

THE PLACE OF THE ADMINISTRATIVE POLICY OF UKRAINE IN THE SYSTEM FOR ENSURING EFFECTIVE FUNCTIONING OF POWER STRUCTURES

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Annotation. It has been clarified that the State as an integral mechanism exists due to the implementation of its tasks and functions by the system of institutional formations, but it is still unclear how these institutions should ensure administrative functionality of the State, that is, its ability to effectively and efficiently perform its tasks and functions. Therefore, the author tried to draw the attention of the researchers to the problem of Lack of scientific understanding of the content and substance of administrative policies of Ukraine, highlighting its place in the effective functioning of power structures. General scientific, general philosophical, logical, special legal and the methods of scientific knowledge, which cumulatively provided an opportunity to present the results of the research in a comprehensive manner, have been applied during the research. In particular, the necessity to form a system of procedural regulation that will enable each representative of the State to predict in advance the potential consequences of their decisions from different angles, has been stressed. It has been established that Ukraine has been interested in forming appropriate economic and social management mechanisms to address economic and social processes from the standpoint of the executive segment, without emphasizing the need for a comprehensive system to regulate these processes. According to the results of the analysis of the administrative functionality of Ukraine, it has been stated that nowadays there is no clear procedural set of rules for the good governance of public and social affairs. It has been suggested that in the context of the State's activities regarding the resolution of its internal power processes and distribution of influence on social development, the category «national governance», which represents an integrated approach to the State management that takes into account all its components and relationships, should be used. It has been clarified that if national governance is considered as a set of rules, procedures and practices related to the powers of the authorities, then administrative policy is a tool for defining, regulating and introducing these elements into the internal management system.

Key words: administrative policy of Ukraine, national governance, public administration, administrative functionality, internal management, governance powers.

1. Introduction.

It is known that the state is a complex system, whose composition is the first step to its management [1]. It's not news that people have always wanted to live together, because not only was it fun, but it was easier to survive physically – to defend against wild beasts, to get food, and to build dwellings. However, the State as a social organization was not in the past – gradually primitive society develops and at a certain stage turns into the State-organized society [2, p. 17] with a newly formed (transformed) mechanism of State power [3, p. 52].

Currently, the State uses resources (labor, capital, land, informatics) for its existence and at the same time reproduces them in the relevant spheres (social, economic, ecological, informational). Each sphere consumes the resources of all four spheres to reproduce its resource. Therefore, the spheres are interconnected, and the effectiveness of the decision made in one of the spheres is determined by

the amount of all four resources consumed and the consequences of this decision in all four spheres [1]. Accordingly, it is quite logical that the legal principles of a single system of interconnected, public, legal, normatively determined and organizationally and functionally supported institutions are the basis for the State power mechanism, which are aimed at the practical implementation of the State functions based on available resources [4, p. 2].

However, it is still unclear how these institutions should ensure the State's administrative functionality, that is, its ability to effectively and efficiently perform its tasks and functions.

2. Analysis of scientific publications.

There are no scientific developments regarding the definition of the concept, content, essence and features of the administrative policy of Ukraine. Some of its characteristics are manifested in the works by A. Danylenko, who mentions its existence, but does not provide a comprehensive idea of its legal nature. Foreign doctrine is somewhat more enriched, where the characteristics of administrative policy in general as phenomena of legal reality validity are revealed from the standpoint of its transformational, procedural and consequential aspects (Tom Christensen and Per Lægreid, David L. Shapiro, Glen O. Robinson, Lois R. Wise).

3. The aim of the work.

The purpose of this publication is to draw the attention of researchers to the problem of the lack of scientific understanding of the content and essence of the administrative policy of Ukraine, to determine its place in the system of ensuring the effective functioning of power structures.

4. Review and discussion.

Due to the fact that the State is obliged to «take care of its citizens or protect them» [3, p. 59] it is essential to establish a system of procedural regulation that will enable each representative of the State to foresee potential results of their decisions from various angles.

To be fair, it should be noted separately that the commission dealt with anticipated development of organizational and legal support for the activities of the executive branch of government, and also prepared proposals for optimizing the efficiency of the State financial system, deregulation and simplification of the system of providing management services, improving legislative framework for administrative legal relations and the economic foundations for the activities of public authorities, implementing effective administrative procedures, as well as improving administrative subdivision and reform of management training and retraining [8].

The main problem is that the term «management» in the classical monopolistic aspect of the State, as a category highlighting the main characteristics of the regulatory influence of the State on all social relationships, has somewhat changed [3, p. 59]. It is appropriate to consider that a modern State is not governed but nurtured. This involves the creation of a socio-economic-ecological-informational model of development for the analysis and forecasting of all processes in the State to enable the power to develop effective solutions [1].

