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საქართველოს მეცნიერებათა ეროვნული აკადემიის წევრ-კორესპონდენტები:
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მნიშვნელოვანი ღონისძიება



ა.წ. 31 ოქტომბერს საქართველოს მეცნიერებათა ეროვნული აკადემიისა და ივანე ჯავახიშვილის სახელობის თბილისის სახელმწიფო უნივერსიტეტის პაატა გუგუშვილის ეკონომიკის ინსტიტუტის თაოსნობით საქართველოს მეცნიერებათა ეროვნულ აკადემიაში გამოჩენილი ქართველი მეცნიერის, ეკონომიკის მეცნიერებათა დოქტორის, აკადემიკოს ავთანდილ გუნიას დაბადებიდან მე-100 წლისთავისადმი მიძღვნილი საიუბილეო ღონისძიება გაიმართა, სადაც თავი მოიყარეს მეცნიერებმა, სტუდენტებმა, დეპუტატობისი პროფესორის კოლეგებმა და ახლობლებმა.

სხდომა შესავალი სიტყვით გახსნა საქართველოს მეცნიერებათა ეროვნული აკადემიის პრეზიდენტმა, აკადემიკოსმა თამაზ გამყრელიძემ. მეცნიერის ცხოვრებასა და მოღვაწეობაზე ისაუბრა ივანე ჯავახიშვილის სახელობის თბილისის სახელმწიფო უნივერსიტეტის პაატა გუგუშვილის ეკონომიკის ინსტიტუტის დირექტორმა, პროფესორმა რამაზ აბესაძემ.

გამოჩენილი მეცნიერის, სახელმწიფო და საზოგადო მოღვაწის შესახებ ისაუბრეს თსუ სრულმა პროფესორმა, საქართველოს ფინანსთა მინისტრმა ნოდარ ხადურმა, საქართველოს მეცნიერებათა ეროვნული აკადემიის წევრ-კორესპონდენტმა, ეკონომიკურ მეცნიერებათა დოქტორმა ვლადიმერ პაპავამ, თსუ სრულმა პროფესორმა, ეკონომიკურ მეცნიერებათა დოქტორმა ელგუჯა მექვაბიშვილმა, პაატა გუგუშვილის ეკონომიკის ინსტიტუტის განყოფილების გამგემ, აკადემიურმა დოქტორმა ნანული არევაძემ და სხვებმა.

სხდომაზე გამოვიდა აკადემიკოს ა. გუნიას შვილი, მედიცინის აკადემიური დოქტორი ნათელა გუნია.

* * *

აკადემიკოს ავთანდილ გუნიას დაბადებიდან მე-100 წლისთავს მიეძღვნა “თსუ პაატა გუგუშვილის ეკონომიკის ინსტიტუტის შრომების კრებულის” V ტომი და ბროშურა – “აკადემიკოსი ავთანდილ გუნია”

აქ გთავაზობთ ინსტიტუტის მეცნიერ-კონსულტანტის, ეკონომიკურ მეცნიერებათა დოქტორის, პროფესორ **როზეტა ასათიანის** მოგონებას, მიძღვნილს ბატონ ავთანდილ გუნიას ხსოვნისადმი.

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მიმდინარე წლის 31 ოქტომბერს საქართველოს მეცნიერებათა ეროვნულ აკადემიაში აღინიშნა აკადემიკოს ავთანდილ გუნიას დაბადებიდან 100 წლისთავი.

დიდ პატივს მივაგებ ბატონი ავთანდილის ხსოვნას და თავს უფლებას მივცემ ეს პატივისცემა ამ მოკლე წერილშიც გამოვხატო.

როდესაც საზოგადოება გაფასებს, ამაზე დიდი ბედნიერება არაფერია, ხოლო როდესაც არ გაფასებენ, ვერ ხედავენ იმას, როგორ გიყვარს შენი სამშობლო და რას აკეთებ ამისათვის – ეს უბედურებაა, თავისებური ტრაგედიაა.

ბატონი ავთანდილ გუნია დაფასებული იყო სიცოცხლეშივე (რაზეც მისი ბიოგრაფიაც მეტყველებს) და დაფასებულია გარდაცვალების შემდეგაც.

ჩვენ, ქართველ ეკონომისტებს, ბევრი ღირსეული მამულიშვილი გვყავდა და ახლაც გვყავს. პირადად მე ეს მემამყება. მათ გვერდით შეიძლება თამამად მოვისხსენიოთ აკად. ავთანდილ გუნია.

როდესაც თვალი გადავაგულე აწ გარდაცვლილ ქართველ მეცნიერ-ეკონომისტთა, სამწუხაროდ, გრძელ სიას, ბატონი ავთანდილი ჩვენი საამაყო პროფესორების, ჩვენი მასწავლებლების – ნიკო ქოიავასა და ირაკლი მიქელაძის გვერდით დავაყენე. იგი გახლდათ რაფინირებული, მაღალი კულტურისა და ზნეობის პიროვნება, დახვეწილი ინტელიგენტი, რაც თვალშისაცემი იყო და პირველსავე შეხვედრაზე მოკრძალებული პატივისცემით განიმსჭვალბოდი მის მიმართ. შესანიშნავი ორგანიზატორი და დიდებული ლექტორი. იგი არა მხოლოდ გარეგნობით გვინებლავდა სტუდენტებს, არამედ ქცევითაც, მანერებით, ზომიერებით. შეკითხვაშიც კი იგრძნობოდა მისი მაღალი პროფესიონალიზმი და კულტურა. თვით იყო ძალზე მოკრძალებული და შენც ავტომატურად ათმაგად მოკრძალებული ხდებოდი მის მიმართ. პირადად მე ბატონ ავთანდილთან ურთიერთობა მქონდა არა მხოლოდ როგორც სტუდენტსა და ასპირანტს, არამედ უმცროს კოლეგასაც. ბევრი რამის სწავლა შეიძლებოდა მისგან. იგი სამაგალითო, მისაბაძი პიროვნება იყო.

ბატონ ავთანდილს მეცნიერებაში თავისებური ხელწერა ჰქონდა. იგი ერთ-ერთი პირველთაგანი იყო, ვინც გამოეხმაურა ქართველივით მოვარდნილ პროცესებს საქართველოში. 1991 წელს გამოვიდა მისი ნაშრომი „საბაზრო ურთიერთობათა მექანიზმის ფორმირების საკითხები“. ეს ის პერიოდი, როდესაც საზოგადოების ერთი ნაწილი, მათ შორის, სამწუხაროდ, ეკონომისტების ერთი ჯგუფი, დაბნეული, გაოგნებული და გულხედაკრეფილი იყო. ამ თემაზე საუბარი მიმდის, მაგრამ ეს იმიტომ გავისხენე, რომ ბატონმა ავთანდილმა, სხვებისგან განსხვავებით, სწრაფად მოახდინა ადაპტირება და ადმინისტრაციული სოციალიზმის ეკონომიკის კვლევიდან სწრაფად გადაერთო საბაზრო ეკონომიკის საკითხების კვლევაზე. ზემოთ აღნიშნული ბოლო ნაშრომი პრეპრინტი იყო. ავტორი

ფიქრობდა მის გაშლას, მთლიანობაში წარმოდგენას, მაგრამ, სამწუხაროდ, არ დასცალდა. თუმცა, მან რომ ერთ-ერთმა პირველმა საქართველოში დაიწყო საბაზრო ეკონომიკის პრობლემატიკაზე მუშაობა, ეს ამტკიცებდა მის პროგრესულ აზროვნებას, განწყობას, შემართებასა და მოქალაქეობრივ პასუხისმგებლობას, დიას, მოქალაქეობრივ პასუხისმგებლობას, რომელშიც აისახება პიროვნების დამოკიდებულება სამშობლოსადმი, კოლექტივისადმი, ახალგაზრდა თაობისადმი და, თუ გნებავთ, საკუთარი შვილების მიმართაც.

ღმერთმა ნათელში ამყოფოს მისი ღამაზი სული.

როზეტა ასათიანი
ემდ, პროფესორი

საერთაშორისო ურთიერთობები

რევაზ ჯავახიშვილი
ეკონომიკის აკადემიური დოქტორი

**საქართველოს საგარეო სავაჭრო ურთიერთობების სრულყოფა
გლობალიზაციის პირობებში**

გლობალიზაციის პირობებში საგარეო სავაჭრო კავშირების სრულყოფა ნებისმიერი ქვეყნის სოციალურ-ეკონომიკური აღორძინების მნიშვნელოვან ეკონომიკურ ფაქტორს წარმოადგენს. საბჭოური სისტემის პირობებში ქვეყანას, ფაქტობრივად, დაკარგული ჰქონდა საგარეო სავაჭრო ფუნქცია, დამოუკიდებლობის მოპოვების შემდეგ კი საქართველოს ხელისუფლებამ თავის თავზე აიღო ამ ფუნქციის განხორციელება. ქვეყანაში დაიწყო საგარეო სავაჭრო კავშირების განვითარების ღონისძიებების გატარება, მაგრამ არსებული ღრმა ეკონომიკური და პოლიტიკური კრიზისის გამო, პირველ ხანებში, მან სასურველი შედეგი ვერ გამოიღო. შემდგომში კი, საერთაშორისო საფინანსო-ეკონომიკური ორგანიზაციების დახმარებით, ქვეყანამ შეძლო საგარეო ვაჭრობის ლიბერალიზაციის მიმართებით მნიშვნელოვანი ნაბიჯების გადადგმა, რის შედეგადაც 2000 წელს საქართველო მიიღეს მსოფლიო სავაჭრო ორგანიზაციაში.

გასული საუკუნის 90-იანი წლების მეორე ნახევრიდან ქვეყნის ეკონომიკური გამოცოცხლების, საგარეო სავაჭრო კავშირებისა და სავაჭრო პოლიტიკის სრულყოფის მიმართულებით გატარებული ღონისძიებების შედეგად, მნიშვნელოვნად გაიზარდა საგარეო ვაჭრობის საქონელბრუნვა, რაზეც ნათლად მეტყველებს ცხრილის მონაცემები.

**საქართველოს საგარეო ვაჭრობის განვითარების ძირითადი მაჩვენებლები
2000-2011წ.წ. [6]**

/მან აშშ დოლ./

წლები	2000	2005	2006	2007	2008	2009	2010	2011
მაჩვენებლები								
საქონელბრუნვა სულ	1032,2	3355,5	4614,0	6447,2	7800,6	5500,1	6934,6	9246,9
მ.შ.ექსპორტი	322,8	865,5	936,2	1232,4	1496,4	1130,6	1677,5	2189,1
%	31,3	25,8	20,3	19,1	19,2	20,5	24,2	23,7
იმპორტი	709,4	2490,0	3677,8	5214,8	6304,5	4369,5	5257,1	7057,8
%	68,7	74,2	79,7	79,9	80,8	79,5	75,8	76,3
საღდო	-386,6	-1625,5	-2741,6	-3982,4	-4809,1	-3238,9	-3579,6	-4868,7
ექსპორტით იმპორტის გადაფარვის %	45,5	34,8	25,5	23,6	23,7	25,8	31,9	31,0

როგორც ვხედავთ, ბოლო პერიოდში ქვეყნის საგარეო ვაჭრობის ბრუნვა ზრდის ტენდენციით ხასიათდება. გამონაკლისია 2009 წელი, როცა წინა წელთან იგი თითქმის 30%-ით შემცირდა, რაც, უწინარეს ყოვლისა, 2008 წლის აგვისტოს რუსეთ-საქართველოს ომითა და საქართველოს ეკონომიკაზე გლობა-

ლური ეკონომიკური კრიზისის გავლენით უნდა აიხსნას. 2006 წელს კი აღინიშნა უმნიშვნელო (13%) ზრდა, რაც რუსეთის მიერ საქართველოსთვის ცალმხრივი სავაჭრო ემბარგოთი იყო გამოწვეული.

ამასთან, ქვეყნის ექსპორტის და იმპორტის დინამიკის მახვევებლები მკვეთრად განსხვავებულია. მიუხედავად ექსპორტის სისტემატური ზრდისა, ზრდის დაბალი ტემპის გამო, მისი ხვედრიწილი მთლიან ბრუნვაში აღნიშნულ პერიოდში 31,3-დან 23,7%-მდე შემცირდა, ხოლო იმპორტის ანალოგიური მახვევებელი 68,7-დან 76,3%-მდე ამაღლდა. ეს ტენდენცია განსაკუთრებით მკვეთრად იყო გამოხატული 2000-2007 წწ, ბოლო წლებში კი, თუმცა უმნიშვნელოდ, მაინც შეიმჩნევა ექსპორტის გამოცოცხლება და ქვეყნის ექსპორტ-იმპორტის თანაფარდობის გაუმჯობესება. მიუხედავად ამისა, სადღეისოდ ქვეყნის იმპორტი ექსპორტს 3-ჯერ და მეტად აღემატება, რის გამოც სისტემატურად მცირდება ექსპორტით იმპორტის გადაფარვის მახვევებელი. ქვეყანას აქვს დიდი უარყოფითი სავაჭრო სალდო, რომელიც, აგრეთვე, ზრდის ტენდენციით ხასიათდება. 2000-2011 წწ იგი 12,6-ჯერ გადიდა და 2011 წელს 4.868 მლნ დოლარს გადააჭარბა. ამან, ცხადია, უარყოფითი გავლენა იქონია ქვეყნის სავალუტო რესურსებისა და ბიუჯეტის ფორმირებაზე, საგარეო ვალის შემცირებასა და მოსახლეობის კეთილდღეობის დონის გაუმჯობესებაზე.

ბოლო პერიოდში გატარებული ღონისძიებების შედეგად, მოხდა საგარეო ვაჭრობის დივერსიფიკაცია, მისი არეალის გაფართოება. თუ 1995 წელს საქართველოს სავაჭრო ურთიერთობა ჰქონდა მხოლოდ 68 ქვეყანასთან, 2000წ – 114, 2011წ მათმა რიცხვმა 147-ს მიაღწია. ქვეყანამ საგრძობლად გააფართოვა სავაჭრო ურთიერთობა დსთ-ს, შავი ზღვის აუზის, ევროკავშირისა და მსოფლიოს ბევრი სხვა რეგიონის ქვეყანასთან. ამჟამად ექსპორტის მიხედვით საქართველოს ყველაზე დიდი სავაჭრო პარტნიორებია – აზერბაიჯანი, თურქეთი, სომხეთი, ყაზახეთი, აშშ და კანადა, რომელთა წილად მოდის ქართული ექსპორტის 59%. იმპორტის მხრივ კი კვლავ პირველ ადგილზეა თურქეთი, შემდეგ მოდიან უკრაინა, აზერბაიჯანი, ჩინეთი, გერმანია და რუსეთი, რომელთა წილად მოდის საქართველოში იმპორტირებული პროდუქციის ღირებულების 56%-ზე მეტი.

არსებითი ცვლილებებით ხასიათდება საგარეო ვაჭრობის სასაქონლო სტრუქტურაც. ამჟამად ქვეყნის მთლიან ექსპორტში პირველ ადგილზეა მსუბუქი ავტომობილები (რეექსპორტი) 20,6%. შემდეგ მოდის ფეროშენადნობები, აზოტოვანი სასუქები, თხილი და კაკალი, შავი ლითონების ჯართი, ოქრო (55%). უმსხვილესი საექსპორტო პროდუქციის ათეულიდან ყველაზე დიდი ზრდა დაფიქსირდა თხილის, აზოტოვანი სასუქისა და მსუბუქი ავტომობილის სასაქონლო ჯგუფების ექსპორტში. მნიშვნელოვანი თავისებურებებით ხასიათდება იმპორტის სტრუქტურაც, სადაც გადამწვევტი ადგილი უკავია ნავთობსა და ნავთპროდუქტებს, სამკურნალო საშუალებებს, ხორბალსა და სატელეფონო აპარატებს, რომელთა წილად მოდის მთლიანი ექსპორტის 31%. უმსხვილესი საიმპორტო საქონლის ათეულიდან 2011 წელს ყველაზე მეტად გაიზარდა შავი ლითონების მეტალოკონსტრუქციების, გამოთველელი მანქანებისა და ნავთობის აირების სასაქონლო ჯგუფის იმპორტი.

