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PECULIARITIES OF IMPLEMENTATION BY STATE AUTHORITIES OF STATE POLICY IN THE SPHERE OF CULTURE AT THE REGIONAL LEVEL

Abstract. Culture as an independent sphere of cultural construction comprehends a wide range of state and public bodies, enterprises, institutions, organizations. The priority directions of the development of the sphere of culture are determined by target nationwide programs. Today the sphere of culture in Ukraine requires not only an increase in budget funding, but also a significant improvement in the efficiency of processes. National policy at the regional level aims to create conditions for increasing the competitiveness of regions as a basis for their dynamic development and eliminating significant interregional differ-

ences. In general, cultural organizations, as a rule, are not able to cover the costs required for one consumer from the income received from him.

Organizations in the cultural sphere operate in the absence of competition, which causes the risk of reducing the quality of the services offered. It should be understood that due to the specifics of the functioning of the cultural sphere, many processes in it proceed spontaneously, are outside the limits of state regulation, relying on the laws of social self-organization of people. At the same time, some aspects of cultural activity are fully subject to state regulation and management, and are in dire need of external stimulation.

In this regard, within the framework of public administration of the cultural sphere, a disharmony arises between the desire of public authorities to administer cultural activity, its excessive regulation and deregulation, democratization, which is aimed at non-governmental organizations, many creative teams and creative workers. A regional cultural project is a fundamentally important form of self-expression and self-realization.

Keywords: state power, state policy, the sphere of culture, the sphere of culture, management systems.

ОСОБЛИВОСТІ РЕАЛІЗАЦІЇ ОРГАНАМИ ДЕРЖАВНОЇ ВЛАДИ ДЕРЖАВНОЇ ПОЛІТИКИ В СФЕРІ КУЛЬТУРИ НА РЕГІОНАЛЬНОМУ РІВНІ

Анотація. Культура як незалежна сфера культурного будівництва досягає широке коло державних і громадських органів, підприємств, установ, організацій. Пріоритетні напрями розвитку сфери культури окреслюються цільовими загальнодержавними програмами. Сьогодні сфера культури в Україні вимагає не тільки збільшення бюджетного фінансування, а ще й суттєве покращення ефективності процесів. Національна політика на регіональному рівні має на меті створити умови для підвищення конкурентоспроможності регіонів як основи для їх динамічного розвитку та усунення значних міжрегіональних відмінностей. Загалом, організації сфери культури, як правило, не в змозі покривати витрати, які потрібні на одного споживача, за рахунок доходів, отриманих від нього.

Організації сфери культури функціонують в умовах відсутності конкуренції, що викликає ризик зниження якості пропонованих сервісів. Потрібно розуміти, що в силу специфіки функціонування сфери культури багато процесів у ній протікають стихійно, знаходяться поза межами державного регулювання, спираючись на закони соціальної самоорганізації людей. Водночас деякі аспекти культурної діяльності цілком підлягають державному регулюванню і управлінню, гостро потребують зовнішнього стимулювання.

У зв'язку з цим у межах державного управління сфери культури виникає дисгармонія між прагненням органів державної влади до адміністрування культурної діяльності, її зайвої регламентації і дерегулюванням, демократизації, на яку орієнтовані неурядові організації, багато творчих колективів

і творчі працівники. Регіональний культурний проект є принципово важливою формою самовираження та самореалізації.

Ключові слова: державна влада, державна політика, сфера культури, системи управління.

ОСОБЕННОСТИ РЕАЛИЗАЦИИ ОРГАНАМИ ГОСУДАРСТВЕННОЙ ВЛАСТИ ГОСУДАРСТВЕННОЙ ПОЛИТИКИ В СФЕРЕ КУЛЬТУРЫ НА РЕГИОНАЛЬНОМ УРОВНЕ

Аннотация. Культура как независимая сфера культурного строительства охватывает широкий круг государственных и общественных органов, предприятий, учреждений, организаций. Приоритетные направления развития сферы культуры определяются целевыми общегосударственными программами. Сегодня сфера культуры в Украине требует не только увеличения бюджетного финансирования, но и существенного улучшения эффективности процессов. Национальная политика на региональном уровне имеет целью создать условия для повышения конкурентоспособности регионов как основы для их динамичного развития и устранения значительных межрегиональных различий. В целом, организации сферы культуры, как правило, не в состоянии покрывать расходы, необходимые на одного потребителя, за счет доходов, полученных от него.

