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**МОДЕРНІЗАЦІЯ ПУБЛІЧНОГО  
УПРАВЛІННЯ В УМОВАХ ГЛОБАЛЬНИХ  
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**Модернізація публічного управління в умовах глобальних змін світового простору** : колективна монографія / Львів-Торунь : Ліга-Прес, 2021. – 258 с.

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У виданні розглядаються питання модернізації публічного управління України в умовах глобальних змін світового простору. Наведені результати досліджень спрямовані на забезпечення реалізації ключових принципів «доброго врядування» сталого розвитку – сталості, безпеки середовища та залучення громадян до процесів управління. Досліджуються європейські підходи до функціонування механізмів публічного управління та аналізуються напрями їх удосконалення. Аналізується досвід розбудови національної системи охорони громадського здоров'я в Україні як найактуальнішої проблеми регіонального, місцевого самоврядування в умовах пандемії Covid-19 та розвиток національної системи забезпечення транспортної безпеки.

Монографія призначена для науковців, державних службовців, посадових осіб місцевого самоврядування, студентів магістерських програм та програм підготовки докторів філософії у галузі «Публічне управління та адміністрування», а також для тих, хто цікавиться проблемами модернізації публічного управління.

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## **DEVELOPMENT OF UKRAINIAN PUBLIC POLICY IN THE CONDITIONS OF EUROPEAN INTEGRATION: SYSTEMATIZATION AND SOCIALIZATION**

### **Summary**

*The work reveals the issues of systematization and socialization in the processes of implementing public policy in the context of European integration. The application of a systemic approach to public policy has been substantiated, namely, the definition of individual categories as structural parts of the concept of "public policy" (systemic-elementary aspect) and the identification of cause-and-effect relationships between the components of the phenomenon of public policy (systemic-structural aspect). The signs and specifics of the system genesis of the activities of state-administrative structures, which are manifested by many indicators, factors, ways of carrying out the professional activities of public servants, are revealed. The analysis of the development of socialization of public policy in Ukraine in the context of European integration is carried out.*

*The phenomenon of "public policy" is considered from the standpoint of a systemic approach by defining the basic concepts of public policy: subject, object, subject, connections, methods. A comprehensive description of the concept of "public policy" is carried out. The newest approaches have been formed in accordance with which the system genesis of state and administrative activities will be oriented in accordance with individualistic approaches, because it leads to the formation of an individualistic culture and collectivism.*

## **INTRODUCTION**

The implementation of political power in the context of the existence of a civil society presupposes the functioning of public politics. In the struggle for power between various political, state and public institutions, public policy remains the main effective mechanism. The existing structure of institutions of power does not meet the modern requirements of a democratic separation of powers. Today, many issues related to the functioning of public policy have not been sufficiently studied, namely: the definition of all subjects of public policy, the distribution of powers between them, the processes of political decision-making, the legitimization of the subjects, their activities, the procedure for implementing the policy, etc. The analysis of public policy has begun to be actively addressed in the middle of the twentieth century. Scientists of that time considered the main motives for the implementation of public policy to be "public interest" and "public good." The content of these concepts is interpreted as follows: "a public good is what is produced by the state, not by the market." [1] and other globalization movements. Researchers record the growth of conflict between the state and society. Therefore, scientists should interpret the concept of "public policy" as a systemic phenomenon in order to develop a single clear theoretical and methodological base, which will theoretically approve a universal statement of the foundations of public policy. analysis of the concept of "political policy" using a systematic approach. The subject of the research is the components of public policy as a systemic concept: the object and subject of political policy, connections between them, methods of implementing public policy. the elementary approach to determine the main elements of the phenomenon of "public policy"; to characterize the process of public policy, its functions and its main components; determine the environment in which public policy is implemented; consider the subjects of public policy from the standpoint of the division into state and public.

The relevance of the topic of this study is indicated by the following facts: the lack of a procedure for implementing public policy, ineffective legal regulation of relations between society and the state, monopoly concentration of most powers in the hands of certain state institutions, unilateral adoption of most power and managerial decisions. Systematization is needed in all phenomena, especially in the presence of subordinate processes. Therefore, the use of a systematic approach in the study will allow us to describe the cause-and-effect relationships of public policy, arrange its main categories in the structure, describe the characteristics of concepts, and the like. The theoretical achievements of research in this area will serve the development of democracy and civil society.

### **APPLYING A SYSTEMATIC APPROACH TO PUBLIC POLICY: THEORETICAL BASIS**

A lot of domestic and foreign scientists and practitioners turned to the study of the problems of the formation and organization of public policy. W. Parsons, G. Kolbech, Adam Smith, James Mill, Torrance, William Dunn, Leslie Pal, Paul Brown, Louis Gunn, Thomas Dye, John Bryson and others have made a great contribution to the development of public policy. public policy V. Averyanov, I. Kozyura, I. Gritsyak, N. Nizhnik, E. Afonin, A. Obolensky, G. Sitnik, S. Virovy, O. civil society, taking into account world experience and modern practice.

The formation and organization of public authority from the standpoint of the functioning of civil society requires more and more attention of researchers. The issue of the origin, formation and organization of public policy is the object of active scientific discussions. Therefore, the research concerns the analysis of the concept of "public policy" from the standpoint of a systemic approach, which will allow to study this process as a systemic phenomenon, structure it, and form a new model of relations between society and government.