ბოლო პერიოდში საქართველომ საგარეო ვაჭრობის გაფართოების კურსი დასაველეთის (პირველ რიგში ევროკავშირის) ქვეყნებზე აიღო, რაც უდაოდ სწორია და იგი მომავალში უნდა გაღრმავდეს. თუმცა, ეს სრულებითაც არ ნიშნავს დსთ-ს (მათ შორის რუსეთის) ბაზარზე უარის თქმას. „ქართული ოცნების“ ხელისუფლებაში მოსვლისთანავე ამ მიმართულებით პირველი ნაბიჯები უკვე გადაიდგა, დაინიშნა რუსეთში საქართველოს წარმომადგენელი, რომელმაც უნდა აწარმოოს მოლაპარაკება საქართველო-რუსეთ შორის სავაჭრო, კულტურული და სხვა ურთიერთობების დამყარების სფეროში.

საქართველოს დაბალი საექსპორტო მანქნელებელი იმითაა განპირობებული, რომ მრეწველობისა და სოფლის მეურნეობის ბევრი დარგი, რომლებიც ადრე განსაზღვრავდა ქვეყნის ეკონომიკური განვითარებისა და საექსპორტო პოტენციალის დონეს, ამჟამად ფაქტობრივად აღარ (ან ძალზე დაბალ დონეზე) ფუნქციონირებს. ამის მთავარი მიზეზია ეკონომიკის რეფორმირებისა და მართვის პროცესში დაშვებული შეცდომები, რამაც მნიშვნელოვნად შეაფერხა ქვეყნის ეკონომიკური ზრდა. სოფლის მეურნეობის განვითარების დაბალი დონის გამო, წლიდან წლამდე ამ დარგის პროდუქტებზე ქვეყნის მოთხოვნის დაბალანსება ძირითადად იმპორტის ხარჯზე ხდება. მაშინ, როცა ქვეყანას თავისუფლად შეუძლია ბევრი მათგანის ადგილობრივი წარმოების პროდუქციით ჩანაცვლება, თუ სრულად იქნება გამოყენებული უნიკალურ ბუნებრივ-კლიმატურ ფაქტორებზე დაყრდნობით მათი წარმოების გაფართოების შესაძლებლობები. ამ გზით მარტო ევროკავშირთან ექსპორტი მომდევნო ხუთი წლის მანძილზე შეიძლება 13,3%-ით გაიზარდოს, რაც შეიძლება მიღწეულ იქნას არასატარიფო ბარიერების გაუქმებისა და ექსპორტზე ორიენტირებულ დარგებში უცხოური ინვესტიციების გადიდების გზით [1, გვ. 158].

ქვეყნის ეკონომიკური განვითარებისა და საექსპორტო პოტენციალის ამაღლების სტრატეგია უნდა ეფუძნებოდეს, ბუნებრივ-ეკონომიკური ფაქტორების გათვალისწინებით, ეკონომიკის დარგობრივი სტრუქტურის სწორ განსაზღვრას, მაღალი საექსპორტო პოტენციალის მქონე დარგების – მევენახეობის, მეჩაიეობის, მეციტრუსეობის, მეხილეობა-მეხორცილეობის, მეფუტკრეობის, მეაბრეშუმეობისა და, შესაბამისად, მათი პროდუქციის გადამამუშავებელი მრეწველობის დარგების პრიორიტეტულ განვითარებასა და მაღალკონკურენტუნარიანი პროდუქციით მსოფლიო ბაზრებზე გასვლის დიდ შესაძლებლობებს. სახელმწიფომ უნდა უზრუნველყოს ამ მიმართულებით სათანადო ეკონომიკური და ადმინისტრაციული ბერკეტების ამოქმედება, ქართული საექსპორტო პროდუქციის ღირსებისა და ეკოლოგიური სისუფთავის პროპაგანდა.

ქვეყნის საგარეო სავაჭრო ურთიერთობის სრულყოფასა და ამ გზით უარყოფითი სავაჭრო საღლოს აღმოფხვრას გადამწყვეტი მნიშვნელობა ენიჭება საგარეო ვალის პრობლემის დაძლევაში. სადღეისოდ ქვეყნის საგარეო ვალის ძირითად თანხასთან ერთად, ძალზე დიდია მისი საპროცენტო გადასახადების ხარჯებიც. 2003-2014 წწ ამ თანხამ 1564,8 მლნ დოლარი შეადგინა. ამ მხრივ ძალზე მძიმე იქნება 2013 წელი, როცა მხოლოდ ევრობლიგაციების (1500 მლნ დოლარი) ვალის გადახდას 606 მლნ დოლარი დასჭირდება, ამიტომ, საკვებით სწორია დასკვნა, რომ სახელმწიფო დაევალიანების ზრდა უახლოვეს პერსპექტივაში ნეგატიურად იმოქმედებს ქვეყნის სოციალურ - ეკონომიკურ განვითარებასა და ეროვნული ეკონომიკური უსაფრთხოების შენარჩუნება – განმტკიცებაზე [2, გვ. 71].

ქვეყნის საგარეო ვაჭრობის განვითარებასა და სრულყოფაში დიდი ადგილი ეკუთვნის სწორი სავაჭრო პოლიტიკის ფორმირებასა და მის პრაქტიკულ რეალიზაციას. ამჟამად საქართველოს საკმაოდ ლიბერალური საგარეო სავაჭრო პოლიტიკა აქვს, ქვეყნის კანონმდებლობა არ ითვალისწინებს საგარეო ვაჭრობაში რაიმე რაოდენობრივ შეზღუდვებსა და ადმინისტრაციულ ბარიერებს, მას აქვს საკმაოდ დაბალი საიმპორტო ტარიფები და ლიბერალური სავაჭრო რეჟიმი, დღე და სააქციზო გადასახადი თანაბარია იმპორტსა და ადგილობრივ პროდუქტიაზე, ლიცენზირებას ექვემდებარება მხოლოდ ზოგიერთი ქიმიური და სამედიცინო დანიშნულების პროდუქცია, იარაღის, ფოტოქებადი და რადიაქტიური ნივთიერებების იმპორტი. გარდა ამისა, 2005 წელს ძირითადი სასაქონლო ჯგუფები, რომელთა ექსპორტი და იმპორტი ნებართვას საჭიროებს 14-დან 8-მდე შემცირდა, განხორციელდა საბაჟო სამსახურის რეორგანიზაცია მისი გა-

მარტივების მიმართულებით, ამუშავდა ერთი სარკმლის პრინციპი, საგრძნობლად შეიკვეცა საბაჟო წმენდისა და ტვირთის მოძრაობისთვის საჭირო სატრანსპორტო დოკუმენტების რაოდენობა. სპეციალური სამთავრობო დოკუმენტით საქართველოს სავაჭრო პოლიტიკის ძირითად მიზნად აღიარებულია თავისუფალი ვაჭრობა, სატარიფო და არასატარიფო ბარიერების გამოუყენებლობა სხვა ქვეყნებთან ვაჭრობაში, რაც სრულად შეესაბამება ევროპის სამეზობლო პოლიტიკის სამოქმედო გეგმის ძირითად დებულებებს. ეს პრაქტიკულად გულისხმობს ღია და არადისკრიმინაციული ვაჭრობის, ექსპორტ-იმპორტის გამარტივებული პროცედურების აღიარებას.

საექსპორტო პროდუქციის წარმოების გადიდებაში, ექსპორტის ხელშეწყობასა და სტიმულირებაში მნიშვნელოვანი როლი მისი დაკრედიტების სისტემის გაუმჯობესებას ეკუთვნის. ამ საქმეში ჯერ კიდევ ბევრი გადაუჭრელი პრობლემაა, რომელთაგან აღსანიშნავია საკრედიტო რესურსების დიდი დეფიციტი, მაღალი საპროცენტო განაკვეთები, შეღავათიანი კრედიტების სიმცირე და მათი ხელმისაწვდომობა. სწორედ ამ პრობლემის მოგვარებაზე გამახვილებული ყურადღება „ქართული ოცნების“ საარჩევნო პროგრამაში [6, გვ. 36, 37].

მსოფლიოს ბევრი ქვეყნის ანალოგიურად, ჩვენს ქვეყანაშიც დიდია საჭიროება საბანკო-საკრედიტო დაწესებულებათა ქსელის შექმნისა, რომლებიც გასცემენ როგორც მოკლევადიან, ისე გრძელვადიან შეღავათიან კრედიტებს საექსპორტო პროდუქციის წარმოების, ექსპორტის ხელშეწყობისა და სტიმულირებისათვის. სახელმწიფომ უნდა იზრუნოს ამ მიზნით საკრედიტო რესურსების მოზიდვის, მათი ხელმისაწვდომობისა და ეფექტიანი გამოყენების სისტემის შექმნაზეც. მან უნდა უზრუნველყოს, აგრეთვე, როგორც საერთოდ მეწარმეობის, ისე განსაკუთრებით ექსპორტზე ორიენტირებული დარგების შეღავათიანი დაბეგვრის სისტემის ფორმირება, რაც დიდად დაასტიმულირებდა ასეთ დარგებში დასაქმებულ ექსპორტიორებს.

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**TO IMPROVE GEORGIA FOREIGN TRADE RELATIONS IN THE PROCESS OF
GLOBALIZATION**

Summary

After independence of Georgia, as a result of the measures taken in the field of trade liberalization, country has significantly expanded its Foreign Trade Relations and joined World Trade Organization. In the conditions of foreign trade turnover growth, country's import increases more rapidly and now it is 3 times and more exceeding export value. Negative trade balance is growing systematically that is directly linked to the Country's External Debt increase. Government should take active and effective measures to tackle the problem to increase the production quality, its environmental purity and competitiveness that will create the right condition for the successful diversification of Georgian Products on the world market.

effective system of public administration, in the foundation of which the mechanisms of economic and financial control are put, would enable: to achieve a sufficient level of economic security; to avoid possible destructive effects of the rapid opening of national economy; to ensure its competitiveness; to protect domestic producers; to interact effectively with international financial and economic institutions.

In this sense, publications of S. Syreno are interesting, which state that according to the World Bank estimations the size of shadow economy in Ukraine has reached more than 70% of official GDP, that is a threat not only to Ukraine's economic security, but also for the world economy. Ukrainian government agreeing that the size of shadow economy in Ukraine is "too big" does not agree with disclosed figure and states that the level of this indicator is at 44-35% and tends to decrease.

According to researches of scientists foreign economic operations are included in the most risky operations, where "gray" or "shadow" operations are possible, in particular:

- export operations connected with the return of VAT - through overstatement of volume or the customs value of goods or in general "fictitious" export operations without commodities [2];
- operations of tolling raw materials - by hiding the actual volumes of expended materials or products from the production and their release into the shadow rotation [5];
- import operations on consignment agreements (through customs licensed warehouses) [3, p. 113];
- foreign investment and charitable operations [5].

At the same time the most dangerous and ambitious for the economy, according to the state chief expert of the Center for Social and Economic Research CASE Ukraine V. Dubrovskiy, is not evasion from taxes of representatives of small and medium business, but the size of "... shadow operations performed by a small circle of companies that have informal "privileges" in the form of selective enforcement of laws. From political and economic point of view they are not much different from privileges granted officially. Besides, often over incomes received by official subsidies and benefits are converted into shadow incomes". [1, p. 26] It is worthy to note the author's conclusion that "... until certain business entities are allowed playing without rules, all state methods of persecution of non-payers that have selective character will be primarily used by these same businesses to: firstly, clearance of relevant markets from competitors, and secondly, fixing position of administrative authority as a cover for business" [1, p. 27].

It is also indicative that along with the growth of volumes of "shadowing" to dangerous limits the effectiveness of state regulatory bodies decreases, despite the increase in their number. For instance, V. M. Popovych gives interesting facts in his monograph that if "... in the service of combating economic crimes Ukraine in 1986 there were only three thousand employees and they found 11,954 cases of embezzlement, 1895 facts of bribery, 6542 - speculation and so on, then ... in 1993 the number of employees of the civil service to combat economic crimes has doubled ... next to it service to combat organized crime and tax police were created with the same number of employees ... but identification of theft decreased in 24.9%, bribery – in 22.9%, etc. ... ". [4, p. 236]

Presented above examples show that problems of organization and implementation of state financial control of foreign economic activities to enhance its effectiveness are located in the plane of state problems and require urgent solutions through improvement of the entire system of state financial control and its separate components, namely: set of subjects and objects of control types, forms, ways and methods of its implementation aimed at achieving the goal.

Thus, now more than ever very important issue of realization of full and objective control over foreign economic activities is actual that is one of the most important national priorities and requires enhanced attention of public authorities, political parties, academics, and

general public. Ensuring economic security is a guarantee of state independence of Ukraine, condition of its progressive economic development and welfare of its citizens.

The role of customs authorities, whose main task is to protect the economic interests of Ukraine in execution of the external economic activities, is extremely high. Major burden of both filling state coffers and ensuring economic security of the country, including by improving the system customs controls, is imposed on them.

Theoretical aspects of organizing and carrying out customs control using advanced methods to improve its efficiency were investigated by the representatives of domestic and foreign economic science: P. Pashko, S. Tereschenko, V. Shlemko, I. Binko, S. Naumenko, O. Doronin, I. Rushaylo, R. Ronin and others.

However, despite the fact that in the opinion of many experts the scale of the shadow economy is 30 - 70% of GDP, and not the last role in this proportion is played by "gray" and "shadow" schemes connected with export-import operations, issue of control over the subjects of foreign economic activity from the customs authorities is not fully addressed in the scientific literature.

The need for research work in this area is determined by the fact that in modern conditions of social development the question of reducing "shadow" transactions is becoming increasingly important especially in the context of the implementation of such control over the activities of the subjects of foreign economic activity from the customs authorities.

Therefore, let us define the main directions of improving inspections of the subjects of foreign economic activity from the customs authorities and ways of increasing effectiveness of financial control of the subjects of foreign economic activity. For this purpose, we will focus on such key issues:

- outline the range of threats in the field of foreign trade activity, which requires organization of especially careful monitoring by the state to protect its interests;
- consider the types of state financial control, which may be held by customs authorities and the problems of its implementation;
- conduct analysis of the organization and carrying out the inspections of business entities by the representatives of customs authorities;
- define the directions of improvement of state financial control to improve the efficiency of foreign economic activity.

Obviously, the state financial control affects various aspects of activity of the state, particularly its foreign economic activity and is on its status the system of a higher level in comparison with the systems of customs and tax control. However, the answer to the question of what place these types of control are in the system of state financial control seems far from ambiguous. In our opinion, two approaches can be considered. The first is based on consideration of both customs and tax control as a review system of a set of complex issues related to the implementation of customs and tax state policy carried out by special government agencies established in system of state financial control. The second approach involves the division of tasks faced by each individual authority of control on verification of foreign trade activity, including by customs and tax authorities, not selecting these types of control in an independent direction.

Today in Ukraine the second approach to the organization and implementation of customs and tax control of foreign economic activity is used, which, as confirmed by the results of research, is not effective.

