЕМЕ
ИСПОЛНИТЕЛЬНОЙ ВЛАСТИ УКРАИНЫ: ОСОБЕННОСТИ И НАЗНАЧЕНИЯ**

Summary. *The article reveals the peculiarities of political and administrative leadership in executive system, outlines the constitutional principles of political and administrative leadership in executive system of Ukraine and specifics the appointments of members of Ukrainian Government on different stages of development of the State and identifies problems of modern political and administrative leadership in executive system of Ukraine.*

Key words: *leadership, political leadership, political and administrative leadership, the features of leadership in the executive system, constitutional principles, appointments.*

Анотація. *у статті розкрито особливості політико-управлінського лідерства в системі виконавчої влади, окреслено конституційні засади політико-управлінського лідерства в системі виконавчої влади України, особливості призначення членів уряду України на різних етапах розвитку держави, виявлено проблемні моменти сучасного політико-управлінського лідерства в системі виконавчої влади України.*

Ключові слова: *лідерство, політичне лідерство, політико-управлінське лідерство, особливості лідерства в системі виконавчої влади, конституційні засади, призначення.*

Аннотация. *в статье раскрыты особенности политико-управленческого лидерства в системе исполнительной власти, определены конституционные основы политико-управленческого лидерства в системе исполнительной власти Украины, особенности назначения членов правительства Украины на разных этапах развития государства, выявлены проблемные моменты современного политико-управленческого лидерства в системе исполнительной власти Украины.*

Ключевые слова: *лидерство, политическое лидерство, политико-управленческое лидерство, особенности лидерства в системе исполнительной власти, конституционные принципы, назначения.*

Problem setting. The Ukrainian independent State is still identifying its own path in building a new system of public relations, effective system of public administration and its individual components. Meanwhile, the globalization and the current trends of society management should be taken into account.

The development of leadership in public administration is highly actual problem for Ukraine. That is why the research is devoted to that issue.

Recent research and publications analysis. The leadership, including leadership in public administration is investigated by O. Valevsky, N. Honcharuk, V. Hoshovskaia, S. Zhara, I. Koliushka, S. Kuznyetsova, B. Kuhty, O. Lohvynenko, M. Lohunova, N. Nyzhnyk, S. Serohina, A. Pakharev, M. Piren, V. Rebkalo, O. Travers and other scientists. The features of leadership in executive system should be determined to clarify unsolved aspects of that issue.

Paper objective is to investigate the political-administrative leadership in executive system of Ukraine and the features of appointments to leadership positions.

Paper main body. There are many meanings for leadership concept associated with the processes of power and influence in different social associations, such as a groups, organizations, communities or nation.

Виклад основного матеріалу. The modern approaches to describe leadership are:

1) Leadership — a kind of power; 2) Leadership — an administrative status; 3) Leadership — is the impact on other people [8, p. 70–76]. It is the first two approaches we discuss in this study.

To explain the leadership in public administration phenomena we should pay attention on objective and subjective aspects mentioned above [8, c. 70–76]. From objective point of view the phenomenon of leadership is based on the specific needs of complex systems. They are the needs for self-ordering behavior of individual elements of the system in order to ensure its life and functional capacity. This ordering is performed through vertical (management — subordination) and horizontal (correlative connections, such as the division in labor and cooperation) and the distribution of roles and functions, primarily due to administrative functions and structures organized hierarchically and pyramidal. Leader is on the top of that pyramid. Subjective aspects of leadership are revealed through personality of leader.

Leadership as a kind of a power has its peculiarity through vertical direction from up to down; meanwhile leader is a person or a group of people. J. Blondel noticed that political leadership — is “a power in hands of one or a number of people in order to motivate members of the nation to act” [1].

A. Pakharev thinks that “political leadership with its numerous ways to impact, nevertheless, means the impact on authority or having authority” [5].

According to altimetry approach, leadership is an administrative aspect; social position means to make decisions and to have senior positions. In other words, L. Downton says that leadership — is “a position in society, characterized by the ability of the person to occupy this position, direct and organize the collective behavior of some or all members of that society” [10].