The novelty of the research lies in the use of a systematic approach to the concept of "public policy". In particular, it is proposed to consider the phenomenon of "public policy" as a systemic phenomenon, with the presence of structural units - elements of the system. Taking into account the systemic and elementary aspect of the systemic approach, it is indicated that the main elements of public policy are the subject, object and subject of public policy, connections between them, methods of policy implementation. It is indicated that the subject of public policy is public interest, and the subjects of public policy should be considered state (state institutions, enterprises) and public entities (public formations, political parties, business organizations). The author

characterizes the concept of "public policy" and the concept of "public field", its indicators. The methodological and general scientific meaning of the presented material makes it possible to move from an abstract understanding of the phenomenon of "public policy" to the knowledge of its specific components. Analysis of public policy as a systemic phenomenon is also essential. using the following basic approaches as system-element, system-functional, system-structural.

The study of the public sphere goes back to ancient times. It is known that the ancient Romans introduced the concept of public and private, which are still being studied by political scientists, economists, and lawyers. After all, there is no clear division between the public and the private. Therefore, at the junction of these concepts, a conflict of interests arises: public and private, state and public. Practice shows that the penetration of public policy takes place in almost all spheres of society, including those that were once considered private, for example, education, health care, social security, and the like. Already in the post-war era, liberal ideas about the goals of developing and implementing public policy were asserted on the basis that the role of the state should be to manage the "public" and its problems in order to solve those problems of public life that are beyond the power of the market [2]. Research in the field of relations between society and the state in the twentieth century. more and more scientists and practitioners began to study. The science "Public Policy Analysis" is quite developed in the West; the subject of study is the processes of formation and implementation of public policy [3].

There are many concepts, their formulations, processes, indicate the unrestrained process of entering the public in policy making. For example, the definition of politics in the classical form of the struggle for power operates with the concepts of public interest, social needs: "politics is the sphere of relations between various social groups and individuals regarding the use of public authorities to realize their socially significant interests and needs" [4]. "Public" means those aspects of human activity that require government or public regulation, intervention, or at least joint action [5]. Non-government "a capacious phenomenon in the process of the origin of public policy is public power, the main components of which are state and self-governing. These components in solving many issues are complex, taking into account their capabilities (powers). It is very difficult to single out one of them and carry out its reforming, because they are often linked by common tasks, certain funding, etc. Therefore, public power should also be considered only taking into account consistency, as its basic characteristics. The main features of public power, as well as public



policy, are: development of a mechanism for such accounting), service of power to the people, interaction of power and people on a parity basis. replaces Xia mutual understanding "[6]. Consequently, the concept of "public policy" should be interpreted as a systemic phenomenon, where each element has characteristic signs of pidsystemicity, feedbacks, causal relationships, etc. logical ordering of the entire set of concepts / categories using a systematic approach [7].

The main objectives of the systems approach in the context of this study are as follows:

- to define and study individual categories as structural parts of the concept of "public policy" (systemic and elementary aspect);
- to identify the cause-and-effect relationships between the components of the phenomenon of public policy (systemic and structural aspect).

Since the systematic approach can be used, moving in the study from the abstract to the concrete, let us turn to the form of systematization proposed by the scientist O. Deineko [8], according to which the phenomenon of public policy should be considered as a set of such concepts as - object, subject, subject, connections between them , methods. Let's carry out the definitions of each of these elements.

The subjects of public policy are state and public political subjects. All entities are characterized by the initiation, development and implementation of policies for specific interests. In this context, "politicism" should be interpreted as a sign of influencing at different social and administrative levels. In more detail the spheres of activity of public entities "objects can be grouped as follows:

- the sphere of civil society - characterized by the activities of a mass subject: mass movements, political parties, public formations, protests, and the like;
- the sphere of business - characterized by the activities of business associations, large industrial groups, lobbies, and the like;
- the sphere of information - characterized by a significant influence on the mass political consciousness.

The activity of state political subjects is determined by the functioning of state authorities, institutions, organizations, enterprises. The main feature of the subjects from the standpoint of building a civil society is their equality in decision-making, professionalism, and the availability of resources for policy implementation.

About "the object of public policy is the development of policy by all sub" objects on an equal footing. An important condition for the implementation of policy is the consideration of all interests. It is necessary to take into account the interests of the whole society or its

individual parts (according to various criteria - territorial, age, gender, professional, etc.). So, the result of public policy should be obtaining the consent of all actors. Authors Carl V. Patton and David S. Savicki consider public policy as a way to create and implement complex programs for solving socially significant problems [9]. Consequently, there is a need for an interpretation of the concept of public (public) interest. There is an assumption that the public interest itself is the subject of public policy. After all, taking it into account is a prerequisite for the development of public policy. The main difficulty in the formation of the definition of public interest is its content, since only taking into account the interests of all subjects of "objects of public policy will form the basis for this. How to take into account the interests of all participants in public policy - state and public institutions? After all, this requires equal positions. Here you should turn to the concept of "connections." Connections act as a connecting link between the elements of public policy that ensure its functioning, the decision-making process. There are many options for connections: subject - subject, subject - object, subject - subject, etc. The concept of public policy should be considered not only from the standpoint of its administrative load, but from the standpoint of its administrative function. Links between the elements should be formed, taking into account the subordination and coordination forms of building relationships.