It is our deep conviction that the second approach in an environment where the success of integration reforms largely depends on the successful reform of customs and tax policy system of state customs and tax authorities is a false one and leads to underestimation of significance of customs and tax control in the process of improving efficiency of market mechanisms of economic development.

At the same time, once again we emphasize that the official concept of state financial control is still not explicitly formulated and, consequently, public policy concerning customs and tax systems of control, which is its integral part, is not precisely defined. Today there are only the beginnings of some reorganization of the existing system of economic control in Ukraine to the appropriate level, through creation of a system of state financial control of a new model. So, anyway, improvement of organizational and legal structure of the system of tax and customs control of foreign economic activity is closely connected to the improvement of the entire system of state financial control, which requires special attention and will be considered further.

In the conditions of development of integration processes determining strategy and tactics of customs and tax policies and monitoring their implementation have become the most important functions of the state. In this situation, the creation of an adequate system of customs and tax control is one of the indispensable conditions of success of economic reforms. Integration processes taking place in the global economy, European Union enlargement to the east cause the change of foreign economic policy of Ukraine. Currently, the state makes steps to create a favorable investment climate for foreign capital, providing additional guarantees of property rights protection, facilitation of customs clearance and so on. In addition, negotiations are conducted on the possibility of establishing a free trade with the countries of the European Union. In this context, the need for research on adaptation techniques, procedures and methods of customs and tax control to the changing conditions of implementation of foreign economic activity of economic entities becomes evident.

Building an effective system of customs and tax control requires a comprehensive study of its characteristics, opportunities, weaknesses, organizational and structural support. These studies are necessary to form strategy and tactics for controlling structures and improvement of forms and technologies of carrying out state control.

One of the main directions of development of organizational and technical provisions of the customs and tax control is the development of specific methods of carrying out control measures against a relatively new in domestic practice objects of taxation. Reform of the tax system in Ukraine requires significant changes in the scientific and methodological apparatus of customs and tax monitoring. Theoretical and methodological principles of customs and tax control as an integral part of the system of state financial control in fact have not been investigated. The nature and content of customs and tax control are not sufficiently defined; its conceptual apparatus is poorly systematized; significant relationships of this structural element with other modules of state financial control are not conclusively identified.

In this regard, one could argue that there is an objective need in in-depth study of such fundamental issues of theory and methods of customs and tax control in Ukraine as:

- formation of theoretical and methodological approaches to the determination of the system of customs and tax control, taking into account patterns of development of integration processes in the economy of Ukraine;
- determining the location of customs and tax control in the system of state financial control;
- development of private and complex methods of carrying out customs and tax control of the participants of foreign economic activity based on the system (accounting) information using the methods of auditing.

Main directions of foreign economic state policy are defined in the Customs Code of Ukraine, which provides a number of measures that promote the creation of a stable system of customs regulation and control. In the conditions of gradual integration of Ukraine into the world economy the improvement of customs tariff legislation in the direction of its adaptation to the international standards is observed.

The Tax Code of Ukraine, which reduced the total number and amount of taxes, established preferences for certain subjects of foreign economic relations of the total foreign

trade regime of taxation, plays an important role in improving the fiscal relationship between the state and subjects of foreign economic activity.

Obviously, reducing levied customs payments and taxes involves raising the level of their payment. That is why the successful reform of customs and tax system is not possible without adequate improvement of the system of state customs and tax control. The need to develop organizational and legal issues of customs and tax control suggests the relevance and practical significance of research problems of as theoretical and methodological aspects of the scientific definition of the term "customs and tax control," that is derived from the category of "financial control", as well as organizational and legal aspects of the activities of state customs and tax control in the structure of the system of state financial control.

Unfortunately, rather cumbersome and inefficient system of state economic control is today in Ukraine. About the inefficiency of activities of the numerous bodies of state economic control, list and purpose of which are widely described in the special educational and scientific literature and in existing laws and legal documents, show facts and figures published in scientific and popular publications.

Conclusions

To solve this problem we suggest the reorganization of the state system of economic control in the following areas:

1. Reducing the number of state control bodies (and especially fiscal) by combining the functions of control of financial flows from all without an exception activities under the guidance of the Ministry of Finance of Ukraine. The dispersal of powers between different organs of the system of state economic control (STA, SCSU, STU, SCRS, IFI, the NBU, etc.) led to the creation of cumbersome, overly bureaucratized system, which is not able to respond quickly to changes in the economic sphere, detect and prevent economic offenses.

2. Viewing and bringing in conformity legislative and normative acts that regulate the economic and financial activity of enterprises. Simplification of the system of tax, customs and economic legislation will make it more transparent and understandable for both subjects of entrepreneurial activity and other users, and for representatives of state regulatory agencies. The presence of clear and unequivocal legislation would eliminate the possibility of its interpretation for the benefit or detriment of those or other businesses.

3. In the near future to develop and implement a system of full control not only and not so much of incomes of legal and physical persons, but real expenditures of all without exclusion physical persons - citizens of Ukraine and compliance of their living levels with the declared and taxable profits. Any shady schemes, any economic crimes are carried out with one aim of tax avoidance and enrichment of certain physical persons rather legal persons. Today Ukraine has developed a functioning system of control of incomes of firms, companies and enterprises, but the end-consumer of benefits – a physical person is a subject to the control system only occasionally - in the part of revenues. The control of exactly expenditures of physical persons will allow exposing and bringing out of the "shadow" a significant portion of the funds.

4. Make a series of measures to promote financial and social protection of officials of state regulatory agencies. Effectively protect the state rather than private interests can only the person whose material and social interests are reliably protected by the state. At the same time high social status of civil servant will allow demanding from employee's integrity and accountability in coarse of duty and will provide reducing the level of corruption in state bodies, including in those engaged in financial and customs and tax control.

Improvement of the system of state control in these areas will allow making it really effective and enhancing the role and effectiveness of the public administration system.

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ДИНАМИКА, ТЕНДЕНЦИИ И СОЦИАЛЬНО-ДЕМОГРАФИЧЕСКИЕ АСПЕКТЫ МЕЖДУНАРОДНОЙ МИГРАЦИИ В СТРАНАХ ЕВРОПЕЙСКОГО СОЮЗА

Рассмотрены тенденции и динамика миграционных процессов в странах ЕС, определено их социально-демографическую значимость.

Ключевые слова: *международная миграция, сальдо миграции, демографические показатели, приобретение гражданства.*

The trends and dynamics of migration process in EU countries are analyzed and their social and demographic importance is determined.

Key words: *international migration, net migration, demographic determinants, acquisition of citizenship.*

Тема международной миграции имеет высокую политическую значимость для стран Европейского Союза. Статистические показатели международной миграции используются не только для мониторинга и гармонизации собственно миграционной политики, но и для принятия решений в других социальных сферах, поэтому анализ динамики и тенденций международной миграции в странах ЕС всегда является достаточно актуальным.

Вопросу международной миграции, в частности в Европе, посвящено научные работы украинских, русских и других исследователей, среди которых можем выделить Э. Либанову, А. Малиновскую, И. Прибыткову, В. Ионцева, Ж. Зайончковскую, И. Молодикову, Л. Рыбаковского, В. Переведнцева, Е. Щербакову, а также Клауса Ф. Зиммерманна, Деметриоса Пападимитриу и др. Тем не менее, международная миграция отличается своей динамичностью и трансформациями в составе миграционных потоков, поэтому нуждается в постоянных и глубоких исследованиях.

Таким образом, целью статьи является комплексная оценка миграционных процессов в странах Евросоюза, которые определяют существенное влияние на демографические и социально-экономические параметры развития ЕС.

Во многих европейских странах миграционный прирост стал основным фактором изменения численности населения. За 1960-2005 годы чистая миграция (включая корректировки численности населения по данным переписей, регистров населения и т.п.) обеспечила прирост населения Европы-25 более чем на 21 миллион человек [5]. С начала нового тысячелетия миграция обеспечивает более 3/4 общего прироста населения Евросоюза [6, с. 171].

Анализ динамики естественного прироста свидетельствует о том, что она неуклонно снижалась, начиная с середины 1960-х годов, сократившись к 2003 году до 106 тысяч человек. Затем она вновь стала возрастать, достигнув в 2008 году 595 тысяч человек. В 2004-2010 годах величина естественного прироста в 4-5 раз превышала значение 2003 года, хотя на фоне резко увеличившегося миграционного прироста этот рост не выглядел столь существенным [5]. Несмотря на некоторые колебания, тенденция снижения естественного прироста устойчива и долговременна. В этих условиях

миграция, безусловно, играет решающую роль в изменении численности населения Европейского Союза (рис. 1.)

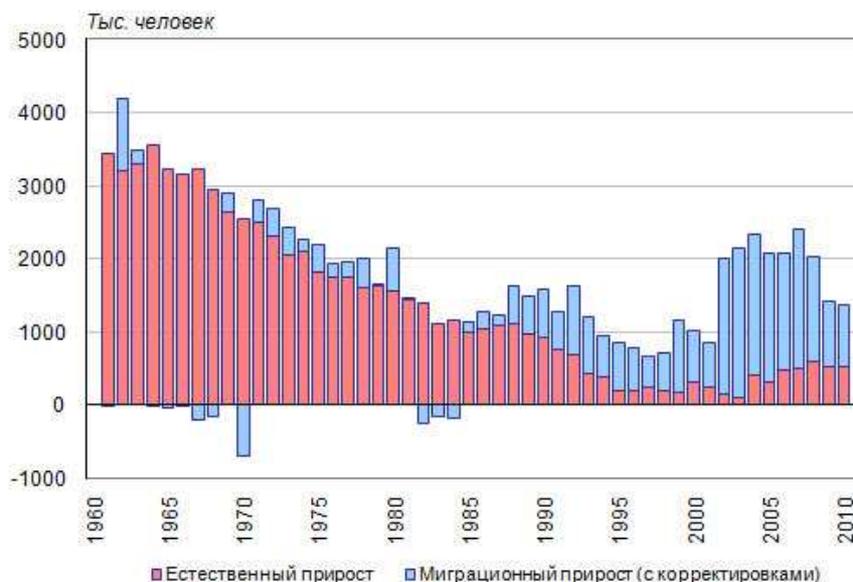


Рис. 1. Компоненты прироста (убыли) численности населения Европейского Союза (ЕС-27), 1960-2010 г. тыс. человек [5; 6, с. 173].

Таким образом, начиная с 90-х годов прошлого века миграционный прирост стал решающим фактором роста населения (ЕС-27), обеспечивая не менее половины, а в отдельные годы и свыше 80% общего прироста численности его совокупного населения [6, с. 171-172].

В ближайшие годы роль международной миграции в изменении численности и состава населения ЕС-27 еще больше возрастет. Согласно недавним прогнозным расчетам Евростата, численность населения ЕС-27 без миграционного прироста (при нулевом сальдо миграции) начнет сокращаться уже в ближайшие годы, а при сохранении миграционного прироста – через несколько десятилетий. За исходную точку прогноза была взята численность населения в разбивке по полу и возрасту на начало 2010 года. В качестве гипотезы, как и в предшествующем цикле расчетов 2008 года, использовался «сценарий конвергенции», по которому характеристики рождаемости, смертности и миграционного прироста в странах ЕС-27 будут постепенно сближаться в долгосрочной перспективе [4; 8; 6, с. 162-164].

В частности, если значение коэффициента суммарной рождаемости в 2010 году варьировалось по странам ЕС-27 от 1,31 до 2,07 ребенка на женщину, то для последующих лет предусматривалось постепенное снижение размаха вариации за счет некоторого роста рождаемости в странах с самой низкой рождаемостью и незначительного снижения ее в странах с относительно высоким уровнем – с 0,76 в 2010 году до 0,48 в 2060 году (от 1,51 до 1,99 ребенка на женщину) [4].

Относительно миграционного прироста предполагалось, что в странах со значительным приростом он несколько сократится, а в странах с преобладающим в настоящее время миграционным оттоком он постепенно сменится миграционным притоком. В итоге получалось, что величина чистой миграции по ЕС-27 в целом вначале будет немного возрастать – от 1 миллиона человек в 2010 году до 1,3 миллиона человек в 2020 году, а потом постепенно снижаться – до 945 тысяч человек в 2060 году. Это

вполне умеренный прирост - в относительном выражении его величина не превысит 0,3% в год (от 2,1 в расчете на 1000 человек в 2010 году он поднимется до 2,6 в 2020 году, а затем снизится до 1,8 к 2060 году) [4; 8].

В базе данных Евростата представлены результаты расчетов предположительной численности населения ЕС-27 по двум вариантам: с учетом миграционного прироста и при его отсутствии (нулевом сальдо миграции по всем возрастно-половым группам). В первом случае при реализации описанных выше предположений относительно рождаемости и смертности численность населения ЕС-27 продолжит устойчиво возрастать до 2040 года, но затем, не превысив уровня 526 миллионов человек, начнет постепенно сокращаться и снизится до 517 миллионов человек в 2060 году (рис. 2).

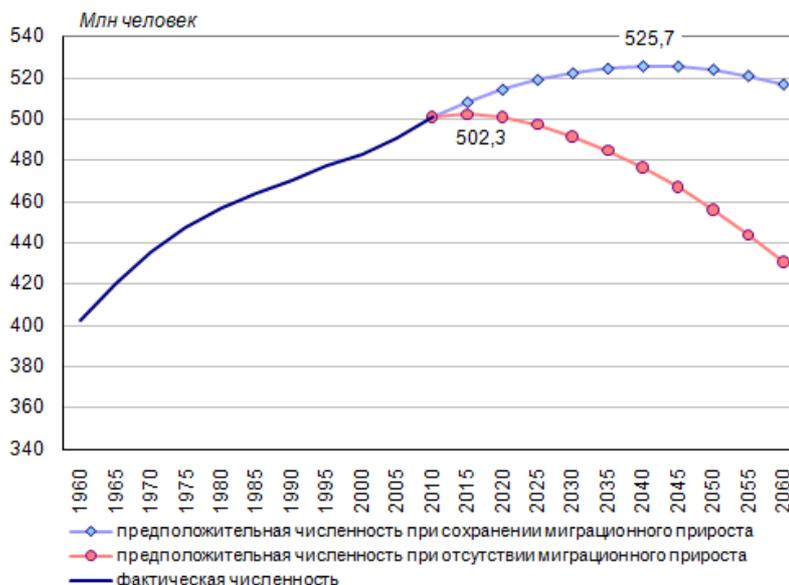


Рис. 2. Фактическая и предположительная численность населения Европейского Союза (ЕС-27) по двум вариантам прогноза, 1960-2060 годы, млн. человек [4].

Если же ЕС прекратил бы увеличивать свое население в результате миграционного обмена с другими странами мира уже начиная с 2010 года, его численность, достигнув наибольшего значения уже в ближайшие годы – 502 миллиона человек в 2015 году, – стала бы быстро сокращаться, опустившись к концу прогнозного периода до уровня конца 1960-х годов – 431 миллиона человек [4; 8]. Различия в численности населения по двум вариантам прогнозных расчетов будут ежегодно увеличиваться - до 86 миллионов человек в 2060 году, что составляет почти 17% от численности населения по варианту прогноза с учетом сохранения миграционного прироста [4].

Среди родившихся за рубежом также можно выделить две группы – уроженцев других стран ЕС-27 и уроженцев стран, не входящих в ЕС. В целом по ЕС-27 доля родившихся за пределами Союза на начало 2010 года составляла 6,3% населения (31,4 миллиона человек), а по странам Союза варьировалась от 0,7% в Польше до 15,0% в Эстонии. Доля родившихся в других странах ЕС-27 составляла в среднем по Союзу 3,2% населения (около 16 миллионов человек), варьируясь от 0,4% в Польше до 26,9% в Люксембурге [4; 6].