Therefore, one should agree with the A. Danylenko's opinion that establishment, provision, implementation and protection are the main functions of the State and their separation is not entirely justified [3, p. 40]. Despite the fact that the State apparatus is logically divided into separate links with their own clear functional area of responsibility for: «1) clearly defining the roles, competencies and responsibilities of key authorities; 2) enabling State agencies to control each other on a constitutional basis; 3) preventing abuse of power» [9, p. 10], the effectiveness of ensuring optimal and equal interaction between separate branches of the State apparatus is weak [9, p. 14], resulting in a number of negative aspects affecting the administrative functionality of Ukraine.

In particular, there is a lack of unity in State policy. Currently, there is no formal structuring of public policy areas, lack of cooperation between parliamentary majority and government, and the percentage of adopted legislative initiatives by the Government is very low – less than 20 per cent of all adopted laws.

In such circumstances, it is quite difficult to realistically plan legislative work. Besides, the Government does not conduct a comprehensive review of the implementation of laws, and parliamentary committees have neither the obligation nor the ability to systematically analyze the implementation of the adopted laws [10]. This is despite the fact that, as a general rule, Parliament exists to represent the interests of citizens and ensure that they are taken into account by the Government [11]. We can also add that the legislation does not clearly define the procedure for the implementation of parliamentary control over the executive power, but the analysis, monitoring, evaluation and modeling of the consequences of State policy, the state debt and its sustainability, the current state of fiscal policy and the budget, the financial and economic impact of the introduced bills, as well as macroeconomic forecasting in the medium and long term [10] are almost absent in terms of performance.

Therefore, Ukraine has virtually no clear procedural set of rules for good governance of State and public affairs. And despite the fact that, as a general rule, it is the Government that is responsible for the administration of the country [11], it should not be considered as the sole responsible actor shaping the model for the development of effective solutions by the authorities. Although Government and State are used interchangeably, there is a difference between them. Government is more formal, tangible, and only a certain aspect of the State, since the latter includes a wide range of both formal and informal processes, and its efforts are aimed at serving the society that aspires to live in unity under equal conditions, where the Government and its structures are mostly oriented and specialized in certain aspects of public administration [3, p. 40]. Therefore, in the context of the State's efforts to manage its internal power processes and distribution of influence on social development, it is appropriate to appeal to the category «national governance», which represents an integrated approach to state management, taking into account all its components and interrelationships.

If national governance is considered as a set of rules, procedures and practices relating to the powers of the authorities, then administrative policy is a tool for defining, regulating and introducing these elements into the system of internal governance.

Confirmation of this can be found in the works by Tom Christensen and Per Lcegreid, who note that administrative policy, first of all, may be related to the instrumental view of public decision-making processes (Christensen (1991, 1994); Egeberg (1984, 1987, 1989); Hood (1979); March and Olsen (1983); Olsen (1988, 1992); Pollitt (1984)). This means that administrative policy is considered by political and administrative leaders as a tool that can be used to realize certain political goals [12].

Despite the diversity of political goals that transcend space and time, they are all processes, means and methods of achieving five ultimate political goals – security, wealth, faith, justice and freedom [13]. However, it should be noted separately that on September 25, 2015, United Nations Member States agreed to 17 Sustainable Development Goals as part of the Post 2015 Development Agenda [14]. It's a universal call to action to reduce poverty, protect the planet and ensure that by 2030 all people live in peace and prosperity [15]. From now on, poverty, hunger eradication, health, quality education, gender equality, clean water and sanitation, renewable energy, decent work and economic growth, innovation and infrastructure, reducing inequality, sustainable development of cities and communities, responsible consumption, the fight against climate change, preservation of marine and terrestrial ecosystems, peace and justice, partnership for sustainable development, are political goals on a global scale.

Accordingly, incorporation of the political and executive practices of State interaction with resources in correlation with the need to solve social problems of sustainable development, actualizes the need for the formation and implementation of a balanced administrative policy of the State, which will be based on clear procedures for ensuring inter-sectoral interaction, cooperation and control of mechanisms for making socially important State decisions. In general, such solutions should: «1) meet functional objectives; 2) ensure long-term public needs; 3) be implemented in a way and with

the help of those social, economic and administrative methods that meet the needs of the social environment and are more important and effective; 4) be planned and to take into account the maximum range of risks of adverse consequences» [3, p. 61].

5. Conclusions.

The process of integrating strategies, procedures and management mechanisms aimed at optimal use of resources to achieve certain political and social goals is a key necessity today. The conducted research testifies to the importance of the formation and implementation of a balanced administrative policy of Ukraine, which will become a key tool for solving complex internal organizational challenges and tasks facing our State for more than thirty years.

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