

Problems of Development of Interdisciplinary Field of Knowledge “Public Administration and Management” in Ukraine

Serhii Andreiev, Vitalii Kogutiuk, Ruslan Dymenko, Serhii Fediunin

Abstract: Scientific and applied problems as for development of field of knowledge and specialty “Public Administration and Management” legally implemented in Ukraine in 2015-2016 are observed in the article with using historic, logical and system approaches. It is found out that emergence of this field of knowledge is determined by active European integration policy of Ukraine’s leadership, transformation of state administration system into the system of public administration based on the European principles of public administration and democratic governance. Some thoughts about object and subject sphere, interdisciplinary nature and specifics of the field of knowledge “Public Administration and Management”, its links to other educational and scientific fields are substantiated. At the same time, the attention is focused on lack of a serious scientific-primarily theoretical and methodological-basis of the relevant specialty which is currently preparing specialists in the system of higher education, as the main conceptual and categorical apparatus that should promote the disclosure of content of education by this specialty is not yet established in science and education, as it is based on ideological cliches. The author defines and summarizes in several groups the main problems that accompany the process of development of field of knowledge and specialty “Public Administration and Management” in Ukraine in 2016-2018: theoretical and methodological problems, personnel problems, institutional problems, financial and economic problems, problems of ensuring the quality of education, problems related to employment of graduates are also being prognosed. It is proved the research position on expediency of filling the educational process with specialists training in the field “Public Administration and Management” with the state-administrated content that is rapidly eroded and leveled out in the relevant curricula and educational programs of higher education institutions licensed for the training of these specialists. It is stated that, while studying state as a complex social system, its authorities, mechanisms, etc., the achievements and possibilities of the field of science “State Administration” have been gradually depreciating and being unclaimed. It is grounded the proposal on the necessity for restoration of field of knowledge “State Administration” in Ukraine with a number of specialties of state-administrated orientation, with possibility of training by these specialties the applicants for higher education at its second (master’s) levels.

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Index Terms: field of knowledge, higher education, public management, science of state administration, state administration, specialty, public administration.

I. INTRODUCTION

Transformation processes in various spheres of public life, caused by active European integration policy, need effective management in all organizational and legal levels of the system of state administration.

In this regard, there is an urgency for skilled management personnel capable of achieving strategic goals and meeting the necessary tasks defined in the Association Agreement between Ukraine and the European Union [1], Strategy for reforming the state administration of Ukraine for 2016-2020 [2], and other legal acts defining the priorities and directions of the country's internal and external policies.

The initiating in Ukraine in April 2015 of specialty “Public Administration and Management” (hereinafter – PAM) [3], and in September 2016 the same field of knowledge [4], should be identified as a response from the educational system to the relevant public inquiry and public challenges.

However, shortly after the emergence of the specialty of PAM, it was determined the poor quality of education in this specialty at the official level. Thus, the Strategy for the Reform of the State Administration of Ukraine for 2016-2020 ascertains that the quality of education in the field of PAM does not correspond to the current goals and objectives of civil servants. Having a diploma in this specialty does not give real benefits in work or promotion. The existing system of qualifications for civil servants does not meet the available studying needs. Separately there are two institutions responsible for training, specialization, qualification of civil servants and the forming of a public order, – National Academy of Public Administration under the President of Ukraine (hereinafter – NAPA) and National Agency of Ukraine for Civil Service (hereinafter – the National Civil Service) [5]. Similar conclusions are given in the Concept of reforming the system of vocational training of civil servants, heads of local authorities, their first persons and executors, local self-government officials and deputies of local councils approved by the distribution of the Cabinet of Ministers of Ukraine (hereinafter - the CMU) from 01.12.2017 № 974-r [6].

The appearance of specialty and field of knowledge, mentioned above, at first glance, looks like an innovative solution for the national educational space, as it seems to enable higher education institutions to



prepare managerial staff for the state and, in part, for the private sector on the basis of an interdisciplinary approach and competitive principles by using the advanced knowledge and technology in public administration, management, political science, economics, law, etc.

However, the cancellation in Ukraine (April 2015) of the unique field of knowledge “State Administration” and “State Service”, whereby training of personnel for public authorities and local self-government bodies took place in Ukraine for more than a decade, lack of effective instruments of the assessment of the quality of education in the field of PAM, as well as the liberalization of the state services market in higher education, serve as the basis for the assumption for, at least, discussion and insufficient elaboration of this innovation.