Таким образом, треть людей, родившихся за рубежом, из числа постоянно проживающих на территории ЕС-27, представлена уроженцами других стран Союза,

отличных от страны их проживания, а две трети – уроженцами стран, не входящих в ЕС-27. Наиболее высокая доля уроженцев других стран ЕС-27 среди родившихся за рубежом отмечается в Люксембурге (83%), Ирландии (77%) и Венгрии (67%), в остальных странах Союза она ниже 50% [4; 6].

Предоставление гражданства стран ЕС – один из наиболее надежных способов влиять на социально-демографические показатели населения посредством миграционной политики. Учитывая некоторое падение миграционного сальдо в 2010 году по сравнению с 2009 годом, динамика приобретения гражданства наоборот возросла на 4% [9, с. 1]. Следует отметить, что почти 90% получивших гражданство стран ЕС – уроженцы стран не входящих в ЕС, что подтверждает наши предположения о важности роли миграции в демографической политике Евросоюза [9, с. 1]. Фактически, в 2010 году показатели количества приобретения гражданства стран-членов ЕС достигла максимума – 810 тыс. человек (рис. 3).

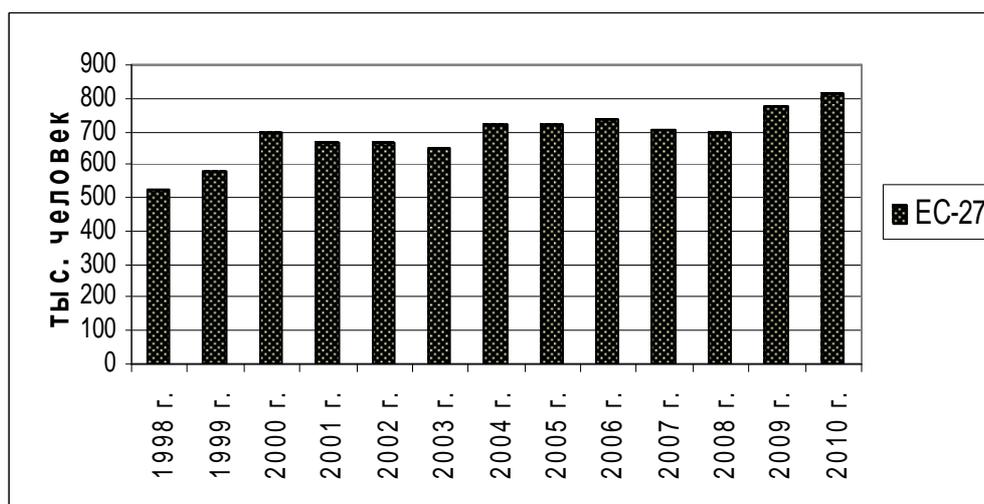
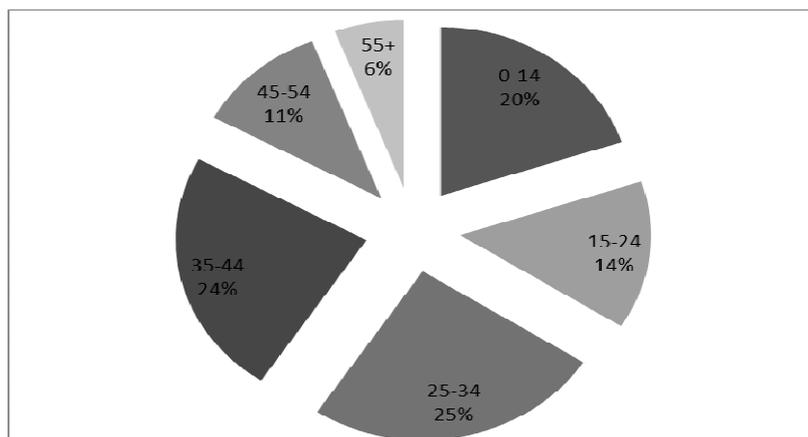


Рис. 3. Динамика предоставления гражданства в Европейском Союзе (ЕС-27), 1998-2010 годы, тыс. человек [9, с. 2].

Среди стран происхождения мигрантов, получивших гражданство ЕС лидируют Марокко (67 тыс.), Турция (49,9 тыс.), Эквадор (45,2), Индия (34,7 тыс.), Колумбия (27,5 тыс.) [9, с. 5]. В тройку стран ЕС лидеров по предоставлению гражданства вошли Великобритания (195 тыс.), Франция (143 тыс.) и Испания (124 тыс.), которая впервые опередила Германию по этому показателю [9, с. 1]. Следует обратить внимание, что больше половина лиц, получивших гражданство стран ЕС, находились в возрасте до 32 лет (рис. 4).



რის. 4. Распределение лиц, получивших гражданство стран ЕС, по возрастным категориям, 2010 год [9, с. 6].

Таким образом, сохранение миграционного прироста не только обеспечит устойчивый рост населения в ближайшие десятилетия, но и будет способствовать торможению старения населения и сглаживанию возрастной структуры населения, что становится более важным при оценке влияния старения населения на устойчивость систем социального обеспечения и здравоохранения в будущем.

Прогнозные расчеты Евростат свидетельствуют о том, что уже через 20 лет возрастная структура населения, рассчитанная по двум вариантам прогноза, будет заметно различаться. При отсутствии миграционного прироста в населении будет заметно меньше доля детей в возрасте до 10 лет и населения в наиболее активных рабочих возрастах от 25 до 40 лет, доля подростков в возрасте от 10 до 20 лет будет примерно такой же, а доля населения предпенсионного и пенсионного возраста будет выше, чем при реализации сценария с сохранением миграционного прироста [4; 8]. При сохранении миграционного прироста форма возрастной пирамиды будет более сглаженной – с чуть более широким основанием (то есть большим числом детей младших возрастов) и с менее выраженным сужением в возрастах 25-34 лет (родившихся в период наиболее низкой рождаемости 1995-2004 годов) [4].

Данный подход поможет разрешить проблему старения населения Евросоюза и связанных с ней ряда негативных социально-экономических факторов. Для эффективной реализации такого механизма регулирования социально-демографических проблем ЕС, на наш взгляд, очень важно учитывать этно-культурные особенности стран-доноров мигрантов и правильно разработать программы интеграции иностранцев в страну иммиграции. Подводя общий итог, можем отметить, что миграция сегодня играет очень значимую роль для социально-демографического развития стран ЕС.

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STATE REGULATION OF HOUSING CONSTRUCTION IN UKRAINE

The ways of further development of residential areas that require improvement of legal regulation of investment and construction activity. Grounded principles of the process of drafting regulations on construction.

Keywords: *public policy, housing, demand dissatisfaction, legal regulation, the principle.*

Рыбачук В.Л. Государственное регулирование жилищного строительства в Украине

Определены пути дальнейшего развития жилищной сферы требующий совершенствования нормативно-правового регулирования инвестиционно-строительной деятельности. Обоснованы принципы процесса разработки нормативной базы по вопросам строительства.

Ключевые слова: государственная политика, жилищное строительство, неудовлетворенность спроса, нормативно-правовое регулирование, принцип.

Introduction

Nowadays it is a time when active formation of comfortable and efficient accommodation spaces for the population in Ukraine becomes one of the most important objectives of public policy. This problem is being solved within the framework of housing policy at the expense of housing development, changes in its structure; increasing the funding and increasing the volumes of reconstruction and repair works of existing housing stock as well as protection of rights of housing stock users and owners.

Analysis of recent research

The importance and significance of the theme attracts the attention of many scientists, among which we can distinguish such as: A. Asaul, I. Brizhan', V. Babaev, S. Bushuev, P. Bubenko, V. Buzyrev, P. Borschevsky, V. Bolshakov, V. Heyets, N. Gura, E. Datsiy, V. Dorofiyenko, I. Dragan, B. Danylyshyn, V. Dubischev, J. Geller, E. Egorov, M. Yermoshenko, T. Zavora, I. Zapatrina, D. Zhukova, A. Karlova, T. Kachala, M. Koretskiy, V. Kirnos, E. Klyushnychenko, I. Korkun, I. Kucherenko, V. Kravchenko, Y. Lega, R. Larina, V. Lyubarov, V. Mamutov, Y. Mantsevych and others.

Statement of research objectives

- to identify ways of further development of housing sphere that requires improvement of normative and legal regulation of investment and construction activity;
- to justify the principles of the process of drafting regulations on construction.

Results

During the last decade in the construction complex of Ukraine there have been considerable structural and technological changes associated with the overall reform of economic and social policy in the state and the implementation of international norms and standards, both in design and in construction of housing for civil and industrial purposes.

Public administration body governing building complex in Ukraine is the State Construction Committee of Ukraine, whose core competencies include:

- development and implementation of national policy in the field of construction, architecture, urban planning, housing and communal services; the development of system adequate to current economic conditions and forms of state regulation of these areas;
- contribution to the formation of market relations, social partnership, system of state guarantees for the workers in investment, construction and housing and communal spheres;
- coordination of management bodies' work in Ukraine on matters within the competence of the State Committee on Construction, Architecture and Housing Policy of Ukraine;
- conducting scientific and technological policies, development of normative documents' system on construction, urban planning, engineering searches, design and operation, capital repairs and reconstruction of housing and communal spheres of economy;
- development of state housing policy and participation in its implementation; preparation of proposals for the formation of development programs of social sector and communal infrastructure [1];
- policymaking of structural adjustment of the base of construction industry and industrial building materials and the promotion of its implementation;
- taking practical measures to improve urban planning and system of settlement, improving the quality of architectural planning and architectural art-based solutions of buildings, structures and enterprises during building the cities and other settlements in order to create valuable habitat for population [2].

Legal and institutional arrangements of any activity in the field are regulated by a number of laws and regulations, including: Laws of Ukraine “On investment activity” (1992), “On the basis of urban planning” (1992), “On Architectural activity” (1999), “On the territory planning and building” (2000), “On licensing of certain business activities” (2000), resolutions of the Cabinet Ministers and orders of the State Committee on Construction, Architecture and Housing Policy of Ukraine, state building codes of Ukraine and standards.

Currently 1300 normative documents of the state level (state building codes, standards, etc.) are valid in Ukraine, including about half of the normative documents of the former Soviet Union, of which 10 percent are state building norms.

Much of the normative materials in construction legislation occupy legal and technical documents. Normative documents in the construction industry include design standards, technical requirements for building materials and structures, rules of organization and technologies of building production. State Construction Norms (SCN) contains general requirements for different types of construction activity. They are developed for products, processes and services in urban planning and building (research, design, construction, reconstruction, planning and building of settlements and territories) and in the field of organization, technology, management and construction economics. These rules are approved by State Construction Committee of Ukraine.

Institutional building codes (IBC) are developed by relevant state agencies under the approval of the State Construction Committee of Ukraine in case of State Construction Norms' absence, and, if necessary, the establishment of requirements exceeding or supplementing the requirements of SCN, taking into account specific character of activity of organizations and enterprises of these state agencies.

The regional building codes (RBC) contain regional rules development of human settlements and territories. They are developed by local state administrations with the approval of State Construction Committee of Ukraine.

State Standards (SS) establish organizational, methodical and general technical requirements for objects of investment, including construction and industrial production of construction supplies, ensuring their development, production (manufacturing) and exploitation (use). They are approved by the relevant economic ministries, departments, and in building sphere by the State Committee for Construction, Architecture and Housing Policy of Ukraine.

Technical Specification (TS) establishes requirements for specific types of industrial production of construction and other purposes, its use, packaging, labeling, acceptance, control and testing, transportation and storage. They are approved by the concerned organizations with the agreement of the State Construction Committee of Ukraine or other agencies, which belong to the sphere of production organization of relevant products. The generalized document in the construction is the Building Norms and Rules (the BNR). It should be noted that a large number of currently existing building codes was adopted in Soviet times, which therefore require urgent adjustment of their content in accordance with the present level of technological development. For example, in Ukraine there are no regulatory requirements for the design and construction of buildings up more than 73.5 meters. Therefore, all high-rise objects are considered experimental and their projects must be agreed in the Ministry of Construction. Thus, the development and approval of technical requirements for the construction of tall buildings is a priority of building regulations. The BNR contain not only technical but also legal norms.

To ensure the development of innovative construction industry there is a need to constantly update and improve the normative base in this sphere. Development in Ukraine of the normative base on construction, adapted to the international requirements, solving the problem of raising the technical level, quality and reliability of domestic products and ensuring its competitiveness are possible only with identifying key directions of the normative base's development of construction in Ukraine in the years ahead.

In this regard “The Concept of implementation of public policy on the normative base of construction in Ukraine till 2015” (Order of July 14, 2010 № 1436-r) was developed and approved by the Cabinet of Ministers of Ukraine. Its purpose is to establish principles and mechanisms of public policy implementation on the normative base of construction.

This Concept implies that in the process of developing the normative base on construction the following principles should be observed:

- transparency and accessibility for all participants in the construction market (investors, customers, designers, contractors, government agencies, consumers);
- consistency, coherence and unification of terminology normative legal and acts, regulations of technical documentation;
- priority of mechanisms of technical regulations' application in the process of implementing unified public policy in the construction sphere;
- use of international experience and taking into account the specific features of the construction industry;
- ensuring planned manner and gradual process of development of new, revision and updating of existing regulations of a technical nature and normative documents [5].

Given the proposed goal the basic principles of the development of the construction's normative base are:

- ensuring the safety and security of buildings and structures;
- providing an innovative model of industry development;
- promoting development of domestic production;
- creating conditions for fair competition in the market of construction products and works;
- ensuring proper identification and compliance of construction, building materials and products according to their purpose;
- achieving the rational use of national resources;
- removing unnecessary restrictions and technical barriers in the construction market [3, 4].

Developing the effective normative base for the construction sphere, which should include normative and legal acts of the Verkhovna Rada of Ukraine, the President of Ukraine

and the Cabinet of Ministers of Ukraine, normative acts of a technical nature (state building codes, industry construction standards) and regulations (standards, specifications) requires :

- formation of professional space for drafting the norms and standards in the construction sphere;
- cooperation with international and regional organizations on the matters of drafting norms and standardization in the field of construction;
- providing feedback of developers of normative base on construction with the consumers and regulatory authorities.

As result of implementation of this concept the following can be achieved:

- development of normative base on the construction matters with defining the mandatory requirements for buildings, structures, production of construction supplies and taking into account new technologies and efficient development;
- dissemination of normative base on construction for the period of the life cycle of buildings;
- development of mechanisms for monitoring compliance with safety requirements;
- improvement of mechanisms for the accelerated introduction of innovative products;
- preservation in the normative base for building national architectural, technical and technological features, traditional approaches to development of human settlements;
- development of normative base on construction for the two consumer groups - designers and developers of software design;
- harmonization of normative base on construction and conformity assessment procedures of construction products with regulatory framework and procedures that operate in the technically advanced countries (regions);
- revision of state standards, building codes and regulations of the former Soviet Union;
- adapting state building norms to the normative base of the European Union and harmonizing national normative documents in the construction with the referred basis [5].

In order to improve state regulation of construction the Law of Ukraine “On amending certain legislative acts of Ukraine to improve state regulation in the field of housing construction” was adopted in 2010.

It introduces certain changes in the Housing Code of the Ukrainian Soviet Socialist Republic, the Civil Code of Ukraine, the Law of Ukraine “On investment activity”, “On local self-government in Ukraine”, “On the planning and building of the territories”, “On financial and credit mechanisms and property management in construction of housing and real estate operations”, “On the prevention of the effects of the global financial crisis on the construction industry and housing construction” and others.