One of the principles of building links is to ensure communication between subjects of public policy. It is the communication relations that contribute to the reliable, quick transfer of the prerequisites for making a decision from one subject to another. The coordination process is inherent not so much a managerial character as an advisory one. Therefore, the main methodological task in this context is the settlement of the issue of equal provision by the methods of the state and public entity, taking into account feedbacks. The main features of connections are: characterized as a connecting link between elements, carries communicative features; purposeful, ensure integrity, functionality, determine the quality state of the elements of public policy. They arise at all levels of public policy, between various elements and components, and theoretically reflect an attempt to link the functions of public policy with its internal properties and qualities. A method is a set of techniques, methods, tools used for policy development. In the context of using a systematic approach, public policy methods should be studied as a system of means for making and transmitting decisions, monitoring their implementation, the possibility of adjustments, the availability of the necessary material, information, human and other resources. The society constantly generates conflicts,

for the settlement of which it is necessary to conclude transactions. Therefore, the main instruments for regulating disputes between the state and society should be consultations, negotiations, public hearings, round tables and other processes of agreements with the state that are open to society. "Public administration - as defined by George G. Sebine and Thomas L. Thorson, is primarily a system of institutions, designed to regulate public opinion and debate, and take into account opposite requirements in order to develop an effective policy" [10].

The field of public policy can be defined as a field of activity for the implementation of politics, its visible part, transparent, open, in which the activities of all subjects of politics are legalized. For a broader study of this period, you need to turn to sociological sciences. After all, the field of politics can always subordinate the problems of social research to its political logic. The field for sociologists is a place and a way to implement a certain social game, and the field of politics is a set of political positions involved in the struggle for the monopoly of legitimate symbolic violence, the goal is the monopoly disposal of state capital [12]. The field of public policy can be defined as a space in which subjects fight for the legitimate symbolic control of people's behavior in their public life by imposing their means of perception, assessment and expression of the socio-political differentiation of society [13]. The main criteria for determining the public field can be considered: the scope of public policy implementation, their legitimacy, the delimitation of the field into state and public and the definition of a common space (public field) for the implementation of public policy.

The current state of Ukrainian society through the prism of system genesis is characterized by democratic processes in the relationship between objects and subjects of state and government activities, radicalism in economic changes, political and spiritual spheres [14]. Efficiency in preparing civil servants for the conditions of professional activity is marked by the peculiarities of socio-political developments and psychological characteristics of employees, as active engines of European-integrated changes [15].

Along with this, the systemic genesis of transformation is characterized by significant contradictions, which are inherent in the polarization of social strata in accordance with political preferences, and a compromise in the implementation of entrepreneurial activities and the implementation of commercial interests, an orientation towards human-centered principles based on the fall of general culture and morality, the laying of new legal foundations of life and legal nihilism of the public, the formation of state policy and the absence of systemic mechanisms for its implementation. It is clear that such contradictions,

along with factors of social instability and economic risks, have a negative impact on the activities of the public administration system, provoke negative psychological prerequisites for the implementation of tasks by civil servants aimed at cultural, educational and scientific and technical integration of Ukraine into the world space. In fact, this thought determines the priority of the human factor, and employees are assigned the main place and role in the successful solution of public issues. Taking into account the above, the issue of considering socio-psychological phenomena affecting employees, regulating their behavior as an integral part of state-administrative activities is actualized [16].

The socio-psychological specificity of the system genesis of the activity of state-administrative structures is separated by many indicators, factors, ways of carrying out professional activities [17]. Kostyuk S. very successfully examines in his research the readiness of the personnel of state bodies, describing the markers of ineffectiveness of the activities of state bodies on the way of foreign policy actions. The scientist calls such indicators, in particular, the presence of institutional instability, acceptance of unreasonable decisions, lack of transparency in the implementation of the European integration course, insufficient measure of financial allocation of European integration projects. However, we do not agree with Kostyuk S. that since 1994 our state has not organized proper programs aimed at training, retraining and advanced training of civil servants in the direction of European integration at the expense of the state budget. For example, the National Academy of Public Administration under the President of Ukraine, during the implementation of the educational program for the preparation of masters in public administration, provides training in the qualification specialization "Politics of European Integration", which contains a number of disciplines, in which, for example, the history, theory and strategy of European integration are studied, aspects of the EU legal and institutional systems are studied, undergraduates have the opportunity to acquire knowledge competencies on the issue of economic and sectoral policy [18, pp. 210-218]. Also, proper training of scientific and scientific-pedagogical workers is carried out, according to the results of their professional research, they defend their dissertations and receive degrees of candidates and doctors of sciences from European integration issues. A number of training activities are being implemented in accordance with the educational process, aimed at training professional workers in the field of European integration at the Institute for Advanced Training of Leading Personnel of the National Academy of Public Administration under the President of Ukraine. To

provide the preparation of complexity and predictability, a theoretical and methodological substantiation has been carried out and a methodology has been developed to study the need for training of state and administrative personnel on the issues of European and Euro-Atlantic integration of Ukraine [19].