Организации сферы культуры функционируют в условиях отсутствия конкуренции, что вызывает риск снижения качества предлагаемых сервисов. Нужно понимать, что в силу специфики функционирования сферы культуры многие процессы в ней протекают стихийно, находятся за пределами государственного регулирования, опираясь на законы социальной самоорганизации людей. В то же время, некоторые аспекты культурной деятельности вполне подлежат государственному регулированию и управлению, остро нуждаются во внешнем стимулировании.

В связи с этим, в рамках государственного управления сферы культуры возникает дисгармония между стремлением органов государственной власти к администрированию культурной деятельности, ее излишней регламентацией и дерегулированием, демократизацией, на которую ориентированы неправительственные организации, много творческих коллективов и творческие работники. Региональный культурный проект является принципиально важной формой самовыражения и самореализации.

Ключевые слова: государственная власть, государственная политика, сфера культуры, системы управления.

Formulation of the problem. The state cultural policy acquires special significance given the urgent need to reduce the administration of cultural processes at various levels, to create a model of effective interaction in the de-

velopment of regions between the center and local elites.

Analysis of recent research and publications. Ukrainian and foreign researchers paid attention to the problems of cultural development of society in different historical periods, in particular: M. Castells, C. Landry, F. Matarasso, A. Perotti, V. Bibler, M. Kagan, S. Krymskyi, M. Mamardashvili, and Mole, A. Flier.

Some theoretical aspects of the functioning of culture are considered by E. Baller, J. Lally, K. Mannheim, P. Sorokin and others.

Theoretical and methodological foundations and definitions of certain aspects of state regulation of the cultural sphere are contained in the works of domestic and foreign scientists: V. Andrushchenko, V. Bakumenko, A. Batishchev, I. Voronov, L. Vostryakov, A. Grytsenko, L. Guberskyi, D. Dzvinchuk, V. Dzož, I. Dziuba, S. Drozhzhina, A. Zadykhailo, S. Zdioruk, V. Karlova, M. Kiryushka, S. Kindzerskyi, A. Lazora, P. Nadolishnyi, P. Petrovskyi, M. Poplavskyi, M. Proskurina, A. Svidzinskyi, V. Tertichkyi, S. Chukut and others, who played an important role in the formation of the concept of this graduation work.

The research hypothesis is based on the assumption that a holistic study of the essence and features of the implementation of state policy in the field of culture in modern conditions will determine the main directions of its optimization, means and mechanisms of implementation, adequate to the processes and trends observed in the cultural life of Ukrainian society.

The aim of the study is to determine and scientifically substantiate the main

directions of state policy in the field of culture on the basis of a system analysis and the peculiarities of its implementation on the example of oblast Ivano-Frankivska.

For the purpose of the study, the following tasks are defined:

- to analyze the legal framework for the implementation of the state policy in the field of culture (hereinafter referred to as DPSK) in Ukraine;

- to substantiate the theoretical foundations of the modern paradigm of public administration in the field of culture;

- to analyze the institutional prerequisites for the implementation of the DPSK in the context of decentralization changes;

- Determine the organizational and legal mechanism for the implementation of the DPSK at the regional level;

- to reveal the socio-economic potential for the implementation of the effective implementation of DPSK in oblast Ivano-Frankivska;

- to analyze the state of realization of social and cultural identity in society;

- to identify the possibilities of applying the features of the models and approaches of world cultural policy in domestic practice;

The object of the research is the state policy in the sphere of culture in Ukraine.

The subject of the research is the features and ways of implementing the state policy in the field of culture in the oblast Ivano-Frankivska.

Research methods. To solve the set research tasks, the following cognition methods were used:

- analysis and synthesis — to substantiate the need and disclose the es-

sence of the implementation of state policy in the field of culture, as well as to examine the modern legal and regulatory framework of Ukraine, which regulates the functioning of this area;

- economic and statistical analysis – to determine trends in the development of the cultural sphere of Ukraine and study its current state at the regional level;

- logical and historical – to analyze the development of the concepts of “state policy”, “sphere of culture” in scientific works on public administration, history of culture, cultural studies, management, philosophy;

- structural and functional – to study the organizational structure of governing bodies in the sphere of culture; comparative analysis – to compare the characteristics of the cultural policy of Spain, Italy, France and Germany.