II. LITERATURE REVIEW

Theoretical and methodological principles of the field of knowledge "State Administration", which can be considered as a precursor to the educational field PAM, with sufficient completeness highlighted by variety of foreign and domestic scientists.

The theoretical bases for the emergence in Ukraine of the field of knowledge PAM began to be purposefully formed from 2010, when the first systematic publication of terms for state administration was appeared – "Encyclopedic Dictionary of State Administration" [7]. This source has found the place for defining such terms as "administration", "governance", "public management", "public governance", "public administration".

The following year was published a fundamental source for state-managerial science and education - the Public Administration Encyclopedia in eight volumes [8], where the content of these terms and concepts is substantially expanded much more thoroughly as well as a number of modern Western concepts of state and public administration, including concepts: "New Public Management", "Good Governance", "Network Governance", "Service State".

For the development of the field of knowledge PAM the considerable importance has the scientific developments of the Institute for Problems of Public Administration and Local Government of the NAPA, the vast majority of the results of which today do not lose their relevance, but remain unclaimed [9], [10].

An important contribution to the development of the ideas of public administration and democratic governance in Ukraine, as well as the theoretical substantiation of the proposals regarding to the content and structure of the specialty of PAM, in particular, belongs to the doctor of philosophical sciences A. Kolodiy. She paid great attention to the concept of a new public governance in Western management and political science [11], also to the synthesis of foreign experience in training specialists in the field of PAM and the identification of possible directions for its use in Ukrainian conditions [12].

Besides A. Kolodiy, such doctors of science in public administration, as I. Grytsiak [13] and M. Lahyza also made a significant contribution for the implementation of the European experience of public administration and management in the national science and practice of state administration [14], [15].

A considerable quantity of scientific articles of Ukrainian scholars are devoted to etymology, analysis of the content and comparison of the concepts of "state administration", "public administration", "social administration", "public management", etc., as well as promotion of ideas of public administration and management as an unquestionable new model of state administration in Ukraine [16], [17]. The paper by Russian specialists O. Glushakova and Ya. Vaysberg on the essence, content and semantic relation of the concepts of "state administration", "social management", "public management" [18] also matters of scientific interest.

Among the recent publications, which reveals the role of the field of knowledge PAM in the professionalization of the civil service, and justifies interesting thoughts about its structure and content, it should be noted the monograph of K. Vaschenko, Doctor of Political Science [19].

A. Identification of previously unsettled parts of the general problem

Recognizing the obvious scientific contributions of our colleagues to the study of issues concerning the latest concepts of state administration, the corresponding conceptual apparatus, the content and structure of the specialty of PAM, we have to mention a number of gaps.

The existing scientific results, although they contribute somewhat to the understanding of the content of the field of knowledge PAM, in reality, does not give exhaustive answers to the questions concerning with the nature and specificity, that indicates the blurriness of this educational branch and complicates the clear separation of its subject field and conceptual apparatus from related branches of social science (law, economics, political science, sociology, etc.).

In most scientific papers, the introduction of the field of knowledge and specialty of PAM in Ukraine is assessed superficially and exclusively in positive way. At the same time, in our opinion, there is a lack of objective assessments with critically analyzing of this decision and forecasting of its possible social consequences.

The purpose of the article is to identify and generalize some of the methodological, legal and organizational problems regarding the formation and development of the field of knowledge PAM for the period of its existence in Ukraine (2016-2018).

III. METHODOLOGY AND RESEARCH METHODS

Realizing the complexity and comprehensive nature of the purpose, the authors used set of interrelated scientific approaches– the historical, logical and systemic – to solve it.

IV. RESULTS

The Law of Ukraine "On Higher Education" from 01.07.2014 defines the term "branch of knowledge" as the main subject area of education and science, which includes a group of related specialties, for which the professional training is carried out [20]. According to the analysis of this definition we can conclude, that any branch of knowledge is a certain form of combination, the integration of education and science.



The chronology of formation of the field of knowledge of specialties, that were part of this field of knowledge and its PAM in Ukraine, with the introduction of educational predecessors, is given in the Table 1.