Therefore, we consider it inappropriate and unreasonable to conclude that there are no training programs in Ukraine at the state level, however, it should be properly working after a comprehensive and comprehensive consideration of all the problems that arise in the process of preparing employees for European integration.

It is advisable to begin the disclosure of the socio-psychological peculiarities in the implementation of state and administrative practices in the context of European integration by clarifying the essence of interaction and mutual influence of all the constituent elements of the "employee - external environment" system [20]. From the point of view of systems-genesis approaches to public administration, there is an awareness of the psychological aspects of the social process that are interconnected with European integration - modeling and building new systems of common civic values, resistance to changes, transformation of public consciousness, identifying the problems of the inner world of an official in the course of cooperation with all participants. The study of personality components in socio-psychological contexts contribute to the identification of all the features of regular behavior in the activities of the collective, due to their inclusion in interaction with the European society and its managerial and general culture, the directions and ways of achieving mutual understanding with European colleagues are determined, the level of formation of the pro-European worldview is determined, it is explained the loss of outdated social and social stereotypes, along with the formation of new ones, reveals the origins of the mass character of social and psychological phenomena [21]. In general, what has been described above allows us to form socio-psychological vectors that will influence the system genesis of public administration and, in general, all persons directly involved in the implementation of state policy in the field of European integration.

Today, pro-European activities are aimed at actively implementing the European integration policy in Ukraine, unambiguously leading to the Europeanization of all state and administrative structures and improving the state and administrative system in accordance with European dimensions. It is advisable to start the fulfillment of this task by providing employees with interdisciplinary education on European integration, further development of a pro-European managerial culture, strengthening theoretical training on institutional development and

European Union law, establishing a system of training public administration personnel in accordance with general and specific requirements that are determined European standards, the acquisition of knowledge, skills and abilities of the production of systems analysis, taking into account the best practices in solving similar issues on the example of the member states and candidate countries [22, p. 36]. In addition to the above, the structural subdivisions of the state-administrative systems are responsible for the implementation of the European-integrated state legal policy in various spheres of social and political life. A significant amount of work needs to be done in the sectors that have the greatest impact on European integration and EU law.

The public side of European integration, today, is widely represented by workers of the non-governmental sector, who, not only participate in the development and implementation of the state European integration policy, but also pursue their own policy, actively interact with a number of public organizations and institutions of the European Union within the implementation of various projects and communication trainings carrying out their analytical and expert activities [23]. Expressing their understanding of a particular problem and long-term plans of European integration, they have a significant impact on the formation of public opinion, under certain conditions can also influence the adoption of state and administrative decisions. Therefore, employees are obliged to carry out management based on close relationships and establishing interaction with the public sector in the course of joint development of European issues, to engage in an educational and organizational and information campaign to resolve them, to ensure public support for European integration courses.

The systemogenetic aspect of national European integration processes in the direction of the production of state and administrative activities is represented by work aimed at holding international negotiations with the institutional bodies of the European Union and implementing functions within the framework of European decision-making strategies and coordination processes in preparing Ukraine for becoming a member of the European Union [24, P. 186]. It is also advisable to note the existence of such a legal entity as a citizen of Europe, which is the basis of the European social space.

The importance of this factor is formed by the intentions of the member states within the framework of euro integration, consisting in strengthening the solidarity of European peoples based on the principles of respect for history, cultural heritage of traditions, promoting their economic and social progress, establishing common citizenship, free movement of people and creating a close union of

European peoples. These intentions confirm the need to establish a dialogue of cultures, intercommunication, for which it is necessary to expand the professionalism of officials - from representatives of legal specialties to sociological and cultural trends. That is, a state administrator within the framework of European integration becomes an active participant in cross-cultural communications [25].

In the interpretation of the scientist A. Mamontov, "cross-cultural" synonymous term along with "intercultural", "comparable" [26]. The effective introduction of cross-cultural communications is largely associated with the adequacy and correctness of the introduced properties of national culture throughout the presentation of facts, analysis of socio-political phenomena, interpretation of historical phenomena of the past. The linguocultural component of communication is gaining significant interpretation, because, influencing another linguistic community, the problem of creating a single structure of linguistic consciousness in subjects and objects of influence is traced. It should be noted that, by acts of cross-cultural communication, misunderstanding between representatives of different linguocultural communities is often caused not only not by language proficiency, but, to a greater extent, by the lack of basic knowledge [27].

Therefore, the formation of linguocultural competencies of all participants in the European-integrated process during the establishment of cross-cultural communication is significantly relevant to ensure adequate perception of the information contained in the linguistic expressions of employees during speeches, discussions or negotiations in international formats.

Under such conditions, it is necessary to use lexical units endowed with national-cultural semantics - linguoculture, which, in accordance with the juicy terminology, are available for perception by representatives of European culture. It should be noted that a communicative partnership may contain belonging to different cultural groups.

The scientist R. L'uis in his work gives a typology of modern cultures, which contains three elements:

1. Monoactive, in which a person, performing a certain work, breaks down the activity into successive stages and is not distracted by other tasks. Typical representatives are the British, Germans and Northern Europeans.
2. Polyactive, the carriers of which are used to doing several things at the same time, partly without completing them. Southern Europeans are typical representatives of this type of culture.