The society management, formation of public policy and its implementation are impossible without leaders or political leaders. Their activity depends on historical, geographical aspects, type of society in general (opened or closed), type of political regime (totalitarianism, authoritarianism, and democracy), paradigm of society, its socio-economic and technological development (pre-industrial, industrial, postindustrial, information), and type of culture, the level of involvement of that society in world community movement.

The political leadership is impossible without wide social support. Thus, the political leadership is a form of power in a situation where leaders gain public recognition and then, power. The evolution of political leadership is always connected with desire to express themselves, enter the political system, expand the status [9].

The place and role of a political component in public administration is the subject of difficult discussions among researchers and expert practitioners. The political component of executive power depends on historical and socio-cultural traditions of society. Although, in spite the diversity of political systems in the world the political component is always strong and doesn't depend on what the Head of the State is (President as in USA or Prime-Minister as in Great Britain, Hungary and Germany) [2, p. 180].

In view of the fact that we study the leadership in the executive system, it is very important to distinguish the notion of “political and administrative leadership” which combine political and administrative components of leadership. Its features in the executive system are: constitutional principles; political and administrative functions: policy making and implementation of public policy (Programs); a special procedure for the election / appointment; significant external political influence during professional activities in the frame of executive power; Legislature regarding the status of political leader in the executive system, in public administration, etc. We are speaking now, first of all, about political and administrative leadership of Prime-Minister position or any other member of the government.

Independent Ukraine has overcome a number of periods of optimal political leadership identifying, in particular, political and administrative leadership.

The changes in constitutional principles of the government had a great impact.

The Constitution of Ukraine (adopted in 28.06.1996) declared the presidential-parliamentary form of government. Thus, the formation of the Cabinet of Ministers of Ukraine, the executive power; legislature regarding the status of political leader in the executive system and in public administration was appropriate [3]. It was defined that the Cabinet of Ministers of Ukraine as the highest body in the executive system is accountable to the President of Ukraine and is controlled by Verkhovna Rada of Ukraine [3, Art. 113].

The Cabinet of Ministers of Ukraine consists of the Prime-Minister of Ukraine, the First Deputy Prime-Minister, three Deputy Prime-Ministers, and Ministers. The Prime-Minister of Ukraine was appointed by the President of Ukraine and by more than a half of members of Verkhovna Rada of Ukraine. Members of the Cabinet were appointed by the President of Ukraine according to proposition of the Prime-Minister of Ukraine [3, Art. 114].

The Prime-Minister of Ukraine controlled the Cabinet of Ministers of Ukraine activity and the realization of the Programs adopted by the Verkhovna Rada of Ukraine [3, Art. 114] (this norm remained unchanged). However, the Cabinet of Ministers of Ukraine was not only responsible to the President of Ukraine, but also it had to draw up its powers after new President of Ukraine was elected.

Since 21.02.2014 Ukraine has followed the Constitution of Ukraine adopted in 2004 [6]. Some differences between versions of the Constitution of Ukraine concerning the political and administrative leadership in the executive system are shown in Table 1.

Today the Constitution of Ukraine [4, Art. 113] defined that the Cabinet of Ministers of Ukraine (the highest body in the executive system) is responsible to the President of Ukraine and Verkhovna Rada of Ukraine, and controlled by Verkhovna Rada. It consists of the Prime Minister of Ukraine, First Deputy Prime Minister, Deputy Prime Ministers, Ministers [4, Art. 114].

The Prime Minister of Ukraine is appointed by Verkhovna Rada of Ukraine according to the proposition of President of Ukraine. The President proposes the candidate for Prime – Minister according to proposition of coalition of parliamentary fractions according to the Constitution of Ukraine (Art. 83), or by parliamentary fraction with the majority of Members of the Parliament [4, Art. 114].

The voting in the Verkhovna Rada of Ukraine regarding the appointment of the Prime Minister of Ukraine is conducted by name. The appointment of the Prime Minister of Ukraine is confirmed by the resolution of Verkhovna Rada [7, Art. 8].