Table 1: Chronology of formation of the field of knowledge "Public administration and management" (May 1997 - December 2018)

Year	Number and name of on-line training (or field of knowledge)	Codes and titles of specialties that were part of the respective training field (or field of knowledge)	R & D training (or educational degrees)	Legal basis
2016 –now	28 Public administration and management (branch of knowledge)	281 Public administration and management	bachelor, master	Decision of CMU dated 27.09.2016 No. 674 [5]
2015	07 Administration and management (branch of knowledge)	071 Accounting and taxation 072 Finance, Banking and Insurance 073 Management 074 Public administration and management 075 Marketing 076 Entrepreneurship, trade and stock-taking activity	bachelor, master	Decision of CMU dated 29.04.2015 No. 266 [3]
2011	1501 State administration*** (branch of knowledge)	8.15010001 State administration 8.15010002 Civil service 8.15010003 Management of social development 8.15010004 Public administration in the field of national security 8.15010005 Public administration in the field of education 8.15010006 Public health management 8.15010007 Public Policy and Management 8.15010008 Public Administration 8.15010009 Local Government 8.15010010 Regional Management 8.15010011 Electronic Governance 8.15010012 Parliamentarism and parliamentary activities	master	Decision of CMU dated 17.03.2011 No. 267 [21]
2010	1501 State administration *** (branch of knowledge)	8.15010001 Public governance 8.15010002 Management of social development 8.15010003 Public administration (by branch) 8.15010004 Regional Management 8.15010005 Civil service 8.15010006 Public administration in the field of national security 8.15010007 Public Policy and Management 8.15010008 Local Government 8.15010009 Electronic Governance 8.15010010 Parliamentarism and parliamentary activities	master	Decision of CMU dated 27.08.2010 No. 787 [20]
2010	1501 State administration (direction of training)	8.150000 State administration 8.150101 Civil service 8.150102 Management of social development 8.150103 Public administration in the field of national security 8.150104 Public administration in the field of education 8.150105 Public administration in the field of health protection 8.150106 Public Policy and Management 8.150107 Public Administration. 8.150108 Local Self-Government 8.150109 Regional Management 8.150110 Electronic Governance 8.150111 Parliamentarism and parliamentary activities	master	The order of the Ministry of Education and Science of Ukraine dated 21.04.2010 No. 351 [22]

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2009	1501 State administration (direction of training)	8.150000 State administration. 8.150101 Civil service 8.150102 Management of social development 8.150103 Public administration in the field of national security 8150104 Public administration in the field of education 8.150105 Public administration in the field of public health 8.150106 Public policy and management 8150107 Public Administration 8.150108 Local Government 8.150109 Regional Office 8.150110 Electronic Governmental	master	The order of the Ministry of Education and Science of Ukraine dated 24.03. 2009 No. 268 [23]
2008	1501 State administration (direction of training)	8.150000 State administration. 8.150101 Civil service 8.150102 Management of social development 8.150103 Public administration in the field of national security 8150104 Public administration in the field of education 8.150105 Public administration in the field of public health 8.150106 Public policy and management 8150107 Public Administration 8.150108 Local Self-Government 8.150109 Regional Department	master	The order of the Ministry of Education and Science of Ukraine dated 05.05. 2008 No. 374 [24]
2005	1501 Public Administration (direction of training)	8.150000 State administration. 8.150101 Civil service 8.150102 Master of Social Development	master	The order of the Ministry of Education and Science of Ukraine dated 16.06. 2005 No. 363 [25]
1997	Introduced section "State administration"	8.150000 State administration	master	Decision of CMU dated 24.05. 1997 No. 07 [26]

As you can see from the information given in Table 1, the educational predecessor of the field of knowledge and specialty PAM should be considered the training direction and the specialty "State Administration", which was introduced in May 1997 [27].

Between March 2011 and April 2015, the structure of the field of knowledge 1501 "State Administration" remained unchanged and included twelve specialties, in particular: "State Administration", "State Service", "State Administration in the field of national security", "State administration in the field of education", "State administration in the field of health care " (watch Table 1 for more details).

On April 24 in 2015 CMU, guided by the new Law of Ukraine "On Higher Education", adopted a resolution 266, which approved the list of branches of knowledge and specialties, which prepares the applicants for higher education (hereinafter - List of branches of knowledge and specialties) [3].

The above-mentioned legal act entailed a number of rather ambiguous consequences for science, education and practice of state administration in Ukraine, which will eventually have to be more fully realized.

Firstly, the field of knowledge 1501 "State Administration", and therefore all the specialties, that were part of it, was completely abolished.

Secondly, in this way, the previous, we can say, state oriented logic of the development of the field of knowledge "State Administration" during the period from 1997 to 2015, was broken by its extension through the inclusion of new

specialties, with the preserving the unquestioning decisive role of the specialty "State Administration".

Thirdly, a new branch of knowledge 07 "Administration and management" was introduced, consisting of six specialties, including the specialty 074 of the PAM (previously in the List of specialties dated August 27, 2010 No. 787 contained a branch of knowledge 0306 "Management and Administration", which was part of the section "Social Sciences, Business and Law").