3. Reactive, in which the greatest importance is attached to politeness and respect. Asian countries are representatives of this culture [28].

As for the definitions and typologies of cultures of peoples and countries, a thorough study was carried out by the Dutch sociologist G. Hofstede. In the process of detailed justifications, the scientist came to the conclusion that there are four main parameters for comparing cultures:

- individualism - collectivism;
- power distance;
- avoidance of uncertainty;
- masculinity – femininity [29].

Taking into account the above, an approach is proposed, according to which the system genesis of state-administrative activity is oriented towards individualism, that is, it is aimed at the formation of an individualistic culture, and with the help of collectivism, a collectivist culture is formed. I. Bilan's vision is correct that the culture of an individualistic type is characterized not by the presence of a rigid social structure in which an individual takes care of himself and his family, but the basis of educational processes is the separation of his "I" from the "I" of other persons, defending own point of view and protection of personal interests and values.

Throughout the life of an individual, the performance of tasks is largely dominant over the relationship; the key ones are personal goals and objectives, not collective ones [30]. Relationships with groups are extremely weak, which causes the employee to belong to several groups at the same time, he can easily move from one group to another, guided only by personal interests.

It is much easier on a personal level, because for such workers it is necessary to change jobs; in a group where such workers are present, the principle of adversariality and competition is professed, therefore there are no manifestations of cooperation and cooperation. Demonstration of the independence of an individual from organizations and institutions is considered the norm, his ability to express his own point of view, the ability to defend his interests and make independent decisions is valued. Considerable attention should be paid to individual and personal success.

A good idea about individualism indicated in the work of I. Aleshina, which notes that it is determined by the culture of the same name, the driving force of social progress, because it corresponds to the phenomena of individual initiative, responsibility, rights, reward, and the like. Individual interest is a key basis in various activities for the representation of individualist culture. Moreover, jobs are based on



individualism, the salary of an employee is paid for personally at a foreign time. Along with this, an enterprise or institution is considered as a voluntary association and can be destroyed or abandoned, depending on the interests of individuals or shareholders. In practice, it looks like people are empowered to unite to achieve common goals, while remaining autonomous players who act in their personal interests [31].

Considering the collectivist culture, I. Bilan characterizes it as a cruel social structure with clearly distributed social groups - families, clans, organizations that show care and attention to individuals in return for their devotion to the group. Collectivist societies are often found today, because about 70 percent of all people on the planet live on their principle. Sometimes people of several generations live in families with a collectivist culture, respectively, this will contribute from an early age to the individual's awareness of himself as a part of the collective, to form self-consciousness at the "We" level.

Due to this, from childhood, individuals develop the habit of defending not only "their", but "our" goals, which, in the future, in the course of life, lead to the fact that a person perceives the world through the prism of a group, and not an individual. Given the collectivist reasoning, group interests are recognized as priority, and not individual desires, therefore, the commitment of organizations, relatives, friends is the highest value.

Through the prism of systemogenesis, collective harmony is considered key, relationships are prioritized for results, and the individual's value system is drawn from the norms and rules that all members of the group adhere to, cooperation within the group itself is also encouraged, resolutions on all issues are collective. So, human significance determines in the social hierarchy, not personal qualities, a kind of make a person largely depends on organizations and institutions [32, 33]. The most important in the collectivist culture is the belonging of each person to the corresponding organization .

Practical views are expressed in the article by I. Aleshina, who notes that countries with a collectivist culture can be viewed as a threat to the entire society, because a person is not considered a separate person, but acts as a functional element of the entire group and corporate identity . This led to the fact that the main social element is traced to a group, and not an individual. Under such conditions, self-interest positioning is considered impolite and indecent. Therefore, collectivism in some of its manifestations acquires all the signs of absolutism, respectively, the rights and interests of groups (countries, families, work teams or organizations) become more important than the rights of individuals.

However, representatives of collectivist cultures, bound by the genus of obligations for numerous groups, deprive them of social mobility. At the same time, there is a need for special selections of speech units, focus on social priorities, which to a greater extent emphasize the peculiarity, specificity and separate typology of national cultures, national psychology.

### **SOCIALIZATION OF PUBLIC POLICY IN UKRAINE DURING EUROPEAN INTEGRATION: SYSTEM GENESIS ASPECT**

At the same time, it is advisable for civil servants, in the course of communication with representatives of other states, to have knowledge, people belonging to different cultures, which encourages them to understand and perceive the world in a different way. In accordance with the norms and values of their cultures, a person directs his activities, evaluates the behavior of representatives of other cultural communities [90]. Therefore, the success and constructive exchanges of artifacts, values, views, norms and rules among the participants of the European integration process are significantly interconnected with the special knowledge and understanding by the subject of intercultural dialogues of the socio-psychological characteristics of communications, which are conditioned by national traditions and customs.

Taking into account the above, the system genesis of public administration activities requires the availability of professionally trained employees of public services and local government bodies at all management levels. From the point of view of socio-psychological contexts, it is advisable to consider related types of education in the European dimension as a systematized phenomenon, and not to separate training, retraining and advanced training of civil servants in the direction of European integration of politics. The validity of such approaches is due to the corresponding essence and content of education, as well as the suitability for the molding manner of individuals [34]. Thus, obtaining a comprehensive interdisciplinary education with European integration issues is a value factor and a factor in shaping the personality of employees who are able to actively implement the national European integrated policy. Moreover, with the help of the aforementioned education, it is possible to ensure the creation of the necessary professional staff, competent in European-oriented issues, to serve as a resource for social changes.