The Ministry of Defense and Ministry of Foreign Affairs are appointed by the President of Ukraine, the rest of members of the Cabinet are appointed by Verkhovna Rada according to the proposition of the Prime-Minister of Ukraine [4, Art. 114]. According to the proposition of the Prime-Minister it is legal to appoint Ministers who are not the heads of these Ministries [7, Art. 6].

A person appointed to the position of the member of the Cabinet takes an oath at a first plenary session of Verkhovna Rada of Ukraine. When forming a new Cabinet of Ministers of Ukraine the Prime Minister of Ukraine reads the oath. Members of the Cabinet of Ministers of Ukraine sign the text of the oath [7, Art. 10].

The positions of the Cabinet of Ministers of Ukraine are political and not subjected to the labor legislation and legislation on public service [7, Art. 6]. The Prime-Minister leads the activity of the Cabinet and controlled the realization of the Cabinet's Program approved by Verkhovna Rada [7, Art. 114]. The Cabinet has to draw up its powers after new Members of Verkhovna Rada were elected [4, Art. 115]. The Prime-Minister of Ukraine, other members of the Cabinet also have the right to announce to Verkhovna Rada about their dismissal. It should be noted: the heads of Ministry of Defense and Ministry of Foreign Affairs are responsible to the President.

The most serious legislative conflict which has a great negative influence on effective functioning of executive power, breaks of integrity and logical connections between high level and local level of executive power is the intervention of the President in formation of the executive power.

Conclusions of the research. Thus, the leadership in executive system, in particular, on position of the Prime-Minister can be determined as political and administrative leadership that is a component of political leadership. Its features

are in combination of political and administrative leadership: constitutional principles; political and administrative functions: policy making and implementation of public policy (Programs); a special procedure for the election / appointment; significant external political influence during professional activities in the frame of executive power; legislature regarding the status of political leader in the executive system, in public administration, etc.

At the same time, the constitutional principles of public administration are crucial mechanisms for appointment on high level positions and determine the status of a leader and mechanisms of his political and administrative functions.

Further researches should be related to other aspects of political and administrative leadership of executive system.

Table 1

The Differences between constitutional principles of political and administrative leadership in the executive system of Ukraine

The Constitution of Ukraine, 1996–2004, 2010–2014		The Constitution of Ukraine, 2004–2010, 2014 – till now
<i>Presidential – parliamentary</i>	Form of government	<i>Parliamentary – presidential</i>
The President appoints and dismisses the Prime-Minister, Ministers, Heads of central authorities. The Prime-Minister is appointed by more than half of member of Verhovna Rada	President	The President proposes the candidate for Prime-Minister, Minister of Defence, Minister of Foreign Affairs positions to Verhovna Rada. Government members are appointed by the Verkhovna Rada of Ukraine
The President appoints and dismisses the heads of local public administrations		The President appoints the heads of local public administrations according to proposition of the Cabinet for the period of current Presidential power.
Decisions made by the local state administrations which contravene the Constitution and laws of Ukraine, other legislative acts of Ukraine can be canceled by the President of Ukraine or by the head of local state administration of a higher level.		Decisions made by the local state administrations which contravene the Constitution and laws of Ukraine, other legislative acts of Ukraine can be canceled by the President of Ukraine or by the head of local state administration of a higher level.
President establishes, reorganizes and liquidates, on the proposal of the Prime Minister, ministries and other central executive authorities		
Prime Minister fulfills Presidential duties in case of his death, resignation and impeachment		Prime Minister fulfills Presidential duties in case of his death, resignation and impeachment
The government is responsible to the President of Ukraine and is controlled by and accountable to the Verkhovna Rada of Ukraine	The Prime-Minister and the Cabinet	The government is responsible to the President of Ukraine and is controlled by and accountable to the Verkhovna Rada of Ukraine
All Ministers are responsible to the President directly		Ministers are responsible to the coalition majority of the parliament and prime – minister. The heads of Security Service, Ministry of Defense, and Ministry of Foreign Affairs are responsible to the President.
		Cabinet forms, reorganizes and liquidates the ministries and other central executive authorities according to the Law
The Cabinet has to draw up its powers after new President of Ukraine was elected.		The Cabinet has to draw up its powers after new President of Ukraine was elected.

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