The point of reference for the institutionalization of the PAM as an independent branch of knowledge should be considered the date 27th of September in 2016, when the CMU by the decision No. 674, that amended the List of branches of knowledge and specialties by supplementing it with the positions: the branch of knowledge 28 PAM and the specialty 281 PUA [27]. Thus, from this date a new field of knowledge appeared in Ukraine - PAM, which contains the only one specialty (but not a group of related specialties as provided by the Law of Ukraine "On Higher Education" currently in force).

Interesting is the fact, that since the launching of the field of knowledge 28 PAM (27.09.2016) till this day the List of branches of knowledge and specialties includes the similar in name field of knowledge 07 "Administration and management", which includes purely economic specialties.

After the appearance in Ukraine of the field of knowledge 28 PAM the institutions of higher education, which received the right to prepare bachelors and masters in the appropriate specialty, actually found themselves in a situation of theoretical, methodological



and legal vacuum, because this educational branch, first of all, had no solid scientific background the foundation, and, secondly, was not provided with the relevant state educational standards.

From the scientific point of view, PAM cannot be an adequate *surrogate* for the field of knowledge and practical studies of "State Administration", because on the conceptual and terminological level it does not reflect the real processes of public participation in the formation and functioning of the system of state authorities in the country. Public administration can be considered only as a qualitative feature of the system of state administration, bearing in mind that the political public nature of the state power is recognizing as one of the conceptual features of the state **Error! Reference source not found.**28, p. 122].

Therefore, the PAM is more likely to be an ideologue, aimed at manipulating the consciousness of a wide range of subjects: civil servants, officials of local self-government bodies, scientific and pedagogical workers, persons studying in the appropriate specialty in institutions of higher education, population of the country. That is, the field of knowledge PAM and the same named specialty are the conjuncture educational direction, built on ideological clichés.

In support of these inferences, we will give the opinions of the authoritative scholars in our country, the co-authors of the textbook "State Administration" (2012), which, in our opinion, sufficiently identified the risks and threats posed by postmodern concepts and approaches to the management of society (to which, undoubtedly, also belongs PAM): "Postmodernism has become a new philosophy of building of the organizational structures, governance and management, and has made a significant contribution to the use in state administration of such instruments as myth, fear, chaos, manipulation, and has formed optimistic attitude toward chaos (that rejects classical management) as the variety of opportunities. At the same time, such "chaotic optimism" can have very dangerous consequences: the destruction of the management system, the loss of capabilities, reverse development, etc. Worldview imperatives, on which the postmodern society management system is based, although are purely rational, but reject the principle of systematic organization, integrity and structural ordering of society" [29].

The legal vacuum was first of all in the absence of a normatively defined conceptual and terminological apparatus in the field PAM, since national legislation does not yet contain definitions of basic terms and concepts (with the exception of the concept of "public service" [30]).

Also, the problem of the inconsistency of the name of the field of knowledge and the specialty PAM with the name of the current branch of science 25.00.00 "Public administration" is still unresolved. Although it is obvious, that the process of preparation of higher education graduates for degrees of PhD and doctor of sciences in higher educational institutions (scientific institutions) on the specialty of PAM requires new passports of scientific specialties.

Another, equally important, component of the legal vacuum was the lack of standards for higher education in the specialty 281 PAM of the field of knowledge 28 PAM on the date of its

introduction. But which, according to the Part 2 of Art. 9, 10 of the Law of Ukraine "On Higher Education" should be developed for each level of higher education within each specialty [31]. The consequence of this situation was the development by higher education institutions of educational and professional (educational-scientific) programs for the preparation of bachelors and masters of this specialty, as well as curricula at their own discretion.

The standard of higher education in the specialty 281 PAM of the field of knowledge 28 PAM for the first (Bachelor) level of higher education, approved by the order of the Ministry of Education and Science of Ukraine from October 29, 2018, No. 1172 [32], and the standard of higher education in this specialty for the second (Master's) higher education level as on December 18th in 2018 was on a professional and methodical examination according to the information of this ministry.

A favorable opinion, which accurately reflects the current situation with the quality of the standard of higher education by the corresponding specialty for the first (Bachelor) level, was already expressed "... Today, from the list of documents, that define the standards and program for the preparation of masters of public administration, it is virtually impossible to understand, what is meant by "public administration" ("public administration" is recognized as the part of the society that studies in the society, which studies ..."), and also what is the difference between "public administration", "public governance" and "public management", between the master of state administration and the master of public administration ..." **Error! Reference source not found.**14, p. 43].