In 2011 the Ministry of Regional Development, Construction and Housing and Communal Services of Ukraine completed the preparation of regulatory acts of the Government needed to implement the Law of Ukraine “On regulation of city planning”, which entered into force in March 12th, 2011. In accordance with the requirements of the mentioned Law, the central executive authorities drafted the resolutions of the Cabinet of Ministers of Ukraine, which settled a number of issues related to reform of city planning, including the following:

- Resolution of the Cabinet Ministers of Ukraine from 13.04.2011 № 461 “The question for the commissioning of completed construction projects”;
- Resolution of the Cabinet Ministers of Ukraine from 13.04.2011 № 466 «Some questions of implementing the preparatory and construction activities”;
- Resolution of the Cabinet Ministers of Ukraine from 23.05.2011 № 547 “On the approval procedure the application of construction standards, developed on the basis of

national technological traditions, and construction standards, harmonized with the regulations of the European Union”;

- Resolution of the Cabinet Ministers of Ukraine from 25.05.2011 № 548 “On approval procedure of the examination of urban planning documentation”;
- Resolution of the Cabinet Ministers of Ukraine from 23.05.2011 № 549 “On the formation of territorial bodies of the state archive of house inspections”;
- Resolution of the Cabinet Ministers of Ukraine from 23.05.2011 № 551 “On amendments to the resolution of the Cabinet Ministers of Ukraine dated from December 5th, 2007 № 1396” (On Licensing Certain Types of Business Activities in Construction);
- Resolution of the Cabinet Ministers of Ukraine from 23.05.2011 № 553 “On approval of the exercise of state architectural and construction control”;
- Resolution of the Cabinet Ministers of Ukraine from 23.05.2011 № 554 “Some aspects of professional certification of responsible contractors in certain types of works (services) related to the creation of architectural objects”;
- Resolution of the Cabinet Ministers of Ukraine from 25.05.2011 № 555 “On approval of procedure for public hearings for consideration of public interest during the drafting of urban planning documentations at the local level”;
- Resolution of the Cabinet Ministers of Ukraine from 25.05.2011 № 556 “On procedure for exchange of information between the town-planning and state land cadastre”;
- Resolution of the Cabinet Ministers of Ukraine from 11.05.2011 № 557 “On approval of procedure of the placement the construction objects to the IV and V degrees of complexity”;
- Resolution of the Cabinet Ministers of Ukraine from 25.05.2011 № 558 “On the approval procedure for maintenance of activity of state architectural and construction inspectorate of Ukraine and its territorial bodies with the necessary resources”;
- Resolution of the Cabinet Ministers of Ukraine from 25.05.2011 № 559 “On the urban planning cadastre”;
- Resolution of the Cabinet Ministers of Ukraine from 11.05.2011 № 560 “On the approval procedure of construction projects and their expert examination”.

Analysis of housing provision in Ukraine suggests that lack of support and control of housing construction by the state, lack of financial and credit system, the lack of stimulating factors in resolving issues of construction, greatly exacerbated problem of creating new housing in the country. High uncertainty of political and economic environment leads to a reduction in residential real estate construction, to increasing of the prices’ level for existing housing, and, therefore, to dissatisfaction of the population’s demand for housing.

Conclusions

It should be noted that this negative situation in the area of housing construction deepened since the beginning of financial and economic crisis. Namely there was a decline in the construction production as it has been demonstrated in previous sections of this work. Therefore, the questions of taking the construction industry out of the crisis, increasing the volumes of construction become of a very important character for the country today.

So, nowadays the domestic construction industry is in recession. The causes of this negative situation for the construction industry are the lack of funding under the antirecessionary laws passed by the state to support the construction market, and that procedures, provided by anti-crisis laws, were not developed or are in various stages of development.

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TOOLS OF ACTIVATION OF RESOURCE & INNOVATION ACTIVITY OF THE STATE

Annotation

The main goals of modern innovation policy of the country and its regions are defined. The model of innovation development, which includes levers and mechanisms for accelerating scientific and technological progress, is formed. Priority directions of innovation development are identified.

Keywords: *globalization, innovation policy, tool of activation, mechanism, priority areas.*

Вылгин Е.А. Средства активизации ресурсов и инновационной деятельности государства

Аннотация

Определены цели современной инновационной политики страны и ее регионов. Сформирована модель инновационного развития, которая включает рычаги и механизмы ускорения научно-технического прогресса. Определены приоритетные направления инновационного развития.

Ключевые слова: *глобализация, инновационная политика, инструмент активизации, механизм.*

Introduction

The economic feasibility of an innovative model of economic development is based on a combination of qualitatively new progressive changes, which in the conditions of limited resources and high production costs positively affect economic development taking into account global changes in the international market.

The implementation of strategy of regional development on the basis of innovative activity is an integral part of an integrated socio-economic system of market economy and is considered in the context of its overall reform in the direction of formation of investment and innovative model of management.

Analysis of recent research

Research of innovation issue is reflected in many sciences. For example, linguists see in the concept of "innovation" change, renewal, novelty, innovation; philosophers focus on obtaining new knowledge and resolving contradictions; psychological interpretation focuses on conflict, ways of conflict resolution, synergies, which are reached by the innovators. At the same time technical understanding is presented by the technological problem of change of fundamentally new technologies.

As the economic category innovations are systematized and presented: as a process (B. Twist, T. Bratan, B. Rapoport, B. Santo, S. V. Valdaytsev et al.); as a system (N. I. Lapin, J. Schumpeter) as a change (F. Valenta, J. Yakovets et al.); as a result (A. Levinson, S. D. Beshlyev, F. G. Gurevich, R. A. Fatkhutdinov, E. O. Utkin et al.)

Statement of research objectives

- to identify the main goals of modern innovation policy of the country and its regions;
- to form a model of innovative development, which includes levers and mechanisms for accelerating scientific and technological progress;
- to identify priority directions of innovation development.

Results

The main advantage of innovative activity is a focus on creative abilities of people, their intellect; investment of capital in improving the creative potential of the individual.

Name of the famous Ukrainian scientist M. I. Tugan-Baranovsky, who linked the phases of cycles with the need to upgrade production facilities, is rightfully among scholars who enriched the theory of innovation. In particular, it is his assertion that the initial phase of the capitalist cycle is characterized by increased demand for capital goods, and the downward phase - the weakening of demand for them [6, p. 3]. Fundamental concepts of innovation economic theory have been developed by foreign scientists. In particular, J. Schumpeter, V. Zombar, V. Micherliu argued that the entrepreneur – the innovator – is the main vehicle of scientific and technological progress, used innovation as a means of obtaining a higher profit.

The development of the modern theory of innovative activity is accepted to distribute into five stages: classical theory of innovation; theory of long waves by M. Kondratyev; Neoclassical (the "post Schumpeter") theories; acceleration theory, socio-psychological theory. The theory of long waves by M. Kondratyev proves the existence of stages of economic growth and decline (crisis) with an interval of 40-60 years connected with significant inventions, change of technological paradigm. Representatives of the “post Schumpeter” theory in accordance with it divide innovations for such that provide creation of new branches of industry and aimed at improving the production of apparatus of operating productions [2, p. 51]. Socio-psychological theory is interesting in view of the priority of human relations in the management of innovative activities. Its strength is in determining the degree of the first priority of a personality, behavior, and education level, analysis of social and psychological, organizational and sociological factors.

It is impossible to disagree with the thought of E. V. Mekhanik that "innovations are a special phenomenon in the form of the final result of research works, implemented in social practice. As a result of the combination, integration, merge of some of its parts into a single system of management, due to systemic effect and their rational use, it contributes to the emergence of new properties that each separate element does not have. But separate elements all together combine the unique features of the synergetic effect. As a consequence it ensures obtaining over profits at the micro - and macro levels and achieving the appropriate level of economic and social growth of the national economy of any country". [5, p. 8]

Legislation of Ukraine in the field of innovation is based on the Constitution of Ukraine and consists of the Laws of Ukraine "On investment activity", "On innovation activity", "On science and scientific and technical activity", "On special regime of innovation activity of technological parks", "On the priority directions of development of science and technology", "On priority directions of innovative activity in Ukraine" and other legislative acts regulating social relations in this area.

Domestic methodology of disclosure of nature of innovation in the conditions of open economic system is based on international practice, which defines innovative activity through the lens of technological innovation, creation of new or improved existing product, perceptible by market demand.

Financial supports, implementation of favorable credit, tax and customs policy in the sphere of innovative activity are among the fundamental principles of state innovation policy according to the Law of Ukraine "On innovation activity" [4].

The need for state regulation of innovation processes is determined by the growth of competition in the global world space as well as the state of the national economy, which requires: positive structural changes in its sectoral structure; intensification of the use of existing scientific and technical potential; reduce of the material consumption and energy-intensive production; ecologization of production and rational use of natural resources; further growth human capital.

A characteristic feature of the present Ukraine's transition is the fact that the world economic system demonstrates further increase of contradictions between increasing globalization on the one hand, and updating the regional aspect - on the other.

It is known that globalization processes are connected with the expansion and the deepening of integration connections, internationalization of all spheres of social life, and regionalization on the contrary includes search of competitive advantages of the development of national economic systems. At the same, the level of economic development of each country is directly determined by the development of science and technology and the extent of their use that is the level of innovative activity, which affects almost all aspects of national development and also defines the country's place in the world economy.

Directive economic model, which had been dominating the post-Soviet space for a long time, left its mark on the present state of innovation management.

It is evident in the fact that most managers tend to sectoral approach in this area, do not use the possibilities of national fundamental and applied science, and do not consider the mechanisms that are characteristic of highly developed countries.

The main goals of modern innovation policy of the country and its regions are in the formation of a new model of innovative development, which includes levers and mechanisms of accelerating scientific and technological progress, determination of its priorities, increase of the investment activity of economic entities, industries, regions and state in general.

Organizational-economic mechanism of innovative development must be based on an innovative strategy that can have such a character in relation to innovation: use of the available foreign scientific and technological potential through the purchase of licenses on highly effective technologies for the development of production of new generations' products; adopt and develop the production of high technology products, which were previously produced by the industrially developed countries, based on the usage of the national production potential and cheap labor force; increase own scientific and technical potential, use the results of fundamental and applied science to create new products and technologies, build a new model of innovation development of the state.

Foundations for innovative development, which are based on activities that are characterized by a set of technological, industrial and commercial measures leading to the launch of new production processes and equipment, are formed in Ukraine [1, p. 383].

It is characteristic that these measures should be implemented comprehensively considering the fact that innovations can be produced only under conditions when there is a demand for them in the economy, but at the same the scientific sphere needs adequate attention.

This relationship is most fully manifested in the transition period, which in Ukraine was characterized by stagnation, stabilization phenomena, and economic growth; and now it is in a state of recession in the conditions of global financial crisis.

Fundamental science is a constant for the functioning of society with socially oriented economy. The concept of competitive economic system, need to overcome the innovation's depression are interdependent.

When the national economy through fair competition and the use of new technologies based on the results of fundamental science will reach the appropriate productivity, it may be socially oriented, which corresponds to the social needs. This means that the economy will offer innovations that can meet new social needs. And under other circumstances society will reveal interest in meeting its own needs at the expense of foreign goods, not the domestic economy.

Innovative development should cover all stages of social reproduction that are adequate to the life cycle of innovative product. After all every reproduction, which is based on steady-state level of equipment and technology, is characterized in the economy as a static one. And,

conversely, only innovative development produces so-called “emerdzhentnist” (development) and creativity.

The experience of the leading European Union countries, USA, Japan shows that to succeed in the innovation development there is a need to focus resources on the implementation of national priorities, which sectorally cover the most important vectors of economic development. This is because an innovative model of development of the economy and regions is the determining factor of society progress and the improvement of the welfare of its citizens. That is why the state, on the one hand, must mobilize available national resources to support innovation sphere and, on the other hand, strengthen state regulation of processes of innovation development.

The current economic situation in Ukraine, especially given the financial crisis, needs to enhance innovation activities, which can be achieved through:

- financial support of innovation based on a system of tax preferences;
- extensive introduction of accelerated depreciation of fixed assets;
- guarantees for investment loans granted to small and medium enterprises;
- risk insurance of innovative entrepreneurship;
- creation of innovative funds.

Complex innovation and investment program of the development of the region can be an effective mechanism of this model functioning for meso level, which allows examining the existing problems from technological, environmental, economic, social, demographic, cultural, educational and other points of view by monitoring the current situation in the region, and also balancing the resource and production potential in the direction of the complex development of the territories. The introduction of such a program as a management mechanism for development of the region will help to focus resources from all sources and to direct them for implementation of priority projects with a given level of liquidity.

It should be noted that throughout the period of statehood in Ukraine there was an attempt to define and build an optimal model of management of the processes of innovative development. This applied to the creation of central executive authorities on functional grounds, centralized formation of the innovation fund at the expense of target contributions from all economic agents, and also coherent organizational structure and the management system of this fund's money.

Nevertheless, it looked none other than an attempt to establish manual management of the processes of innovation development in conditions of market transformations. So the desired effect was achieved, although it was a search to get the matter up, and some positive changes it has brought. In the context of the current vector of national policy on European and Euro-Atlantic integration, the state of the Ukrainian economy is characterized by almost complete absence of technologies of the 6th structure, share of the 5th does not exceed 10%, and the most common are 4th and especially 3rd technological structures.

The share of finished products in merchandise exports is 30-35%, raw materials and semi-finished products - 65-70%, while in world exports it is respectively 77.5 and 12.5%.

All this suggests that inherited technological imbalance and low current level of technological development of most branches of the Ukrainian economy cause its low efficiency, decrease of competitiveness in foreign markets and growth of the deficit of own products in the internal market, leads to waste of natural resources and intellectual resources, reduction of living standards of the population.

Equally important is also the decision of the National Security and Defense Council of Ukraine from the 6th of April, 2006 "On the state of scientific and technological sphere and measures to ensure the innovative development of Ukraine". It defines priority objectives of the bodies of executive power to ensure national security in scientific and technological sphere, including:

- development of the national innovation system as a set of institutions that provide realization of the effective state policy;
- ensuring the integration of education, scientific and technological sphere and industry as a precondition for innovation development of economy;
- comprehensive support of fundamental research aimed at ensuring the technological development of Ukraine;
- development of production of high technology products and services on an innovative manner;
- priority implementation of innovative projects aimed at significantly improving the energy supply and energy efficiency, reducing the energy consumption and resource costs of production.

Thus, in Ukraine goals, objectives, strategic directions of the systemic work to enhance innovation development and management of these processes at the state level were practically determined. But at the same, link between businesses, industries, and regions is completely absent. That is integral structure of management of innovation and investment development at all levels is not arranged.

Expectations to ensure that work through local state administrations will not bring the desired result, since the latter do not have in their structure nor the relevant departments or personnel with appropriate expertise.

In our view, a comprehensive program should become the main instrument for promotion of innovative activities at the regional level. For coordination of works on formation of such programs, analysis of a course of their execution, informing the local authorities about the state of innovation development and to provide concrete assistance to business entities, working bodies are required to have in this work at the local level. These could be regional, district (inter) urban and of associative type regional development agencies established by municipal, district and regional councils independently as pure communal enterprises, or with the participation of business structures of innovative types (consulting, engineering companies, innovation centers, business incubators).

We are more inclined to mixed schemes of co-foundation, because here it is possible to equip the agency with highly skilled specialists, and the mechanism of motivations of their work and financial independence and accountability of the legal entity is laid.

Given that local councils are the co-founders of agencies logical is primarily the legal side of the case, and future transfer to them the powers of the hosts of the territory in the context of constitutional reform in Ukraine.