Presentation of the main material.

Culture as an independent sphere of cultural construction comprehends a wide range of state and public bodies, enterprises, institutions, organizations and institutions of the SC.

The foundations of the current Ukrainian legislation establish the legal, economic, social and organizational foundations for the development of the cultural sphere (hereinafter referred to as SC) in Ukraine, regulate relations in the field of creation, dissemination, protection and use of cultural values and are aimed at:

- the introduction of the sovereign rights of Ukraine in the SC;

- revival and prosperity of the culture of the Ukrainian nation and the cultures of national minorities living in Ukraine;

- ensuring creative freedom, unhindered decomposition of cultural processes.

The priority directions of development of the middle class are determined by target nationwide programs that are approved by the Verkhovna Rada of Ukraine (Art. 85 of the Constitution of Ukraine) [1].

The implementation of the DPSK, legal, economic and social guarantees for its implementation, the system of social protection of cultural workers is expected by the Verkhovna Rada of Ukraine. The executive bodies ensure the implementation of cultural policy; with the participation of public associations, consider and finance national programs to improve the development of culture; create conditions for the revival and development of the culture of Ukrainian society, the cultures of national minorities living on the territory of Ukraine, etc. [1, art. 42].

The main directions of DPSK depend on the realities of the socio-economic life of the country, as well as the solution of problems.

The study of the current state of cultural development in Ukraine allows us to attribute to the main tasks:

- a) ensuring an adequate level of funding for the SC;

- b) creation of a legal framework in the field of culture that meets the needs of the modern world;

- c) protection of cultural heritage;

- d) increasing the role and prestige of the profession of a cultural worker [2, art. 256–257].

The main trends in the development of modern SC in Ukrainian society are most often called:

- deepening the integration of national culture with European and world spatial culture;
- limiting state participation in supporting SC in market and economic conditions;
- increasing gap in the level of cultural development between individual regions of the state [3].

The disadvantages include:

- financing on a residual basis;
- lack of awareness of the importance of the IC at the level of strategic management;
- the declarative nature of the legislative framework, and the protection of the national and cultural space in the context of globalization is noted as problems;
- conceptual and programmatic uncertainty of cultural policy at different levels of government;
- non-uniformity of procedures for providing cultural services;
- low level of material and technical and personnel support, etc. [4].

In Ukrainian realities, it is recommended to use elements of existing management systems, with the “American” – tax incentives for individuals and corporations that support culture, tax incentives for non-profit art organizations, actions, individual artists, with the “British” – to increase spending on culture in state budgets from “French” – control of state structures in the process of allocating and distributing funds, with the help of local authorities [5].

The choice of strategic mechanisms for the management of a SC through an analysis of the impact on the economic and social results of a SC of the external and internal environment

should be based on the principle of concretizing the object and establishing a mechanism for the influence of the aggregate conditions of influence on the results of its functioning in the long term.

The main goal of this principle is to accurately take into account the sectoral properties of cultural organizations, the content and composition of the solved socio-economic problems, allows you to objectively establish the relationship between the socio-economic results of its activities and the characteristics of each individual element of the enterprise environment.

The influence of state bodies on the subject of management is manifested through the use of tax incentives, which are provided for by the state tax system, state funding, through the budget system and other legislatively defined forms, as well as the use of the possibilities of the institution of state property.

The main such influence is the recognition of legislative and rule-making activity, in which it finds practical application in public policy, thereby creating a close connection between this element of the environment of direct influence and the political environment, as an integral factor of indirect influence.

Considering the objective characteristics of the tasks of SC, which, as a rule, are mainly of a social nature, and the specifics of the activities of cultural institutions, as educational organizations and business entities that have a significantly non-commercial breed, it is worth noting that, for the vast majority of reasons, the activities of state bodies have a decisive influence on the results of their current activities and,

above all, the goals of this work, in the long term.

The state of affairs is evidenced, first of all, by the fact that the dominant form of ownership in most industries in a SC is the state form of ownership, and the main legal form of organizations is a united enterprise, therefore, we can say that executive authorities at different levels receive the right to directly participate in the management of such objects [6, art. 251].

Today, a SC in Ukraine requires not only an increase in budget funding, but also a significant improvement in the efficiency of processes by introducing strategic management methodology, entails a constant change in approaches to managing economic and social processes, as well as significant changes in the organization of activities of business entities and the industry as a whole.

