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SOME ASPECTS OF THE COMPLEX MECHANISM OF PUBLIC ADMINISTRATION OF CIVIL PROTECTION SERVICE SPECIALISTS' TRAINING

The complex mechanism of public administration of civil protection service specialists' training, which unites legal, organizational and financial-economic components, is considered in the current article.

Keywords: *complex mechanism of public administration of civil protection specialists' training, public administration, civil protection.*

Problem setting. Recently in Ukraine there has begun European integration, which provides transition to the constitutional, democratic and social state, in which much attention is paid to human rights, in particular his lives and safety ensuring. State Emergency Service of Ukraine (further – SES of Ukraine) has been created and functions exactly for performance of this purpose. Therefore productivity and efficiency of functioning of all service, in most cases, depends on people who work in SES of Ukraine, and their professional competence - from quality of their preparation.

Recent research and publications analysis. Such scientists as N. Ya. Vovchasta, S. N. Dombrovskaya, Ya. B. Zory, M. I. Kusy, M. I. Omelchenko, S. A. Osipenko, A.V. Podgayny, S. P. Poteryayko, A. V. Romin, V. P. Sadkovoy, V. A. Tishchenko, V. A. Shoyko, etc. were engaged in research of processes of civil protection specialists' training. It is necessary to

notice that not enough attention is paid to the complex mechanism in their scientific works by results of observation of their scientific researches concerning this perspective.

The paper aim is the analysis of features of formation of the public administration complex mechanism of the civil protection service specialists' training.

The paper main body. The system of civil protection service specialists' training includes many aspects, such as a standard-legal basis of preparation and competence of the faculty, organizational structure of all system in general, financial provision and others. Therefore it isn't enough to research legal, organizational and financial-economic mechanisms separately for improvement of all system as all of them are interconnected among themselves and give effective result, which is necessary for public administration system improvement in the sphere of civil protection service specialists' training in general, only in a case of their complex application. Proceeding from it, it is expedient to research the complex mechanism of public administration of civil protection service specialists' training consisting of legal, organizational and financial-economic components, which constantly are in unity and interrelation.

The legal component of the complex mechanism of public administration of civil protection service specialists' training consists in executive and administrative activity of system of subjects, who were urged to coordinate the activity of all links of SES of Ukraine, in particular educational institutions of protection system on the basis of laws and other normative-legal acts. The legal mechanism complex mechanism of public administration of civil protection service specialists' training provides regulation of legal relationship between subjects of educational activity within current standard-legal base and formation of new one. Examples of legal mechanism realization are the following: regulation of activity of higher educational institutions with specific conditions of training by licensing of their activity for the purpose of ensuring of appropriate quality of civil protection service specialists' training; creation of favorable conditions for formation of

modern material and technical resources base and also for formation of qualitative structure of the research and educational personnel in institutions of Ukrainian SES system; tax stimulation of higher education institution activity; creation of the corresponding standard-legal base in system of civil protection service specialists' training etc [1.a.i.1].

The subsystem of legal methods defines and regulates the legal space of the higher education and its subjects' activity by laws. It is known that the educational state policy is purposeful activities of government bodies for ensuring of everyone's right of for education. It is reached thanks to ensuring of educational system functioning and development of the relation in the sphere of higher education as object of public administration of nation-wide level. The state realizes the following functions.

1. Target - consists in definition of the purposes, priorities and main directions of higher education sphere development.

2. Stimulating - provides formation of regulators of higher education institutions activity influence of and stimulates processes in the direction wished for the state and society.

3. Standard (regulating) - defines certain rules by laws, acts and standards, and also carries out monitoring and gives an assessment of their embodiment to practical activities.

4. Correcting - allows to make certain amendments to basic regulating documents concerning organization of educational services providing and financial resources distribution according to quantity of higher educational institutions and their infrastructures.

5. Social - provides social protection and social guarantees from the state to all sectors of society concerning opportunity to provide and receive higher education.

6. Controlling - provides the state supervision and control over observance of precepts of law and standards' implementation and performance [1.a.i.2].

The process of interaction of subject and object of public administration of civil protection service specialists' training is the basis of organizational component, in which authorities (Supreme Soviet, President and the Cabinet of Ministers) are the subject of public administration of civil protection service specialists' training. They directly or indirectly carry out functions of planning, organization, motivation and control in volumes corresponding to object's subordination degree and its form of ownership. Object of public administration in this case are research and educational institutions which carry out training of future workers of SES of Ukraine [1.a.i.3].