The newly created structures under the guidance of the departments of the economy of regional state administrations and with the assistance of potential regional universities could in the short term conduct monitoring of innovation and investment activity of all existing economic entities; give them concrete support in the justification of prospective innovations; develop business proposals and business plans; together with other participants and with the participation of academic institutions the NAS of Ukraine, applied science develop and mutually tie all components of regional integrated program of innovation and investment development.

During the execution of programs, regional development agencies could centrally make their information support on business forums of national and international levels, work with investors, especially on projects that are replicated in nature or affect the interests of forming clusters.

Conclusions

Thus, given the realities of modernity, innovative development of the region is a complicated mechanism that is constantly evolving and, therefore, requires a systematic managerial approach. Factors, as well as infrastructural support exert, on the one hand, a great influence on the formation of innovative development of the region. On the other hand,

investment, labor and natural resources potential of the region that acts as a certain regional aggregate, which may be aimed at implementing innovations under positive internal and external circumstances. An innovative model of development of Ukraine has to take into account European integration course of economic development and maintain strategic partnerships with the CIS countries, especially with Russia. The effectiveness of management decisions at the level of economic entities of regions or states in general is in finding economic benefits in both the short and in the longer term.

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THE ENVIRONMENTAL FACTOR IN THE SYSTEM OF PRIORITIES OF THE ECONOMICAL STATE POLICY

Annotation

The environmental factors in the system of priorities of the state economic policy are substantiated. The economic evaluation of the natural resources in the system of indicators for the development of the country is determined.

Keywords: public policy, environmental management, natural resource, conservation activities, the system of priorities, factors.

Гиндес Е.Г. Экологический фактор в системе приоритетов экономической политики государства

Аннотация

Обоснованно экологические факторы в системе приоритетов государственной экономической политики. Определена экономическая оценка природных ресурсов в системе показателей развития страны.

Ключевые слова: государственная политика, экологический менеджмент, природный ресурс, природоохранные мероприятия, система приоритетов.

Introduction

Measures which are aimed at the sustainable use of the natural resources and the stabilization and improvement of the environment, do not give the desired effect. The main reasons are: the lack of a single integrated approach and coordination in addressing these problems, insufficient funding for environmental activities, the lack of really existing economic mechanism of the nature use, poor organizational structure of the management in this area. Over-exploitation of certain types of natural resources, inadequate forms and methods of their involvement in the reproductive process need require for the priorities of their use to be revised while making the target orientation in the strategies of the nature use clear and applying the scientific justification of the actions and mechanisms in order to successfully achieve them.

Analysis of recent research

The significant contribution to the theory and practice of evaluating the effectiveness of the use of natural resources and economic activities had made such scientists A.Ahanbehyan, L.Abalkin, B.Burkynskyy, V.Mischenko, O.Tsarenko, L.Melnyk, M.Hvesyk, S.Harichkov, B. Stepanov, A.Aksenenko, O. Amosha, T.Ben', I.Bulyeyev, O.Vasylyk, N. Konischeva, A.Turylo, L.Chervova, M. Chumachenko, A.Sheremet and others.

Statement of research objectives

- to justify the environmental factors in the system of priorities of the state economic policy;

- to identify the economic evaluation of the natural resources in the system of indicators of the country's development.

Results

The feasibility of development and implementation of the strategy of rational use and protection of natural resources at the regional level requires significant adaptation of the existing in our country rules and regulations to the European standards of environmental management. The legitimization of the targeted program approach will enable the effect of various opportunistic interests in regards to the use of natural resources, will guarantee the transparency and predictability of the regional policy in this area [3, p. 326].

Applying the environmental factor into the priorities of the state economic policy is caused by a number of objective and subjective factors. Among them the most crucial are:

- the need to ensure the energy security, socio-economic development due to the lack of own energy resources;

- the reduction of the anthropogenic impact of the industrial complexes on the environment due to the wear of the certain objects of the logistic and material base and the undeveloped state of the infrastructural provision;

- to prevent the appearance of natural disasters (floods, landslides) due to the irrational use of some components of natural resources;

- to strengthen the budget-filling function of the nature use and the social orientation of the commercialization through involving natural resources into the reproductive process;

- to implement the priorities of the ecological use of natural resources and other elements of the environment into the dominants of acceleration of the socio-economic rehabilitation of territorial units;

- the formation of the financial base for the upgrade and modernization of the environmental infrastructure and expansion of the territorial boundaries of protected areas;

- the legalization of the business sector in the specific areas of natural and gradual formation of the competitive environment and market infrastructure in the development of natural resources;

- the improvement of the fiscal control of the nature use through the introduction of promising forms and methods of assessment (administration) of the resource payments and environmental charges;

- increasing the rental target taxation for the use of certain types of natural resources through differentiation and diversification of the rates and fees for exploitation and the introduction of a mobile system of fines and recoveries;

- the development of the methodological and methodical basis for the economic evaluation of natural resources as part of the national wealth and justification of the efficiency indicators of natural resources in social reproduction;

- the development of the financial, credit and banking systems that would have the natural resource and environmental focus and accelerate the innovation of the means of production in the natural resource sector;

- the implementation of the principle of equality of ownership and the natural resource component of the national wealth under the condition of presence of the strong municipal sector as the base for filling in the budgets of local communities and preserving the state ownership of those natural benefits, which are performing the strategic function in preservation of the favorable living conditions and increase of the assimilation of potential areas;

- the transformation of the environmental management through the concentration of the basic regulatory instruments and management tools in a single center;

- the large-scale implementation into the practice of business activity of the elements of environmental management with the aim of the domestic enterprises of nature use entering

into the system of environmental standards, which operates in the countries of the developed capitalism;

- the elimination of the distortions in the water supply of some regions because of the gradual improvement of the river basin management and the equalization of the standards board at the regional basis as well as taking into account the sectoral characteristics of water;

- increasing of the wood resource potential through the transformation of economic relations, which includes the implementation of the system of stimulation of forestation and reforestation incentives, the deep processment of timber and forest complexity, the revitalization of business in the recreational forest and non-wood raw materials during processing and the use of the non-wood qualities of the wood [5, p. 231].

To the elements of the protection of the environment can be included all kinds of activities of different nature related to the prevention of negative consequences of the process of production and consumption, meaning the treatment facilities, waste-and low-waste technologies, the closed process of water consumption and the formation of reserves that preserve and stabilize specific biogeocenoses.

Although Ukraine is marked with the downward trend in emissions of substances that pollute the atmosphere it is not a insignificant one. Thus, according to data of the state statistical reporting, the proportion of samples of air, which found contaminants in concentrations exceeding the bounding (hereinafter - MAC), was: in 2006 - 9.5, 2007 - 9.3 2008 - 9.1, 2009 - 9.2, in 2010 - 8.8.

The main pollutants of the air are suspended solids (about 27% of non-standard samples), oxides of nitrogen (about 23%), carbon monoxide (about 14%), and sulfur dioxide (about 9%). These substances are the main components of the emissions of the fuel and energy, manufacturing and extractive industries, transportation and agriculture.

During the period of year 2010 by the specialists of the state epidemiologic service of Ukraine had been selected for laboratory studies some 256,452 samples of the air in urban areas and 39,626 samples - in rural areas. The results of the 22,461 samples in ambient air in urban and 732 rural air samples were found exceeding the MCL contaminants. The above statistics shows that the number of samples of air containing contaminants in concentrations that exceed the MCL, in the cities is about 9% in rural areas - about 2%.

The assessment of the air pollution in the cities of Ukraine was accomplished according to the observations made in 53 cities, 162 fixed routes and two observation points of the hydrometeorological monitoring system. Thus, the air content was determined to include 32 contaminants, including benzo (a) pyrene and heavy metals.

The average annual concentration of the formaldehyde in the cities of Ukraine, where observations were carried out, was at 2.7 MAC, nitrogen dioxide - 1.3 MPC, dust - 1.1 MPC, ammonia, hydrogen fluoride and phenol - 1.0 MAC.

In 2006, the annual average concentration exceeded the MCL for formaldehyde in 36 cities, nitrogen dioxide - 30, dust - 25, phenol - 11, carbon monoxide - 10, ammonia and benzo (a) pyrene - 7, hydrogen fluoride - 6, sulfur dioxide - in 2 cities, hydrogen chloride and carbon black - in 1.

The maximum concentrations of pollutants exceeded 5 MAC (high pollution level) in three cities: Kyiv with nitrogen dioxide in 4 cases (in the past year - 10), in Kharkov with the dust in 2 cases (1 respectively), in Krasnoperekopsk with hydrogen chloride in 23 cases (of which 2 cases were above 10 MPC (12)), with ammonia - 5 and nitrogen dioxide - 2 cases (in the past year - 4 cases). Altogether there were 36 cases of high air pollution to the maximum concentration level against 33 cases detected last year.

In 2010 in 22 cities of Ukraine the level of air pollution (with the complex air pollution index - KIZA) was higher than the average for the country. The highest level of

contamination had been detected in the cities of Odessa, Dneprodzerzhinsk, Krasnoperekopsk, Armyansk, Horlivka, Slavic, Dzershinsk, Makeyevka, Mariupol, Yenakiyev, Lisichansk, Donetsk, Dnepropetrovsk, Kramatorsk, Luts, Uzhgorod, Severodonetsk, Odessa, Krivoy Rog, Rubezhnoye, Yalta, which is associated with the significant concentrations of formaldehyde, nitrogen dioxide, benzo (a) pyrene. In some cities there was the high average content of hydrogen fluoride, phenol, dust and other substances inspected.

The main reasons that cause the poor and often dangerous condition of the air in the settlements are non usage from the side of technological enterprise of the air pollution abatement equipment, failure to comply with the timely measures in order to reduce emissions to the required level, slow pace of the modern technology for cleaning emissions, the lack of the effective treatment of emission from the side of gaseous impurities enterprises, the lack of safety zones between industrial and residential areas.

The high level of the air pollution is caused mainly by the emissions made by the enterprises of coke, metallurgical and chemical industries. The subject of the most adverse effects of harmful factors becomes the population living within the sanitary protection zones of industrial enterprises, which is the violation of the requirements under degree "On the public health rules of planning and development of human capacity."

The problem of climate change is recognized today as one of the most pressing problems that the mankind should solve in the XXI century. As the evidence of the awareness of the international community with the threats caused by the global climate change is the fact that 189 countries became the parties of the UN Framework Convention on Climate Change, and 164 countries are parties to the Kyoto Protocol.

In the conclusions of the Intergovernmental Panel on Climate Change it is stated that, according to the third report, prepared by this group, in order to stabilize the greenhouse gases in the atmosphere the global greenhouse gas emissions should be reduced considerably - more than in 2 times compared to 2000.

The European Union on the 12th Conference of the Parties of the UN Framework Convention on Climate Change, in which Ukraine also took part (November 2006), released its long-term strategy for reducing the emissions by 30% by 2020 and by 50% by 2050 compared to the level of 1990's. Ukraine's commitments as the party to the Kyoto Protocol during the commitment period of 2008-2012 years, meaning five years, are not to exceed the fivefold of the amount of greenhouse gases of the 1990's.

The Kyoto Protocol does not only pose certain challenges for Ukraine, but also allows it to get more investments into the economy. Kyoto's Protocol flexible mechanisms, namely: trading greenhouse gas emissions and joint implementation of the projects in order to reduce such emissions can and should become a significant source of financial income into the economy.

According to a recent inventory of anthropogenic emissions of greenhouse gases of the year 2004, excluding the removals by sinks, there were some 413.4 million of tons of CO₂ thrown out into the atmosphere. In the 1990 the base emissions of Ukraine totaled 925.4 million tones of CO₂ [2].

The reproduction of natural resources is directly related to the reproduction of renewable resources, meaning the formation of artificial biocenosis, the sewage treatment for their multiple effective and efficient uses, the expansion of forests and crops and so on. Here the important and necessary problem is the restoration of the natural resources associated with land reclamation, cleaning of rivers, lakes, reservoirs and other water systems as well as scientifically sound conduct and implementation of soil and water protection measures.

Under the modern conditions the problem of the rational use of natural resources and the level of its development reached the critical level. According to the international environmental organizations over the last hundred years the mining of coal in the world increased by 48 times, oil - in 145 times, natural gas - to 831 times, pig iron - 18 times, steel -

23 times, wood - 10 times. Every two decades around the globe the mining of natural resources is being increased in two times [1]. This situation indicates the negative impact on the environment, the transformation of its structure and the essence of the balance of forces.

The high level of the development and utilization of natural resources in the economy led to the situation that nowadays the humanity moves and transforms about 18 km³ of rock from which more than 185 different types and components of various minerals are being removed. These data points out on the intense movement of the individual components of natural resources of the world and alarms about the relative completeness of natural resources of the planet and unwanted negative phenomena and processes.

To the natural and resource potential of the state the national scientists include: land, forest reserves, water resources intended for the commercial use, stocks of mineral resources. It should be noted that along with the concept of natural and resource potential the term of ecological and economic potential is being used, which is close in meaning. Ecological and economic potential comprises of the resources theoretically available for use and properties of the natural systems throughout the world and its regions. The operation and maintenance of them is being particularly emphasized [4, p. 20].

Natural resources should be considered as the integrated resources and they need the comprehensive evaluation conducted upon them, which should include three levels: natural-historical, natural-resource and environmental- socio-economic ones [1, p. 8].

Natural resources are considered from two perspectives: as the natural formation and social basis. This causes the existence of the evaluation of their natural and socio-economic characteristics.

On the economic evaluation of natural resources their dual nature has an influence. The assessments undergo the qualitative properties - using value and the quantity ones - the spending costs of the society connected with entering the natural resources into the national turnover. As part of the economic assessments of natural resources, macroeconomic assessment impacts directly the ecological and socio-economic level of the assessment of natural resources. In turn, the evaluation of natural resources is carried out at every level of social production.

Macroeconomic assessment determines that the effort of the society lies upon the exploration of natural resources, bringing them into operation, bringing resources to their best use and recovery, the elimination of violations of the use of natural resources and the results of the natural resource disasters.

Conclusions

The above stated efforts of the society, as they take part in social production, are called the costs of labor which are allocated for the accumulation of the value of natural resources. The economic essence of accumulation is to create the reproduction of the national wealth. This figure, along with the economic development potential characterizes the development of the national economy.

As the world reserves of natural resources are very large, the probability of near physical exhaustion of the most of them due to the irrational use is fairly insignificant. In the period of difficult economic development and weak implementation of new scientific and technological achievements into the economic practices it can be concluded about the exhaustion of industrial stocks of biological material, given the current technology of production. As the example, we can talk about the geological deposits of coal, oil, uranium, and other important minerals of the world in the crust.

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PRIORITY AREAS OF IMPROVING THE SYSTEM OF STATE REGULATION OF BUSINESS IN THE MARKETS OF FOOD PRODUCTS

Annotation

In this article the priorities for the improvement of state regulation of business in the markets of food products are identified; the macro-and microeconomic factors that influence the development of food markets are revealed; the priority objectives of state regulation of business in the food markets in the medium term are determined.

Keywords: state regulation, food safety, food markets, management.

Туболец Е.Г. Приоритетные направления совершенствования системы государственного регулирования бизнеса на рынках продуктов питания

Аннотация

В статье определены приоритетные направления совершенствования системы государственного регулирования предпринимательства на рынках продовольственных товаров, изложены макро- и микроэкономические факторы, влияющие на развитие продовольственных рынков; обоснованы приоритетные цели государственного регулирования предпринимательства на продовольственных рынках на среднесрочный период.

Ключевые слова: государственное регулирование, продовольственная безопасность, продовольственные рынки, управление.