The problematic nature of the management of strategic SC is primarily due to the fact that only the sphere itself is a multicomponent system, which includes a large number of different economic entities and relations between them, moreover, the culture of the state is multinational and consists of many subcultures and actively changes over time [7, art. 108].

Of course, the strategy for managing a SC should be combined with the only state strategy for socio-economic development, while closely interacting and complementing other strategies of the social block to ensure the processes of social integration in society and improve the quality of life of the local population.

The strategic goals of modern state policy require significant changes in the infrastructure of the middle class,

granting greater independence to state institutions, creating conditions for active interaction of the state, commercial and non-profit sectors with interests related to the development of culture [8, art. 5].

Having significant economic and intellectual potential, Ukraine as a whole, as well as the regions, in particular in terms of a comprehensive assessment of economic efficiency, living standards and environmental safety, as well as the competitiveness of business entities, lags far behind Western and Central European countries.

Uneven regional development and the standard of living of the local population create conditions for social tension in society, threaten the territorial integrity of the country, slow down the dynamics of socio-economic indicators, slow down market transformations and reduce their effectiveness.

Therefore, the national policy at the regional level aims to create conditions for increasing the competitiveness of regions as the basis for their dynamic development and eliminating significant interregional differences.

Determination of the priority goals and objectives of the implementation of the DPSK is not least associated with an adequate assessment and understanding of the main trends of post-industrial development, both on a global scale and at the regional level. The SC also regulates the life of society based on value preferences of cultural norms of behavior.

The aspect of governance plays a special role in public administration in a SC and in the conduct of the DKP, since it is at the state level that basic information about the cultural needs of

the local population is concentrated. As it seems now, taking into account the specifics of the totality of branches of SC, there is an obvious need for socio-economic reconstruction, the development of new approaches to organizing interaction between the state and society, and adjustment of management models.

In the modern DPSK in Ukraine, the tendency towards decentralization of the management of the SC is of primary importance. At the managerial level, this is reflected in the coordinated distribution of competencies between different levels of government. They are responsible for the development of new models for the implementation of DPSC, taking into account local socio-economic and cultural characteristics, cultural preferences of the population and united territorial communities. Therefore, the task of the government is to conduct national policy and coordinate the activities of different regions.

Decentralization in a SC also leads to the creation of other independent structures – the private and non-profit sectors. Today, public, national-cultural, religious, commercial and other structures are involved in the creation and implementation.

The main task of this work is aimed at studying the principles of implementing the state policy for the development of SC at the regional level and problems associated with the development of SC at the regional level. In the process of studying the foundations of the implementation of the DPSC at the regional level, it is important to take into account certain features that are inherent in cultural industries and affect their functioning in the modern world.

Rapid innovative development, a sharp increase in high-tech innovations, the introduction of advanced scientific and technological achievements leads to an increase in labor productivity in the economy, in many of its segments it reduces costs and prices.

In general, SC organizations, as a rule, are not able to cover the costs necessary for one consumer from the income received from him. It follows that cultural organizations, not least due to the performance of socially significant functions.

In contrast to the private benefits of using the services of cultural institutions are accompanied by externalities, not only people benefit from the use of cultural goods, but also other sectors of society. At the same time, there are cultural events where, for certain volumes of production, the marginal income exceeds the marginal costs and from this profit is generated [9, art. 173].

In particular, we are talking about additional commercial services within or based on the work of institutions of SC. These are the activities of cafes, restaurants, shops, stalls, special workshops, consultation and information centers, advertising projects, renting out certain areas. The economic assessment of such services is, in fact, similar to the assessment of the activities of commercial structures.

The activity of cultural institutions is also characterized by the presence of a monopoly on the local market. In most cases it is not economically viable to create, for example, several small theaters, art museums and concert halls in small towns. This is due, in part, to the fact that average costs will be higher

than marginal costs, which is a barrier to entering the local market.

That is, the organizations of a SC work in the absence of competition, causing the risk of reducing the quality of the services offered. It should be understood that due to the specificity of the functioning of a SC, many processes in it proceed spontaneously, are outside the boundaries of state regulation, relying on the laws of social self-organization of people. At the same time, some aspects of cultural activity are fully subject to state regulation and management, and are in dire need of external stimulation.