Both of the above-mentioned gaps (theoretical-methodological and legal vacuum) in aggregate made it impossible for all participants in the educational process to understand clearly and unified the nature and content of specialty 281 PAM.

Maybe the only normative guideline for the development of educational programs and curricula for the preparation of masters of the specialty of PAM is the provision of Clause 6 of the Regulation on the system of training, specialization and professional development of civil servants, heads of local state administrations, their first deputies and deputies, officials of local self-government, approved by the decision of the Cabinet of Ministers of Ukraine from July 7th in 2010 No. 564. It stipulates that the preparation of masters of PAM is carried out through educational and professional programs and provides for the development of legal, economic, political, managerial, social and humanitarian, psychological and pedagogical, professional and other necessary knowledge for regulatory, organizational, administrative and advisory support of the bodies, which activity is regulated by the Laws of Ukraine "On Civil Service", "On Local State Administrations" and "On Service in Local Self-Government Bodies" [33].

Unlike existing scientific works and educational sources on state administration issues, in which the essence, task, social purpose and the integral nature of state-management science and education are described comprehensively in details, the question concerned with the content and the nature of

the field of knowledge PAM are shown fragmentarily, and the boundaries of the object-scope domain are fuzzy and vague.

Taking into account the mentioned above and based on the current List of branches of knowledge and specialties, we tried to schematically depict the relationship of the PAM with other branches of knowledge (Fig. 1).

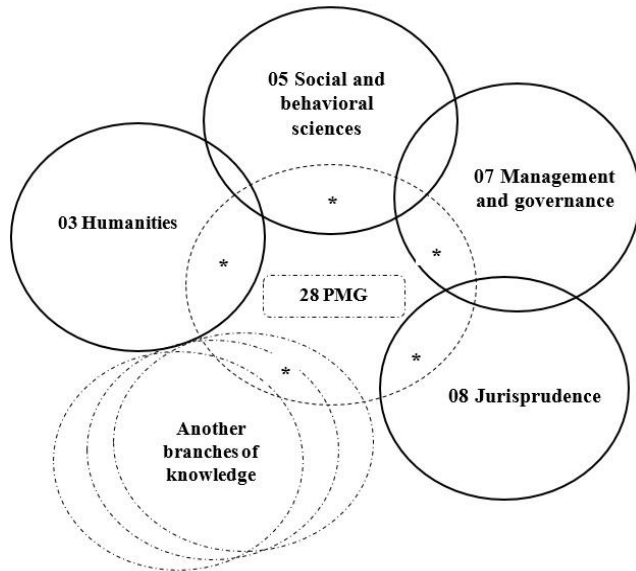


Figure 1: Scheme of interconnection of PAM with other branches of knowledge¹

In our opinion, the existing scientific results, concerning with the nature of state-managerial science and education, can be used to characterize the content of the field of knowledge PAM, because in practice the state administration as a professional activity, concerning with the functions of the state, should be a core and institutional basis of public management activities, that provides it with system characteristics and organizational quality.

At the same time, we cannot ignore the arguments of the prominent Ukrainian scientist and doctor of sociological sciences Yu. Surmin, who rightly observed, that the integral nature of state administration, caused by diffusion, transfer, integration of knowledge from many other sciences, makes extremely difficult the problem of demarcation of the system of terms of public administration. This problem can be solved only by reflecting the state-management aspect in the process of definition of terms and concepts [34].

If developing these correct ideas of a well-known scholar in the field of science "State Administration" and applying them to the today's reality, we can argue, that the obvious interdisciplinary nature of the field of knowledge PAM also makes it difficult to distinguish the terminological system and the subject field of this educational branch from other related spheres of social science. This problem can be solved only by reflecting the state-management aspect when constructing the terms, as well as the state objectivity in the content of education in the corresponding specialty.

¹The symbol * in the diagram indicates the segments (areas) where the subject area of the field of knowledge PAM overlaps with the theoretical positions and methodology of other, related branches of knowledge.

In our opinion, more than a three-year period of the existence of PAM in Ukraine may serve as a sufficient ground for a certain initial analytical research - the isolation and generalization of the main problems, that accompany the formation and development of this specialty and the same field of knowledge.

We do not pretend to describe exhaustively all existing problems in the field of training the specialists in PAM, but only offer as a scientific discussion our author's view of some of the major ones: theoretical and methodological problems, staffing problems, problems of an institutional nature, financial and economic problems, problems of quality assurance of education, predicted graduate employment problems.