Carrying out the establishment of professional activities within the state-administrative, social and international aspects of European integration, the employee activates his personal psychological state. An important factor in such activation is the indispensable determination

of the boundaries of the tasks set, the specification of issues related to European integration, the establishment of directions and the selection of appropriate means, the postponement of their solution, along with this, the awareness and ruling of expediency in the solution of the whole. It is fair to assume that European integration requires various interactions of all systems of public administration and outside them, the cooperation of managers with all other participants is determined. Under such conditions, the phenomenon of social and psychological activities is formed (A. Ershov, 1991), which are analyzed further through the prism of national European integration processes [35, p. 95].

A. Ershov, during his scientific research, identified three blocks of sources of social and psychological activities of people, which are also inherent in employees in the process of fulfilling their official duties in the context of European integration. These include: employees; government, public and international environments; interaction of other participants in European integration. The first two sources belong to the potential causes of socio-psychological activities, and the interchange of information, mutual regulation, interconnection and mutual influence are considered to be actual motives. Significant is the system of determinants that cause various forms of social and psychological activities of an employee in the course of the implementation of European-integrated state policy.

The first subsystem of factors of social and psychological activities of personnel is internal-personal contradiction and attitudes, the constituent elements of which are needs, interests and properties, experience and the struggle of rational and sensory-emotional manifestations. The specified subsystem is more essential and more complicated, because engaging with civil servants, as subjects carrying out a conscious formation, develop and correct the awareness of the "I and the world" factor, focused on European cultural values. For this purpose, the personal education of a manager inherently corresponds with self-organizing, independent, proactive, creative, kind and conscious manifestations. However, the volume of their manifestations and implementation is measured not only personally by professional demand and directions, but also by external stimulus and irritant.

Under such conditions, the relevance of the second subsystem increases, it lies in external contradictions and changes that imperatively continue in all state-administrative, public and international environments within the framework of European integration and which, not only receive incentives, but are also binding on employees of the belonging to manifestations of behavior and management activities.

The third subsystem of factors is formed with the help of the presence of internal and external contradictions, they appear in the process of a manager's personal relationship with the above-mentioned external environment, and there is a development of an active attitude towards other participants in European integration processes. Thanks to this, the interconnectedness and their joint activity will reach such a level of success, how well they managed to perceive the norms of a generally accepted nature and principles in relationships, master the mutually intelligible manner and form of mutual loyalty and competition, move from the perception of stereotypes to understanding each other in the process of joint activity, realize expectations from the positions taken in certain situations.

For the purpose of generalization, it is advisable to point out that the priority of social and psychological activities in the implementation of European integration policy falls on those employees and institutions who have a high level of self-organization, have the ability to clearly articulate professional and personal needs, have sufficient potential and clearly formulated further tasks, that is, which are in the process of systemic development. All this serves as the reason that the managers of state bodies will be able to act as an active engine of the European integration process.

Along with this, their initiative, in the conditions of an unstable political environment of the state, can only be aimed at balancing with external factors, adapting to external influences and, as a result, imitating activities.

Exploring the possible motivation, it is immediately expedient to point out that employees cannot be transformers, prisms or accumulators of the European integration environment. Carrying out manifestations of activity, processing information on the specified organization, analyzing and synthesizing information about existing conditions and conditions, carrying out transformations and improving them, the managers of state bodies influence the process of European integration, and as a result, they also change the Euro-integration influences, and in the other, they themselves are the subjects of European integration progress. In the presence of such factors, not only are the properties that reflected and regulated psychological manifestations are observed, but predictive skills are separated and formed according to the effectiveness of management activities, official and official practice is accelerated in accordance with European integration tasks. Awareness by employees of their own role in the European integration process will contribute to greater perception, and hence greater responsibility in the process of resolving European

integration problems, to stimulate constructive relations with employees and partnerships in their solution. Further partnerships in the process of introducing European-integrated policies will be the primary source of social and psychological activities, will be able to transform into management resources and will acquire the status of jointly developed values.

The joint integration of social and psychological activities of employees in the process of public administration practice within the framework of European integration is determined by the need to fulfill their own official functions in order to implement the European integration policy. At the same time, the volume of socio-psychological activities of managers is largely influenced by acquired psychological stereotypes regarding European integration processes that are inherent in most of the population of post-Soviet states. These stereotypes include [36]:

- weak transformation of negative stereotypes of the "West", which has taken root since Soviet times;
- lack of differentiation between the concepts of "West" and "Europe";
- assimilation in the sense of "European integration" and "NATO", which occurs in various social strata;
- contradictions in the concepts of "European integration" and "Russia" also give rise to negative stereotypes that cause a negative impact, especially on older people or society, which is interconnected with the Russian Federation;
- geographical and other European isolation, due to the historical past, unfulfilled expectations to receive help;
- Europe is often identified with the concept or ideology of "commitment", which also significantly affects older or middle-aged society in the absence of a high level of education, as a rule, those living in the vicinity and have little information;
- identification of Europe with a mechanism that fights to protect the rights and freedoms of religious and sexual minorities and, accordingly, is not endowed with any other goal than the introduction and promotion of such values;
- public perception of European integration as a process introduced by the authorities, which affects those who are supporters of all protests against the authorities (as a rule, they are the poorest strata of society and the most vulnerable segments of the population);
- the general civic vision in the presence of double European standards leads to the idea that in Europe, government is largely carried out with the help of political levers in the complete absence of any

values. By opposing the system of values and interests, a negative impression is formed, which affects most of the society.