The question what components do public administration organizational mechanism includes exactly is disputable. Scientist A. A. Trush considers that this mechanism includes a set various on their nature concrete processes and actions, which cause formation and improvement of interrelations between components in administration mechanism and provide the organization of regulation and management in interests of government and also effective activity of the state-administrative system [1.a.i.4]. That is he considers the organizational mechanism as the tool for influence on state-administrative system. Authors N. R. Nizhnik and O. A. Mashkov, in turn, project this concept on managing subjects and organization and claim that it is possible to refer the set of all rules and norms which interact in organization, and also all other processes which are carried out by organization for achievement of main purpose of activity to the organizational mechanism [1.a.i.4]. A. Fedorchak has generalized definitions of components of this mechanism in his treatment, having specified that this mechanism includes objects, subjects of public administration, their purpose, tasks, functions, methods of management and organizational structures, and also results of their functioning [1.a.i.6].

If to summarize opinions of scientists, it is possible to consider as components of any mechanism, including organizational, the following ones: purposes, elements of object, their communication, influence methods, resources, institutions and bodies (subject), principles, structure of bodies, information,

technical means, that is all that makes administration system. Some definitions stated above and also its purposeful action in the direction of public, group and personal interests' coordination specify on the proximity to administration system. It is about functioning of administration system in a broad sense - a set of subject and object almost in all treatments which were analyzed. N. M. Meltyukhova in her monograph considers that interpretation of the concept "mechanism" is very close to the concept "technology" recognizing that it includes subject of activity, purpose, means (levers, incentives, laws, restrictions), conditions (resources, social and institutional capacity), sequence of actions, objects of influence, principles and regularities. The scientist considers that their content is almost identical, but they concern administrative actions of various complexity levels. For rather simple processes of N. M. Meltyukhova advises to use the concept "technology" (information processing, personnel training, planning, organization, motivation, etc.), for more difficult and large-scale processes it is necessary to use concept "mechanism" (interactions of public authorities and local governments, realization of economic or social functions by the state, coordination of the state and local interests, etc.). Proceeding from it, the scientist considers the administration mechanism of management as set of certain technological processes, which can also be various on the level of actions' specification. The scientist pays much attention to the relations with consumers of services in realization of state and administrative functions: "communication of public administration subject with services' users has to be not only through the branch enterprises and institutions, and directly that the last protect first of all own corporate interests, which not always coincide with consumers' interests. During organization function performance participation of consumers, who will help to make this process more rational and purposeful is expedient too. It concerns control function, users can provide the most exact estimations of services' quality". N. M. Meltyukhova considers that such approach to consideration of public administration subject and object interaction is the basis for creation of effective mechanisms, which functioning will provide productive development of "State" system [1.a.i.71.a.i.7].

The sources of financing of actions in the sphere of civil protection are the basis of financial-economic component. Such sources are presented in the form of state and local budget, funds of the organizations, reserve funds, investments, credits, financial assets of charitable and other public organizations are a basis for a financial and economic component. This component also includes state programs and purchases, state investments etc. The financial-economic mechanism is one of the central mechanisms of realization of state policy in the sphere of civil protection service specialists' training of Ukraine. Problems of civil protection sphere financing of remain insufficiently investigated today despite extreme and practical importance. Scientists open essence of the financial-economic mechanism in domestic and foreign literature differently. However, most of scientists use this concept near other economic categories. Therefore we consider expedient treatment of this definition more detail through the substantial and structural analysis of such concepts as economic mechanism, financial mechanism, finance, financing, management. The term "finance" is standard, most often it is treated as system of economic relations between state, legal entities and individuals, and also between the certain states, international economic institutes and organizations on accumulation and use of money on the basis of gross domestic product and national income distribution and redistribution [1.a.i.8]. The role and value of finance in the economic relations of society depends on monetary relations, however financial interrelations express not all monetary relations. Finance differs from money as according to the contents, so on functions which they carry out. The providing of financial resources, which is necessary for enterprises, organizations, and also various economic programs and types of economic activity, buildings and objects, under construction is understood as "financing" in science. Therefore today this concept is gradually transformed to "financial security". Most of scientists, who consider that the word "providing" is necessary in such context, now operate with this category. In Ukrainian the word "provide" means to deliver something in necessary volume, to guarantee, to protect, to create conditions for implementation of something, to protect someone or something from danger, etc.

[1.a.i.9]. The term “providing” is treated as action or performance of something that can serve as a guarantee of this or that process in the field of public administration. Scientists indicate on concrete qualitative aspect in such a case. So they mean set of tools, conditions and actions which, in turn, guarantee normal passing of administrative processes [1.a.i.10].