A. Theoretical and methodological problems

The validity of the scientific basis of the field of knowledge PAM, particularly the questions of its nature, the scope of the subject area, the relationship with other sciences, educational branches and specialties, raises many questions. For example, the "public administration authorities", "public administration", "public governance", "public policy", "public service", "public sphere", "good governance", "democratic governance" cannot be considered as sufficiently substantiated and well-established from the scientific point of view. That is, the basic conceptual and categorical apparatus, with the help of which, first of all, the content of education on the specialty of PAM should be opened, is imperfect.

The adequacy of using of the listed terminology for denoting the real processes, that occurred in the practice of state administration and local self-government of Ukraine, as well as the unambiguousness and correctness of perception of their semantic value by scholars, practitioners, and the country's population, also raises a justified skepticism.

We agree with those scholars, who argue, that individual concepts are the result of a mechanical transfer to the theory of state administration of foreign terminology (a kind of "tracing"), which may soon become an obstacle for adequate reflecting the realities in the domestic political and administrative sphere. It seems, that borrowing concepts from foreign sources overlooked is that there is a significant difference between term and concept. And equally important is to find, for example, English terms and concepts that match Ukrainian, and not only Ukrainian ones, that match English [3].

Our carried out selective analysis of educational and professional master's degree programs of the specialty PAM in a number of Ukrainian universities (it was analyzed the relevant programs in 13 such educational institutions, based on the information provided on their websites), showed that among these educational and professional programs there are no educational disciplines in the name of which would be used the terms "state", "state administration", "state service", "state-management relations", "system of state administration", "subjects of state administration", "objects of state administration", "functions of state administration," etc.

Therefore, it is logical to assume that the state-administrative content



of disciplines whose educational and methodological complexes have been thoroughly developed by many talented specialists, especially from the NAPA, will gradually dissolve and disappear from their "updated" public-administrative analogues, where from nowadays widely used "progressive" science-like terminology ("public management", "public governance", "public administration", "subjects of public management / administration", etc.).

B. Staffing problems

The staffing of the departments of a significant part of the majority of higher education institutions of Ukraine, which in 2015-2016 were licensed for preparing bachelors and masters of the specialty PUA, as a rule, is complemented by scientific and pedagogical staff representing various scientific directions and branches of science. These are doctors and / or candidates of economic, political, legal, historical, philosophical, and pedagogical sciences. At the same time, in the structure of the profile departments, which train specialists of the mentioned educational specialty, nowadays there is a lack of professors having a scientific degree of a doctor or a candidate of sciences in the field of science "State Administration".

Personnel provision of the training process for the mentioned educational specialty is obviously influenced by the former or existing profile of a higher educational institution. In turn, the peculiarities of the staffing of departments (the predominance of representatives of a certain scientific field) predetermines a specific vision of the content of education in the specialty of PAM, the specifics of curricula and training programs, teaching methods, etc.

We believe that today one of the factors that predetermines the current theoretical and methodological problems of the field of knowledge PAM is the inadequate matching of the qualification level of some scholars and applicants of scientific degrees, as well as their scientific results in the field of science "State Administration" to degree, scale and depth of the country's problems in the system of state administration.

C. Problems of an institutional nature

According to the Regulation on the system of training, specialization and advanced training of civil servants, heads of local state administrations, their first deputies and deputies, local self-government officials, approved by the resolution of the Cabinet of Ministers of Ukraine dated 07.07.2010 No. 564, this system includes: NAPA and its regional institutes; other institutions of higher education, which carry out the training of masters in the field of specialty PAM of the field of knowledge of PAM; centers of retraining and advanced training of employees of state authorities, local self-government bodies, state enterprises, institutions and organizations; institutions of postgraduate education [33].

One of the key reasons for the low efficiency of the system of professionalization of state-management personnel in Ukraine, as well as its permanent reform in recent years, is the lack of state ideology in our country (the legal basis of the deideologized regime of social life in Ukraine is enshrined in Article 15 of the Constitution of Ukraine [35]). A well-known American economist, Nobel laureate D. North argued that ideology is one of two main factors of institutional changes [36] (the scholar spoke about

institutional changes in economics, but we believe that his thoughts are also relevant for institutional reforms in the system of state administration).

According to our estimation, today's situation in the system of professional training of specialists with higher education in the field of PAM can be characterized as a structural crisis. It is caused by several main reasons.