It should be emphasized that this is not the entire list of formed stereotypes that exist in relation to European integration processes, to a large extent they are also present in Ukrainian society. However, the key is the existence of the fact that Ukrainians do not always perceive the European Union and all related events and phenomena in an adequate and positive way. Therefore, depending on how employees perceive European integration, carry out and implement the European integration policy, and to a certain extent there will be a coordinate system that determines national public attitudes and attitudes. Considering the above, the thinking and actions of domestic employees of the middle and lower levels of the hierarchy of the state management system are directed in accordance with the factors of national culture. Along with this, the social roles of civil servants, who are representatives of the state and leading players in European integration policy, induce them not only to distance themselves in relation to acquired stereotypes, but also oblige them to refute them. The fulfillment of such essential and responsible tasks should be carried out constantly, because the dynamism, diversity and stochasticity of the European integration process will certainly generate new clichés, stereotypes of their perception. By reducing the likelihood of the formation of a negative idea of the content, mission, goals and objectives of Ukrainian European integration of political directions and bias in relation to the emergence of negative interpretations and ideas about it, will be determined by the public judgment of an integrated Ukrainian-European society and the best heritage of European cultures [37].

The expediency of changing approaches to the perception of European integration is due to the fact that the above-mentioned psychological stereotypes, in the process of social spread among various segments of the population, turn into a state of the socio-psychological component of the surrounding society. Indeed, the activity component of motivation begins to work in the process of interaction of people with the environment, respectively, taking into account the outlined problems, the interaction of employees with the environment occurs during European integration processes. Therefore, the presence of these stereotypes is generally transformed into the level of a socio-psychological factor, will have an impact on the motivational spheres of civil servants [38].

Considering that motivational components are located at the basis of the social and psychological activities of an employee, the presence of the above-mentioned socio-psychological stereotypes will cause

negative activity regarding their spivactivity and the nature of interactions with the surrounding circle of persons. Such a process is carried out through the perception of European integration factors by all cadres of public authorities through various coordinate systems and in the absence of constructive feedback from the external environment, because instead of the circulation of objective information among the public, stereotyped views and ideas are cultivated and imposed, they have no objective basis.

It should also be noted that the presence of socio-psychological stereotypes contributes to the formation of hotbeds of problems and obstacles that arise during intercultural cross-communication in the European environment. The effects of generalizations and attributed to this are formed, after all, the mental component in the planes of stereotypes presupposes the presence of individual specificity of people and in the process of establishing communication fades into the background, thereby nullifying all efforts to create conditions for conducting open and constructive intercultural dialogues. Compliance with stereotyped approaches is often associated with repetition, as a result of which individual erroneous beliefs and judgments are strengthened until the moment when a person begins to perceive them as truth or truth. This greatly helps to perpetuate negative attitudes towards a particular country, nation or event.

Usually, the basis of stereotypes is an unreliable and often distorted fact. It absorbs realistic signs and characteristics of certain social strata or groups. Stereotypes hinder the formation of correct ideas about them. Therefore, the perception of the peoples and citizens of Europe of each other under the influence of negative stereotypes also affects the form and content of cross-cultural communication [39].

Along with this, the basis of stereotypes is often the presence of a false and distorted fact, includes a separate realistic description of the corresponding social class or some of its strata. The process of assessing the culture of a separate state according to the characteristics of some of its representatives leads to the fact that reality is distorted, it is difficult to form adequate, correct ideas about other people, and also serves as an obstacle to the exchange of artifacts and values.

The global consciousness is the cause of overcoming those stereotypes that have already formed among civil servants, and also provides a warning for the creation of new ones. The renowned sociologist R. Henvey has identified five key aspects in the formation of stereotypes that take place in the development of globalization of society as a whole, and of influence between states. The scientist refers to them [40, p. 317-318]:

- perspective consciousness as the awareness of individuals of the facts that other people may not share their own opinion. Moreover, everyone is equal in forming their own points of view;
- awareness of the unity of the world, the presence of its constant development and interdependencies in world processes;
- cross-cultural consciousness as a factor in understanding the diversity of ideas;
- a knowledge component on the globalistic processes of world development, which combines the formation of ideas about the world as a single organism with interdependent elements;
- awareness of selection, which is advisable to carry out all individuals, nations and humanity as a whole.

Under such conditions, a significant update on the psychological readiness of employees to perform their professional duties in the context of European integration processes will take place, it will manifest itself in the form of systems of their value and semantic orientations and motives, directions of life, persuasion and orientation of specialties.