Introduction

The current state of food markets and food security reaffirms the fact that the market self-regulation does not provide a way out of crisis as well as the increase of production of food products. The sharp reduction of government intervention has led to a disruption of inter-branch relations, disparity in prices for agricultural and industrial production, decline in agricultural production, and reduction of the tax base. At each stage of development of food markets there are the set priorities, material and financial support for their implementation required. These priorities are: improving the efficiency of agricultural production, quality status and level of productive capacity, the use of scientific and technological progress and marketing [5, p 6].

The main purpose of this article is to identify the priorities for the improvement of state regulation of business activity in the markets of food products.

Analysis of recent research

The problem of ensuring food security is the focus of a large number of scientists, including L. Abalkin, E. Borisenko, A. Varchenko, V. Geyts, O. Hoychuk, S. Demyanenko, A. Kochetkov, R. Markov, P. Sabluk, I. Svidersky, O. Shebanina and others. However, some related issues are still not fully explored.

Statement of research objectives

- to identify priorities for the improvement of state regulation of business in the markets of food products;
- to determine macro-and microeconomic factors that influence the development of food markets;
- to justify the priority objectives of state regulation of business activity for the food markets in the medium term.

A necessary condition of ensuring the safety of the food markets is the legally docked food policy.

Results

For the accomplishment of purposes and principles of food policy, the following methods of state regulation are being applied:

- special tax regimes applicable to the subjects of agro business market;
- procurement, storage, processing and marketing of agricultural products and food products for the public use;
- setting of the minimum and maximum threshold (guaranteed) intervention prices for agricultural products and food;
- customs regulation, taking into account the specifics of the food sector;
- tariff and non-tariff regulation of imports and exports of agricultural products and food, support of the exports of agricultural products and food;
- providing subsidies, subventions, guarantees and compensations to agricultural producers and other actors in the food market and other forms of budget financing;
- state investments;
- technical regulations, licenses and other types of restrictions;
- risk management in agriculture, related to the specifics of food sector.

Encouraging the development of institutions and infrastructure on the food market, including the system of cooperative crediting through land mortgage, leasing of the equipment, insurance;

- antitrust regulation, measures to address the administrative, regional and technical barriers in the agricultural sector;
- programs for the sustainable rural development and conservation of natural resources and natural landscape;
- informational support and advisory services provided to the subjects of the food markets;
- measures targeted at financial recovery of agricultural producers, including the restructuring of their debts.
- promoting the scientific and technological progress and innovation in the industrial complex;
- other instruments of state control as provided by the current legislation of Ukraine.

It should be noted that the economic security of food markets is a macroeconomic problem. It is related to the efficiency of social production, the level of differentiation and income, unemployment. Consumption growth is possible only with macroeconomic stabilization and growth in real incomes, and not through redistribution of land, as it is recommended by international organizations regarding developing countries.

It should also be underlined that the development of food markets affect macro-and microeconomic factors. The macroeconomic ones include: budget, tax, monetary, sectoral, foreign trade and also the problems of economic and food security of the state.

The microeconomic factors include problems of insolvency and financial recovery in agricultural sector [4, p. 64].

All these problems are closely interconnected with each other. Let us consider the macro-economic factors and problems of the food markets.

1. The budget problem is to determine the optimal level and structure of budgetary support for agriculture and other agricultural enterprises.

2. To the tax problems should be counted in the significant tax burden (even setting a fixed agricultural tax, calculated per unit of land is not sufficient to restore financial stability of agricultural enterprises).

3. Monetary problems during the period of adjustment negatively affected the food markets. The replacement of the normal cash payment by the natural "barter" was not in favor of the food market and, in fact, excluded the development of the market mechanism. After the

1998's default situation slowly began to get corrected, but the credit, especially the long-term one, continued to be unavailable for farms.

4. Intersectoral cooperation. Currently, there are so called "price scissors" for the agricultural and industrial products and services. Since 2000, the ratio of prices relative to agricultural products constantly deteriorated, primarily due to accelerated growth of prices for electricity and petroleum products. As the result, the share of agricultural raw materials in the final price of products is constantly decreasing.

5. Foreign economic relations affect the food markets of Ukraine very much due to their unreasonable openness to imported goods produced in a better climatic conditions, with the help of higher technical equipment and high level of economic support.

6. Microeconomic problems arise at the level of interaction between farmers as the producers of the food products and the food market. One difficult problem is the insolvency of agricultural enterprises that incurred during the years of reforms. Currently, the market of food products became the object of high attention from the side of investors who buy or lease the enterprises of food industry and apply modern technology in their activity. Such formations, mainly in the form of holdings, are already operating successfully in the regions with the most favorable climatic conditions.

7. The problem of manpower in the market of food products is becoming more acute. It should be ideally solved in conjunction of the state, regional bodies of government and the businesses enterprises themselves.

8. Environmental issues. Today there is the problem of maintaining and increasing the soil fertility, conservation of water and forests.

An independent problem is the legal framework for the formation and operation of the information about the state of the food market, because its specifics is that it must be accurate and provided to the participants of the market process for free.

Currently there is no legal basis to restrict the release of economic entities in the information space. This allows large operators to go into media and pursue their own corporate goals while misleading the public about the real situation on the market. This results in the excessive demand for products and the higher prices. Similar actions in a civilized market are not allowed.

With the adoption of the relative law the set of measures aimed at creating a competitive environment and equal access to information for all agents of food markets would be fixed.

The system of state information support of the food sector is based on the principle of equal access to the revenues of this information to the subjects of the food market. In order to implement this principle the rules about posting the information on the website of the authorized body of executive power and its dissemination through the media without restrictions and for free are being introduced.

The stability of food supply is determined by the well-being of the country. In terms of political autonomy and economic instability due to the reduction of agricultural production, raw materials and food, their role becomes a priority. Despite to the diversity of ways and mechanisms to solve the food problem, the most important trend is achieving the stability of production through the sustainable development of national agriculture.

Thus, the strategic goal of the food security is to secure the population with sufficient agricultural products and food. The guarantee for its achievement is the stability of domestic production and the availability of the necessary provisions and reserves.

The main objectives of food security, regardless of the changes in external and internal conditions are the following:

- timely prediction, detection and prevention of internal and external threats to the food security, minimizing their negative effects through the constant readiness of citizens to ensure food and the formation of strategic stocks of food;

- sustainable development of domestic production of food and raw materials which is sufficient in order to ensure the food independence of a state;
- achieving and maintaining physical and economic access of every citizen of the country' to the safe food in the volume and range, corresponding to the rational norms of consumption of food needed for an active and healthy lifestyle;
- ensuring food safety through certification of food products [2, p. 22].

Given the risks and threats to food security of Ukraine, we would like to offer the following priority areas in improving the system of state regulation of business.

1. In the area of economic access to the food products for all categories of the population the special attention should be given to solving problems by the means of reducing poverty and providing priority support to the most vulnerable population, as well as healthy nutrition for pregnant and lactating women, infants, children of preschool and school age, in schools and in other establishments of the social sphere.

2. In the part of physical accessibility of food: to develop inter-regional integration in the sphere of food markets and food security, to use the mechanisms of support of the regions that are located in areas of low food production or caught in the extreme situations more efficient, to improve the transport accessibility in remote areas for the uniform and steady food supply to the population, to create conditions for increasing the number of objects of trade infrastructure and catering of various types.

3. In the part of the formation of the state material reserve the range of the relevant material values and norms of the problem should be determined.

4. In order to ensure the food safety the control in this area should be organized and carried out in accordance with the legislation which exists in the spheres of agricultural, fishery products and food, including imported, at all stages of production, storage, transport, processing and sale.

5. To exclude the uncontrolled proliferation of food products derived from the genetically modified plants using dietary modified microorganisms and organisms that are genetically modified counterparts.

6. To continue harmonization with the international requirements of food safety indicators based on the fundamental research in the field of scientific study.

b7. To improve the control of food safety by the means of certification of food products, including the establishment of modern technical and methodological basis for it.

In the field of producing agricultural and fishery products, raw materials and food products the state support should concentrate on these areas:

- the increase of soil fertility and productivity, the expansion of the agricultural crop due to the unused arable land, the reconstruction and building of the reclamation systems;
- the accelerated development of the livestock;
- the expansion and more intensive use of the aquatic biological resources and new technologies of industrial growth;
- the creation of the new technology of deep and complex processing of food raw materials, the methods of storage and transportation of agricultural and fishery products, the development of scientific potential of agricultural and fishery facilities, the support of the new research directions in the sphere of adjacent fields of science and implementation of measures aimed at preventing the outflow of highly qualified scientific personnel;
- the increase of the pace of structural and technological modernization of the agricultural and fishery facilities, the reconstruction of the nature-ecological potential;
- the development of the system of training and re-qualification of the staff which is able to implement the objectives of the innovative model of the development of agricultural and fishery facilities taking into account the requirements of food security;
- the improvement of the mechanisms of regulation of the market of agricultural and

fishery products, raw materials and food products in terms of increasing the efficiency and eliminating the price distortions in the markets of agricultural and fish products and material-technical resources;

- the improvement of the efficiency of the state aid into the branch by paying special attention to creating conditions for financial stability and solvency of the producers.

In the sphere of foreign economic policy the following must be provided:

- operational measures of customs and tariff regulation for the purposes of rationalizing the ratio of exports and imports of agricultural and fishery products, raw materials and food;

- active use of safeguard measures during imports of agricultural and fishery products, raw materials and food, and in cases of dumping and the use of subsidies during their export to foreign countries;

- effective operation of the sanitary, veterinary and phytosanitary control taking into account the international rules and standards;

- gradual reduction of the dependence of domestic agricultural and fishery complexes from the import of technology, machinery, equipment and other resources.

The formation of the foreign economic policy must be in compliance with the criteria set out in the Law of Ukraine "On food security of Ukraine."

The actions of the state and society in connection with ensuring food security should be based on comprehensive objective analysis and forecasting of food situation in the country.

The mechanisms of food security are being developed and implemented as the most important part of the state's forecast of the programs of socio-economic development of Ukraine, as well as special programs of agricultural development of the country.

The results of the proposed priorities for the improvement of the system of state regulation are necessary to be analyzed according to the following complexes (indicators) that were built into four categories: food, agriculture, agricultural, trade.

The food unit includes such factors as:

-p norms of consumption per capita;

- the structure of consumption, calculated on the basis of effective demand, given the actual consumption of own and imported goods;

- an indicator of consumption, calculated as the ratio of the structure of consumption of own and imported goods to the total physiological needs of the population;

- food self-sufficiency rate, calculated as the ratio of consumption of own products to the physiological needs of the population [1, p. 4].

The agricultural unit includes:

-i of the potential that can be defined or based on actual achieved output, or by using the method of analogues - the rate of potential increase in production under the condition of the use of modern technology;

- the rates of performance of agriculture (gross output of 1 hectare, gross output per 1 employee, cereal yields of 1 hectare, productivity per unit of livestock feed; capital return, the number of people that the farmer can feed, etc.);

- consumer basket of the manufacturer - an indicator that shows the costs of a particular kind;

- profitability of production (calculated on the basis of the previous figure as it is the indicator of the need of this particular type of production for the state support;

- the level of subsidies into agriculture;

- the ratio of wages of agricultural producers and the average wage in the country as the reflection of the potential labor force activity of agriculture.

Within the agricultural unit should be distinguished:

- the structure of production costs (material, labor costs, depreciation and other costs) and its comparison with the developed standards;

- the balance of production and marketability factors, the use of products for different purposes, losses. Based on the evaluation of losses inherent in the entire APC, the measures of the structural policy aimed at reducing the costs of food producing can be developed and justified;
- price ratio: factor - the product, product - product, factor - factor;
- definition of the agricultural wholesale and retail prices (due to the structure of the retail price).

The foreign economic trade block includes the following indicators:

- the share of imports in the consumption of food (food import dependency);
- the balance of import and export of agricultural products;
- the ratio of domestic and world agricultural and wholesale prices;
- the assessment of the possible damage caused from trade liberalization of agricultural products and food not only to farmers but also for the end users due to the measures related to import restrictions;
- a group of indicators related to the annual fluctuations in the production of crops by the region, country and around the world; the production of livestock products by the region, country and worldwide; providing animal feed industries in regions, countries and around the world, providing food products by the region, country and around the world; prices for different types of agricultural products and food.

Based on the current conditions prevailing in the market of food products, today's problems of the functioning of this market, its vitality, that requires the resolution at the regional and state level, the following priority objectives in the medium term are highlighted:

1. The stabilization of the fiscal, monetary and pricing policies of food markets.
2. Enhancing market and other institutional changes in the field of food markets.
3. Scientific study and innovation projects for the creation and implementation of the resource technology, environmentally friendly product.
4. The creation of organizational and economic conditions for investment and innovation in agriculture.
5. Programs and mechanisms for the modernization of production, restructuring of the agricultural enterprises.
6. The programs of the sustainable development of the regions according to the food security indexes.

Conclusions

The governmental regulation of business in the sphere of food markets under the modern conditions of the existence of society is an objective necessity. But creating an effective system of this regulation is an extremely complex issue, as it is evidenced by the years of experience.

Therefore, the objective of the state regulation is the development of an optimal combination of market and state intervention in achieving the main goal - a comprehensive account of the interests of the society as a whole.

It should be noted that in areas such as development of rural infrastructure, agricultural research and education, information provision, crediting, the regulation of the market of foreign trade, the undisputed leading role lies on the government regulations. At the same time, maintaining the state of prices and incomes requires a differentiated approach.

Major difficulties in developing the effective system of state regulations creates a subjective approach of the legislative bodies in the process of formation of the food policy that is inherently presented in Ukraine, where many politicians decide upon the issues affecting the fate of millions of people and the entire state.

It is very important, as the experience of foreign countries shows, to maintain the principle of voluntariness while developing the mechanism for regulating the food market. The freedom of choice of the manufacturer cannot be restricted.

Compliance with the strategic goals is very important during the process of forming a system of effective state regulation. This choice of the right strategy, given the macroeconomic situation not only in the country, but in the world, could be decisive.

The policy of state regulation of the market of food products must be integrated. All its programs and mechanisms should focus on achieving the overall goal, not contradict each other, unlike other sectors of the economy of Ukraine, the food market is not just a market. It is the production, social and cultural sphere, the basis for the substantial part of the population that historically formed over the large areas of Ukraine.

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**WHY MEN AND WOMEN MAY DIFFER IN AN EMPLOYMENT SPHERE:
GENERAL THEORETICAL FUNDAMENTALS**

Gender disparity in employment is most significant and widespread aspect of labour market around the world. The investigation of gender-specific functioning of labour market and employment sphere transcends national boundaries and took on global character.

There is no common opinion on the reasons of the employment gender disparity in the economic literature. It is not clear what has caused those differences. After decades of research most of investigators would agree that there can be no single-factor explanation for gender inequality in the labour market and there are many potential reasons why men and women may differ in the employment sphere.

A conventional explanations of gender differences in employment sphere include discrimination, biological differences, differences in a human capital and abilities, differences due to historical and socio-cultural influences, preconception, preferences for work field and working hours because child rearing and family caring (work-effort theory) etc.

This paper is focused on the discussion of different explanations of gender disparity existence.

1. Gender Differences and Discrimination

Discrimination is the most abundant explanation of gender differences in all fields of life and first of all in the labour market.

What is the gender discrimination? How the researchers define the gender discrimination? How the gender discrimination manifests itself and why it exists?

Discrimination means any distinctions in norms of remuneration and promotion possibilities at identical personal characteristics when “people may be included or discouraged from even aspiring to a job because of their race, sex or religion” (Spence 1993, p.18). Coming from comprehension about gender discrimination at work the official reports distinguish various types of discrimination, in particular, discrimination at entry to the labour market, career opportunities, etc. Any kinds of discrimination “not only on the basis of gender, but on any grounds, is synonymous with ignoring qualifications and merit and is therefore inimical to advancing employer’s business interests” (Wetchler, 2007, p.7).