1. Actual loss by the NAPA over the last 6-7 years of leadership positions, authority and institutional capacity in this system (we mean, first of all, NAPA - the main organization (Kyiv), because its regional institutes managed to preserve the existing scientific schools, staffing, certain continuity of professional training).
2. The presence of several government customers of masters training of specialty PAM of the same field of knowledge: National Civil Service, State Administration of Affairs, other bodies covered by the Laws of Ukraine "On Civil Service" and "On the Service in Local Self-Government Bodies".
3. The expansion of the institutional component of the system of vocational training of civil servants due to a significant increase in the number of educational institutions licensed for the training of applicants for higher education in the field of PAM. Thus, according to the Ministry of Education and Science data, as of 01.12.2018, there are 96 higher education institutions in Ukraine that have the right to conduct educational activities for the preparation of bachelors in the specialty 281 PAM and 116 institutions that have the right to prepare masters for the corresponding specialty².

D. Financial and economic problems

Without proper state-level indicative planning in the field of higher education, the training of specialists in the field of PAM is turning into a massive and uncontrolled process within the country. Thus, according to the Ministry of Education and Science data, as of 01.12.2018 in Ukraine the total licensed amount of bachelor's training in all educational institutions is 6959 people, and master's – 13385 people³.

According to the National Civil Service, the total amount of financing of governmental order for professional training of civil servants in 2016, 2017 and 2018 according to the budget program of the CPCEC 6121020 "Professional training of civil servants and local self-government officials, ensuring institutional development and adaptation of the civil service to the EU standards": 2016 p. (report) - 44 973,2 thousand UAH; 2017 (report) - 60 122.6 thousand UAH; 2018 (approved) - 86 487,8 thousand UAH.⁴

Total amount of financing of government order for the preparation of applicants for higher education for the educational master's degree in the specialty of PAM: 2016 – 2

²This information was received by the authors from the Ministry of Education and Science (letter dated 18.12.2018 No. 1 / 11-14463) on the request for access to public information.

³This information was received by the authors from the Ministry of Education and Science (letter dated 18.12.2018 No. 1 / 11-14463) on the request for access to public information.

⁴Information was received from the National Civil Service (letter dated 02.01.2019, No. 9845 / 50-19) at the request of the authors on the provision of relevant public information.

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196 727.68 thousand UAH; 2017 – UAH 15 023 935,56 thousand UAH; 2018 – 28 850 854,49 thousand UAH.

Therefore, there is an increase in funding of governmental order for professional training of civil servants and local self-government officials, as well as for the training of applicants for higher education for master's degree in the specialty of PAM.

The scientific and pedagogical staff of the departments providing the training of specialists on PAM issues, due to lack of funding, face the problems of the impossibility of effective vocational training, active participation in scientific and communicative activities, conducting of qualitative scientific researches.

E. Problems of quality assurance of education

According to the Law of Ukraine "On Higher Education", the standard of higher education is the set of requirements for the content and results of educational activities of higher education institutions for each level of higher education within each specialty. It is developed for each level of higher education within each specialty in accordance with the National Qualifications Framework and it is used to determine and assess the content quality and results of educational activities of higher education institutions [31].

According to the Ministry of Education and Science data as of 12.18.2018 the Standard of higher education in specialty 281 PAM of the field of knowledge 28 PAM for the first (Bachelor) higher education level has been approved by the order of this Ministry from 10.29.2018 No. 1172 (hereinafter – Standard) [32], and the draft of higher education standard of an educational master's degree in this specialty is on a professional and methodical expertise.

Introduction to the Standard allows us to confirm that it does not provide complete, comprehensive and exhaustive information on the subject matter and content of training in the corresponding specialty, because these extremely important elements of this document are formulated too abstractly. In particular, the list of competencies of the graduate, as well as the normative content of the training of applicants for higher education, formulated in terms of studying outcomes (Section IV and Section V of the Standard) do not make the necessary specifics on this issue. For example, applicants for higher education in the specialty of PAM the first level (Bachelor) should, among other things, know the structure and peculiarities of the functioning of the public administration and management scope, the standards, principles and norms of activity in this area and the basic legal acts and regulations. However, what kind of sphere is it neither in this Standard nor in any others legal acts, nor even the normative lexical source of information (standard, encyclopedia, dictionary) is defined nowadays. Therefore, we can conclude that the content of professional activities of bachelors of this specialty in the Standard is not properly disclosed.

In addition, we have to draw attention to the fact that the Standard almost does not apply the basic terms and concepts of the theory of state administration (the fundamental terms of the theory of state administration are actually missing). At the same time, it is overwhelmed with a new, mostly borrowed from English language, terminology of questionable scientific quality, which focuses on the signs of

publicity, self-government of the authorities and transparency of the state administration system.