I. Zyatkovsky interprets the concept “financial security” as system of sources and forms of financing of society social and economic spheres development. He says that it is carried out in three forms: self-financing, crediting, budgetary appropriations. In turn, he defines self-financing as covering of expenses due to own financial assets, which is the defining form of financial security, though not the main one on specific weight. Crediting as an effective form of financial security, defines covering of part of expenses by means of borrowed funds, which is carried out in forms of the commercial and bank credits. The efficiency is provided with installation of such principles of crediting, as recoverability, urgency, price availability, material security. Budgetary appropriations as a form of financial security are provided at the expense of the centralized state fund [1.a.i.11].

The approaches to definition of the “financial mechanism” concept essence were substantially and widely presented in work of I. Kolesov. The scientist has allocated the following basic approaches, which are used for formation and functioning of this mechanism.

System approach. It is based on the accounting of quantity and quality of internal and the external interconnected systems, dynamics of their change in time and space, identification and use of integrated system communications, which are the result of internal elements’ interaction.

Process approach. The basis of this approach is development of continuous and consecutive actions of financial management for realization of its basic functions focused on achievement of goals of enterprise on the basis of use of principles, functions and methods within financial resources.

Integrated approach. It provides use of several approaches providing the uniform operating cycle for all levels of financial mechanism functioning at the same time.

Program and target approach. This approach assumes formation of management influence through development and implementation of target programs of enterprise's development for achievement of operational, tactical and strategic purposes of its functioning.

Criteria approach. This approach assumes creation of own estimated criteria for enterprise, its separate organizations-participants and their special structural divisions for the purpose of estimation and stimulation of activity, and also system of joint criteria for financial mechanism functioning.

Integrated approach. This approach includes all above-mentioned approaches with the purpose of formation and effective functioning of financial mechanism allowing synthesizing these approaches in uniform model [1.a.i.12].

In our opinion, it is expedient to apply system approach to definition of the term "financial and economic management mechanism" as it allows investigation of mechanism as complete set of elements and subsystems in total and also relations and communications between them. State and local budget, funds of organizations, reserve funds, investments, credits, financial assets of charitable and other public organizations are the sources of financing of actions in the sphere of civil protection. A. Chubenko notes in the monograph, that financial relations connected with providing of civil protection system with monetary and material resources exist only in the form of legal relationship, always have integrity, systemacity and formal definiteness connected with fact that they regulate accurately certain communications, which appear between object and subjects. The scientist specifies that on the one hand, the participants of the specified legal relationship are subjects who represent interests of the state in the sphere of public finances, in particular Verkhovna Rada of Ukraine, the Cabinet of Ministers of Ukraine, Ministry of Finance of Ukraine, State Treasury Service of Ukraine, National Bank of Ukraine, etc. and on the other side - the authorities, which are the

part of uniform state civil protection system and directly participate in mobilization and use of financial resources of appropriate authorities budgets [1.a.i.13]. In our case, higher educational institutions of SES of Ukraine have the mediated relation to Uniform state system of civil protection of Ukraine therefore the main source of financing is the state budget of SES of Ukraine. Financing of higher education institutions of SES of Ukraine in full including persons of private and commanding structure of civil protection service, as a part of Ministry of Education and Science of Ukraine, isn't provided by the current legislation [1.a.i.14].

V. Bakumenko in his education guidance inclines to an integrated approach to legal regulation of activity in certain spheres, branches or on nation-wide, regional and local problems in the form of systems of interconnected and complementary standard and legal documents forming the integrated legal framework of this activity and which he defined as problem-oriented standard-legal bases. The reason of that standard-legal bases work today in various problem-oriented fields of activity, as a rule, don't correspond or only partially correspond to requirements of public life owing to certain shortcomings, internal contradictions and interaction of political, economic, social, humanitarian, ecological and other factors.

Conclusions of the research. The complex mechanism of public administration of civil protection service specialists' training has been formed. It is defined that process of improvement of system of Ukrainian SES specialists' training of must contain legal, organizational and financial-economic component, which constantly are in unity and interrelation.

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ДЕЯКІ АСПЕКТИ КОМПЛЕКСНОГО МЕХАНІЗМУ ДЕРЖАВНОГО УПРАВЛІННЯ ПІДГОТОВКОЮ ФАХІВЦІВ СЛУЖБИ ЦИВІЛЬНОГО ЗАХИСТУ

В даній статті розглядається комплексний механізм державного управління підготовкою фахівців служби цивільного захисту, який об'єднує в собі три складові, а саме: правову, організаційну та фінансово-економічну.

Ключові слова: *комплексний механізм державного управління підготовкою фахівців служби цивільного захисту, державне управління, цивільний захист.*