In this regard, within the framework of state management of SC, disharmony arises between the aspiration of state authorities to administer cultural activity, its excessive regulation and deregulation, democratization, which is aimed at non-governmental organizations, many creative teams and creative workers.

On the one hand, the direct participation of the state is very necessary, since many projects simply cannot be implemented without state assistance for economic, political, legal and other reasons.

On the other hand, excessive state interference can lead to the dependence of cultural activities on the authorities, political structures, changes in the content of cultural life, restriction of freedom of creativity and self-expression, and finally, to cultural degradation.

Accordingly, an urgent management task is to find the optimal balance between state participation in the activities of a SC and the presence of the most complete freedom of cultural creativity, independent of the political or ideological guidelines of the ruling

circles. After all, effective management of a SC is designed to create favorable organizational, legal and economic conditions for cultural activities.

In addition, one of the main issues in the management of SC at the regional level at present is the establishment of an optimal balance of market and non-market mechanisms. In a SC, organizations of various forms of ownership and legal status, both state and non-state, operate on various economic and legal grounds, private individuals.

SC is mainly characterized by multi-channel funding, in particular from the state budget, through the allocation of funds from public, including charitable organizations, business structures, patrons and sponsors. Of course, in a modern mixed economy, a model in which the state completely replaces market instruments is not an effective one. It is preferable when the state creates framework conditions for their influence, allowing sufficient freedom of market relations [9, art. 174].

Within the framework of public funding, the SC of its implementation can be estimated, project, program-targeted, and various combinations of these methods can also be used.

State assistance in financing SC helps to set prices at a level corresponding to the ability of consumers to pay for the services of SC institutions.

The participation of the state in the development of SC is also expressed in direct and indirect methods of regulation, the production of cultural services by public sector institutions, various benefits and subsidies.

The MCYS of Ukraine is engaged in the development of the basic principles of the state policy of the SC develop-

ment. The priority tasks of regional policy in the SK are:

- state support for the development of culture in all regions of Ukraine;
- implementation of regional strategies for cultural development;
- preservation and optimization of the basic network of cultural institutions;
- improving interaction with regional cultural bodies;
- support for the development of amateur art and traditional culture;
- assistance in the preservation and development of cultural infrastructure in rural areas and small towns [10].

An important role in the cultural development of regions, the establishment of cooperation between regions in the SC, an increase in the role of the Ukrainian language and Ukrainian-language cultural practices is played by the development of amateur art, the preservation and popularization of folk traditions. The implementation of these tasks is largely facilitated by cultural and artistic events held in various cities and regions of Ukraine with the financial support of the MCYS of Ukraine. As the best European experience shows, negative consequences are possible on the way to decentralization, the main ones of which may be:

- uncertainty by regional authorities of priorities in the provision of cultural services, especially to socially unprotected sections of the local population;
- insufficient capacity of local authorities to manage technical services;
- lack of interconnections between power structures of various levels;
- deterioration in the quality of services in the absence of a clear regulation system;

- imperfection of the reporting system for the implementation of national tasks;

- an increase in the likelihood of corruption [11 art. 150]. The implementation of the DPSK at the regional level is, on the one hand, an essential component of the strategy of social and cultural development of Ukraine, which is being implemented in accordance with the general objectives of the DKP; on the other hand, this policy acts as an independent sphere of project activity with the goal of comprehensive support and popularization of the cultural identity of each region, its historical monuments, language, religion, folklore, folk art, creating conditions for the development of the cultural life of this territorial community. SC is a multi-level system that is able to communicate with the population and state authorities, public organizations, business structures, and art associations. The SC has real opportunities for the citizens of the region to exercise their rights and civil liberties, solve cultural problems and improve social reality. A regional cultural project is a fundamentally important form of self-expression and self-realization. New socio-economic realities and the contradictory nature of reforms have restored project activities at the regional level as a means of improving sociocultural reality. Using the project potential of the SC at the regional level allows- develop and use the mechanisms of its self-development;

- to model and forecast the priority directions and types of cultural activities;

- to promote the use of the historical experience of people;

- to optimize the spiritual life of society;
- to create a favorable socio-cultural environment necessary for human development. It is in the united territorial community, the region that the development strategy of the SC is born, which takes into account the specific features of the territories themselves, their historical and cultural traditions, the interests and needs of various groups of the local population.

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