For example, if we compare the current Standard with the Sectoral Standard of Higher Education of specialty 8.150101 "Civil Service" in the direction of training 8.150000 "State Administration" of the educational and qualification level "Master" (in force from 28.09.2004 and is no longer valid), then, we should recognize that from the point of view of content filling, structure, volume and availability of specific requirements for the professional activity of masters of this specialty, it is a much more qualified educational standard.

Probably, partially existing disadvantages in the educational standards of training specialists in the field of PAM and the resulting drawbacks in their education, can be offset by internal quality education systems in higher educational institutions that train these specialists. However, it will not be a false assumption that not in all relevant institutions such systems are truly up-to-date and effective.

F. Expected Graduates' Employment Problems

Taking into account the blurriness of the subject matter of public administration and management, the lack of meaningful state educational standards of quality, as well as guarantees and effective mechanisms for the employment of graduates of higher education institutions, most of today's higher education graduates for the first (bachelor) and second (master's) levels in the field of PAM may be uncompetitive in the state sector of economics, and, moreover, "illiquid" in the labor market of successful private companies.

The accompanying factor affecting such a negative situation with the employment of graduates is the absence in the current Classifier of the types of economic activity of public administration and management as a type of economic activity. As we know, until now the current CTEA-2010 (Classification of types of economic activity) contains the "State Administration of the general character" as a type of economic activity (Class 84.11) [37].

The absence of the state component (first of all, the basic principles of the theory of state administration) in the training of specialists of the specialty of PAM will inevitably lead to some misunderstanding (or complete misunderstanding) by future public managers of the true nature of the institution of a sovereign state and the nature of state administration, their social value, functions and role in regulation of processes of state and social development, in particular, ensuring the population safety.

It is obvious for us that such a system of "professional" training of public managers is managed and is deliberately created in order to educate people who are not able to understand the state interests and thus cannot improve on the system of power in the country and Ukrainian society.

Taking into account mentioned above, there are enough reasons to assume that a considerable share of future graduates of the specialty of PAM will face the problems of employment in this specialty, including the civil service, will be forced to work for a job that is not related to their specialty, on the basis of fixed-term employment contracts. That is, in fact, replenish that unstable social class, which G. Standing calls the precariat [38]. By the way, this will be a testimony to the



manifestation of the neo-liberal concept of "New Public Management" in practical terms in relation to the new kind of public-management personnel in Ukraine.

V. CONCLUSIONS AND PERSPECTIVES OF FURTHER RESEARCH

The predecessor of the specialty of PAM and the same field of knowledge (founded in Ukraine in April 2015 and in September 2016, respectively) is the direction of training (field of knowledge) and the specialty "State Administration" (existed in our country from May 1997 till April 2015)

The field of knowledge PAM was introduced in a political and administrative manner, despite the active development of the field of science and the field of knowledge State administration, the principles of continuity, systemicity and scientific substantiation. Today, the field of knowledge PAM does not have a solid theoretical and methodological basis, in particular, worked out terminology apparatus, which determines the differentiation of approaches of higher education institutions to the formation of curricula and programs of professional training of specialists in the field of PAM.

PAM as a field of knowledge has an interdisciplinary character, and its object-subject sphere is closely connected with other branches of social science: state administration, jurisprudence, political science, sociology, philosophy, economic sciences, etc. The problem of the delimitation of the terminological system and the object-subject scope of the field of knowledge PAM with other related branches of knowledge and sciences can be solved only by reflecting the state-management aspect when constructing terms, as well as state subjectness in the content of education in the corresponding specialty. However, in the content of higher education of specialists in specialty PAM, along with the domination of various democratic content and ideological clichés, the state-management component is blurred, the role of the institution of the state represented by its authorities as a complex subject of governance is leveled off.

Taking into account mentioned above, one of the priority directions of increasing the effectiveness of specialists training in the field of PAM is the significant strengthening of the state-management component in the content of higher education in this specialty, and from a strategic perspective - the restoration through the established order of the field of knowledge "State Administration" with a number of educational specialties of state-management orientation and the possibility of training on these specialties of applicants for higher education at its second (master's) level.

Actual scientific-theoretical and practical points of view are the researches concerning with: the list of specialties shaping the structure of the field of knowledge PAM, the place and role of the field of science "State Administration" as part of the specified field of knowledge, its perspectives as a relatively independent field of science, as well as on strategic priorities and opportunities for the development of state administration education in developing countries in the context of globalization.

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