### CONCLUSIONS

The article examines the phenomenon of "public policy" from the position of a systematic approach. The basic concepts of public policy are defined: subject, object, subject, connections, methods. A comprehensive description of the concept of "public policy" is carried out. Summing up, we can note the main features inherent in public policy:

- a large number of political actors - state and public. Actors are characterized by the initiation, development and implementation of policies for specific interests. Public policy covers public policy, as well as policies that can be implemented by non-governmental organizations, public structures, the private sector;
- interaction between them on the basis of parity, equality. It is through interaction that the connections and methods of policy implementation are manifested;
- coordination of interests, competition, struggle.

As the main result, we highlight the following theses:

- the phenomenon of "public policy" should be considered a systemic phenomenon, with the presence of structural units - elements of the system;
- using the systemic and elementary aspect of the systematic approach, it has been established that the main elements of public



policy are the subject, object and subject of public policy, connections between them, methods of policy implementation;

- the main characteristics of public policy are determined by a large number of subjects and the coordination of their interests. It is indicated that the subject of public policy is public interest;

- the subjects of public policy should be considered state (state institutions, enterprises) and public entities (public formations, political parties, business organizations);

- the public field is designated as a space in which public policy is carried out, its characteristics and indicators for measurement are indicated;

- the source of origin of public policy is public authority, whose activity can be considered a systemic phenomenon of the highest level;

- with the help of the system-functional aspect of the system approach, the main functions that public policy performs in the life of society are determined.

This study can serve as the basis for further scientific developments in the plane of various aspects of the systems approach, as well as push scientists to the possibility of using other elements of philosophical research, such as the method of abstraction, dialectical materialistic method and other methodological approaches to the phenomenon of "public policy".

It has been proved that a significant impact on the Europeanization of national systems of public administration activity is exerted by multifaceted and multi-level systems of external and internal factors, which include: European structural units and institutions, state and sectoral policies, norms of international legislation, the presence of socio-psychological artifacts, values, norms and rules, historical and cultural traditions, European integration practices of leading states. The basis of the influence on system genesis is determined by the principles of European integration, the processes affecting system genesis and the implementation of which is aimed at the formation of a common socio-economic space and is carried out in accordance with the principles of public democratic values. It is noted that in recent years the system genesis of public administration has been undergoing significant influences from European experiences in the direction of public administration production and the application of European standards in order to ensure the process of public administration.

An analysis of the leading foreign practices of public administration staffing revealed possible directions of system genesis as an integral process of the development of national public administration, will have a beneficial effect in the formation of effective staffing systems and

overcoming negative trends existing in our country, taking into account the peculiarities of the domestic society.

The staffing of public administration is determined by one of the formative factors in the system genesis of public administration. Revealed the direct dependence of the effectiveness and efficiency of public administration on its human resources. This, in a way, causes a significant impact on all spheres of life of the state, ensuring the well-being of all citizens, the formation of the international authority of the region. Having studied the issues related to staffing of state administrative activities, emphasis was placed on the fact that the stability and efficiency of the state apparatus is achieved by maintaining and improving the professionalism of personnel who have significant experience in serving in government bodies and does not depend on various approaches.

The basis of the system genesis of public administration activity in most countries is determined by a number of principles, among which should be called the democratization of the principles of production of public administration activity and the passage of public service; focus on ordinary citizens who are the customers of public service services, receive the whole range of public services; focusing on the final result; profitability of management activities; simplification of government. Systemogenesis serves as a vector for the development of public administration in our country and the key goal of its focus is to achieve such goals, are able to modernize foreign public administration, which will increase the efficiency of activities, introduce rational approaches to building a management structure, simplify management activities and democratize it, which, ultimately, will serve to achieve great goals.

Borrowing elements of a foreign organization of staffing, a number of provisions were taken into account. First of all, to begin with, it is advisable to carry out developments in order to develop programs for increasing professional competence and introduce them, taking into account national characteristics. Secondly, it is advisable to carry out legal regulation and financial and organizational support for their implementation. Thirdly, there should be a gradual experimental testing of various models of organizing staffing. And, finally, it is advisable to develop control mechanisms for the implementation processes and their results.

The allocation of socio-psychological features of the system genesis of state and administrative activity for the successful solution of the problems of European integration of Ukraine within the framework of its state and administrative, social and international aspects is due to the need to activate the human factor.

The study of various views shows that the key tasks that employees perform due to the introduced national European integration courses are endowed with a clearly defined systemic content and directions, because public expectations regarding their growth and effective implementation are taken into account.

Due to this, the socio-psychological readiness of civil servants is determined by a number of internal (own professional and personal needs, motivations and interests) and external (needs of society, the imperative system of public administration, European integration of political courses) factors that affect the system genesis of all spheres of public administration.

Taking into account the above, the newest approaches have been formed in accordance with which the system genesis of state-administrative activity is oriented in accordance with individualistic approaches, because it causes the formation of an individualistic culture and collectivism. In the presence of such conditions, the process of actualizing the issues of the psychological readiness of civil servants to perform their functional duties in the context of European integration, which is a system of value attitudes and motivation, the formation of goals of life and beliefs and the sense of the individual, takes place. Therefore, the social and psychological activity of employees is determined by the presence of internal (professional and personal needs, motivation and interest), as well as external (requirements of expectations from society, imperative system of public administration, eurointegration political courses) factors that significantly affect system genesis of state and administrative activity.

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