The gender discrimination is viewed as a product of a culture and oppressive gender ideology. It’s defined as “the systematic, unfavourable treatment of individuals on the basis of their gender, which denies them rights, opportunities or resources” (Reif, Newstrom, 1997, p.7). Gender discrimination is connected with relative difficulties of females to access to power and control of resources. Gender discrimination can also be defined in terms of opportunities, employment obtaining, promoting, achieving, etc (Eaye et. al., 2007; Glick et. al., 2007; Beijing Declaration; Convention on the Elimination of All Forms of Discrimination against Women, 1979; Declaration of Mexico, 1975 etc).

Gender discrimination takes place when “a person is or people are treated unfairly in the work context because gender. Unfair treatment can concern levels of compensation, as for example, when a woman receives less than an equivalent man” (Eaye et. al., p.3).

The gender discrimination study, used by economists and sociologists, is complemented by psychologists.

The psychological approach proceeds from an assumption that “discriminatory acts are ultimately carried out by individuals who both accommodate themselves to and shape the

culture and practices of a workplace" (Glick et. al., 2007, p.155). Psychologists define discrimination as a behavior and try to understand how discrimination influences on individuals' perceptions, beliefs, thinking, and feelings.

Why the gender discrimination exists if constitutional and other national legal provisions uphold gender equality principles? The most usual explanation proceeds from religious or other customary laws and cultural norms that encouraged men's privileges and dominance and reduced women's possibilities and rights (Eaye et. al., 2007; Glick et. al., 2007; Segal, 2004).

2. Biological-Based Explanations of Gender Differences

Human's division on men and women defines the perception about differences of persons. According to some opinion, in particular to a theory of biological determinism, human genetics and anatomy, nature and biology predetermines the differences of men and women in all kinds of activities and in all spheres of life. Biodeterminism (biological determinism) proceeds from an assumption that "biology is destiny" (Freud) and such context is directed not only to human's physiology and reproductive functions but to persons' psychology and behaviour.

In general, the theory of biodeterminism originates from the common idea of determinism or study about nature-based inter-determination and inter-connection of real life phenomenon.

Biodeterminism or "a form of reductionism that explains individual behavior and characteristics of societies in terms of biological functions" (Hubbard p.141), proceeds from the belief that the essential differences between men and women includes not only physiology and reproductive functions but men's and women's brain structures, their learning styles, behavior, fillings, motivation, and interests, etc. Biodeterminism theory comes from opinion that human biology and genetics given in terms of genes, DNA, hormones etc is an essential cause of differences between men and women in all fields of the life, their psychological features, spheres of employment, effects human behavior and strictly prescribes various social roles of men and women, etc.

One of the most spreading biodeterminist theories is sociobiology or "the systematic study of the biological basis of all social behavior" (Williams et. al., 1990). According to the sociobiology theory, "fundamental elements of human nature can be identified in traits that characterize all people (and selected animals as well) irrespective of their cultural or historical differences" (Hude 1991, p.141).

Biodeterminist theory and theory of sociobiology are sharply criticized by feminists for reductionistic interpretations of human behaviour and defiance of the many other factors impacted human characteristics and acting. Biodeterminism disregards many important causes influenced human behavior such as socialization, life environment, person's experiences etc. So, Freud's notorious statement "Biology is destiny" was seriously challenged by a numerous of studies (Goodman et. al., 1985).

3. Historical and Socio-Cultural Context of Gender Differences

According to other viewpoints, the differences between men and women in a crucial level are shaped by the social, cultural and historical aspects. Such approach toward the gender differences identifies how the social, cultural and historical alterations influence on life style of men and women.

Culture predetermines values, beliefs and behavior models of a different group of people including gender groups. In the historical context culture is transmitted from one generation to the next by leaders of community or/and religious, teachers, parents, and etc. In the modern society the mass-media communications also promotes the transmitting of culture. The "process of transmitting culture across generations is known as socialization" (Peplau, et. al., 2002, p. 27). By other words the socialization is a process by which the new generations

adapt the norms, customs, social norms of behavior, environment laws etc (Basow, 1986) through public perceptions, mass media, literature, education etc.

During the process of socialization the social norms, social roles, perception of statuses, social identity and ideology, including gender identity and gender-stereotypically shaped comprehension of gender social roles, are transmitted too. Gender socialization process begins from the moment of born from the question "is it a boy or a girl?" (Gleitman, et. al., 2000) and continues during all life of person through adaption/assumption of stereotypical apprehensions about person's gender role. Gender-based socio-cultural norms "define such things as the names considered appropriate for male versus female babies and the ways men and women dress or wear their hair" (Peplau, et. al., 2002, p. 27).

The theory of Gender Socialization (Gender Socialization Theory) is based on the belief that humans adopt the masculine and feminine models of behavior (or their sex roles) in a passive way through sponge-like absorption of existing perceptions (Parsons et. al., 1955). It means that according to Gender Socialization Theory humans perceive and assimilate existing reality as absolute givenness and passively adopt the reality through socialization but doesn't produce it.

Gender Socialization Theory is based on the Social Roles Theory which was developed by Talcott Parsons within Structural Functionalism Theory (Parsons et. al., 1955). Gender role are one of the types of social roles expressed the certain expectations in a behavioural manifestations of men and women (Malykhina-Pykh, 2006, p. 145). The gender-based social roles theory prescribes different statuses, rights, duties and responsibilities, distinctive types of activities and behavior models to men and women (Eagly, 1992; Eaye et. al., 2007; Encyclopedia of sex, 2003, p.19; Peplau et. al., 2002, p.28). Despite that in the real life men's and women's characteristics tend to overlap, the gender social roles theory and usual stereotypical thinking often create artificial gender polarization and essential gap between women and men and their gender roles. The women are expected to play family role while men – the occupational roles. The main and most significant sources of such differences are the social norms, prescribed men and women different kinds of behaviour in accordance with their sex. According to social role theory various gender roles lead to develop different skills, knowledge and therefore experiences to men and women (Eagly, 1992).

Researchers find considerable cross-cultural and cross-historical variation in gender-role beliefs (Segal, 2004). "Gender role is the overt behavior one displays in society, the role which he plays, especially with other people, to establish his position with them insofar as his and their identity, and gender roles are almost synonymous in the usual person, in certain abnormal cases they are at variance" (Stoller, 1968, p.10).

Therefore, the social role theory allows integrating the social, anthropological and psychological characteristics of men and women under common system and concludes that gender differences are not the result of biological, genetical, hormones differences. Proceeding from socio-cultural context the gender behavior models, gender social norms, social roles, statuses, and etc. might be perceived as adequate and positive or as negative and illegitimate for the certain cultural, social and historical conditions and can be changed through historical development process.

4. Human Capital Theory

One of explanation of gender gap in various fields of the life proceeds from "nature - nurture" or ability and education factors (Bekcer, 1964, p.63; Dequech, 2002; Narcy et. al., 2009) or, by other words, from differences in a human capital and abilities.

According to Human capital theory, more productive workers should be paid higher wage. Human capital theory suggests that as higher is individual's human capital as higher is his/her productivity and as higher should be his/her earnings. The level of human capital is directly connected with individual's formal education level, individual's trainings, and work experience. As Gary Becker argued "An emphasis on human capital not only helps explain

differences in earnings over time and among areas but also among persons or families within an area” (Becker, 1993, p. 97).

The common perception comes from opinion that the occupational and sectoral gender differences as well as wage gender gap exists due to the fact that women have lower levels of human capital or have less of formal schooling, less vocational training and work experience and therefore, less qualification (Narcy, 2009). The stereotypical comprehension judge by preconception that women have less investments in education, trainings etc. and, therefore, they are less worth-full employee (Meece et. al., 1984; Nieva et. al., 1981; Ruble et. al., 1984).

By the other hand, proceeding from physical differences between men and women, some authors argued the differences of male-female abilities. Studies of the brainwave revealed that females’ and males’ brains are stronger in the different hemisphere: the women have stronger the left hemisphere and therefore they are better in languages while men have stronger the right hemisphere and thereby they are better in math, science, etc. (Diamont, 2002).

Proceeding from such approach, men and women are prescribed for various types of activities and therefore – to employ in various sectors of economy and different occupational levels.

5. Work-effort theory

On the basis of the rational choice theory, G. Becker argued that family behavior builds on maximizing behavior (Becker, 1964, p.10). Having a different human capital and proceeding from biological differences between men and women when female have an “innate capacities to bear and rear children” (Becker, 1964, p.12), “a married couple could gain much from a sharp division of labor” (Becker, 1964, p.13). They reproduced “the traditional division of labor in marriages” (Becker, 1964, p.12), when husband and wife are specialized in different types of activities. The family responsibilities prescribe females household activities. Thereby woman cannot deliver full efforts at labour market participation, she is limited in her career development, in choice of work field and working hours because of child rearing and family caring necessity and even holding the equal with man human capital, woman often earned less. Such situation is more manifested in case of working mothers. Some authors see direct interdependence between labour market gender inequality and motherhood (Becker, 1981; Becker, 1985). Researchers also find “large differences in the effects of children on women’s hourly wages even after controlling for differences between women with children and women without children in characteristics such as age and education” (Harkness et. al., 1999).

According to the work-effort theory, women are assumed to select occupations that are potentially family-friendly. Women choose the public and nonprofit sector in order to avoid excessive wage penalties for having children (Nielsen et. al., 2004). On the other hand, “family-friendly” fields of employment means for women the possibilities to have part-time job and combine work and family carrying (Narcy et. al., 2009).

All of these explanations in a greater or lesser degree are subject to influence of gender stereotypes and differences between terms “sex” and “gender” are a backbone for all of this conceptions.

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**WHY MEN AND WOMEN MAY DIFFER IN AN EMPLOYMENT SPHERE:
GENERAL THEORETICAL FUNDAMENTALS**

Summary

Gender disparity in employment sphere is widespread aspect of labour market around the world. There is no common opinion on the reasons of the employment gender disparity in the economic literature. It is not clear what has caused those differences.

Given paper considers some theoretical approaches toward gender disparity explanation, in particular discrimination, biological differences, differences in a human capital and abilities, differences due to historical and socio-cultural influences, preferences for work field and working hours because child rearing and family caring (work-effort theory).

ОБЩЕСТВЕННЫЕ УПРАВЛЕНИЯ

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**THE FUNCTIONING OF THE SYSTEM OF INNOVATIONAL MANAGEMENT
IN UTILITIES SECTOR OF ECONOMY**

The directions of innovative management of public utilities. The main task of management of communal property in the state.

Keywords: public administration, objectives, innovative development, mechanism reform.

Клименко А.В. Функционирование системы инновационного управления коммунальным хозяйством

Определены направления инновационного управления в сфере коммунального хозяйства. Определены основные задачи управления коммунальным имуществом в государстве.

Ключевые слова: государственное управление, задача, инновационное развитие, механизм, реформирования.

Introduction

Utility's sector of economy holds a special place among the industries that make up areas of economic systems. In the works of most scientists utility's sector of economy is being studied as part of those industries, which are providing remunerated services or in conjunction with housing branch of economy [1, 2]. This approach is traditional and it is based on common features, which are common for both housing and communal services. However, in our opinion, it is somewhat misleading, because the municipal economy has features that allow it to separated from housing and other industries and to be considered as one particular branch of territorial economic complex.

Analysis of recent research

The problems of ways to reform housing and communal services were studied by well-known domestic and foreign scientists: A. G. Alshevskiyh, A. I. Bezlyudov, A. Blohnin, B. V. Burkynskyy, A. Butenko, J. Galbraith, T. Thunderbird, N. Kostecki, L. K. Polezhayev, A. Raykov, V. S. Romeyko, E. E. Rummyantsev, A. N. Ryahovska, F. G. Tahi-Zade, L. Shalabay. However, many issues still remain vague at the present stage.

Statement of research objectives

- to identify areas of innovation in management of the field of public utilities sector of economy;

- to identify key issues in management of municipal property of the state.

Results

The problems of innovative management in housing units are becoming more relevant in connection with the implementation of a state policy regarding an introduction of innovative mechanisms in the development and promotion of scientific and technical progress in this sector, which found its reflection in such laws : the law of Ukraine "About the management of the objects of state property" [3], "On financial leasing" [4], "On agreements of production sharing" [5], "On the wholestate reform program in the sphere of the development of utilities sector of economy in 2009-2014 years" [6], the resolution of the Cabinet of Ministers from 17.10.2008 "On approving the regulations on purchase of goods and services by the means of public funds". According to these and other laws, innovative approach in the development of utilities sector of economy is of a high priority and an important task. This process is

accompanied by further transformations in the system of regional and local authorities, which are aimed at solving the problem of their efficiency in operation. Also market mechanisms are being implemented in the process of running the municipal (communal) formations, which justify the specific features of budget services.

An effective management in communal area consists of managerial innovations from the perspective of the effectiveness of resource management from a side of companies which are a part of state or municipal property for the matter of providing high efficiency of their activities. It assumes a high level of education of state and municipal (public) employees, developed legislative regulations, methodological and methodical accomplishments, the transparency of technologies being used in their activities, a variety of forms for registration of public opinion, a positive image of government and enterprises, etc. The role of a resource management in this sense will solve many problems in the organizational and economic development of local public entities.

If state and regional levels of management currently have theoretical and legal framework of functioning, the municipal management is being under development, both in theoretical and practical matters. Moreover, scientific and theoretical process of conceptual and methodological foundations of the effectiveness of municipal management significantly lags behind the practical process.

Today the theory of municipal management is based on known basics of the general management theory, the theory of state governance, and at the stage of formation.

Problems of an effective functioning of the utilities sector of economics are set before all by administrative and budgetary reforms, as well as the reform of local self-government. The practical absence of methodological, legal, informational, methodological and other types of ensuring of the process of municipal (communal) management in the terms of reforms led to the novelty and complexity of the problems, shown in this paper.

In the works of scholars practically there are no questions, which are devoted to the complex study of the nature and the prospects for innovation in the management of public services in the region. Existing studies tend to consider some separate problems of the formation of the budgetary resources and operation of public utilities. Almost raw in evaluation remains the problem of the judgment of the resultativity in management of public utilities, because its solution requires the specification of theoretical and methodological bases of research of the results in the management of these resources, the analysis of the strategic conditions of improving the quality of housing of local population and the actual dynamics performance of the level dynamics, organizational development and economic mechanism for solving these problems.

Currently in unsuccessful attempts to reform municipal sphere of economy lies a resultless application of the basics of classical and neoclassical theory, which involves the analysis and implementation of reforms and development of programs with isolation from social, political, psychological and other factors development. Rethinking approaches, methods and principles for the reformation and development of public utilities should go next to the fundamental study in this area. Thus, one of most prominent approaches is the use of an institutional concept, which will give us a possibility to provide a more objective assessment of the socio-economic and production processes that occur in public services. These limitations began to emerge in the analysis of individual behavior and interaction between people at different levels, inaccurate forecasts, which reflected an increase in dissatisfaction with the result. The use of institutional analysis allows more accurate assessment of the economic processes taking place in the society by not only economic but also social, political, psychological and other factors of development.

An application of the institutional approach for the solving of problems gives a possibility to identify special features of the communal forms of management as an independent object of study in the management area, is particular residential units in the region.

Features of utilities as socio-economic systems are resulting from the specificity and mode of public management, since they are objects of this management. The main feature is that the population acts simultaneously as the target, object and the subject of management, therefore, a person is the main local resource that is tied to a particular place, that's why the local community and elected by it organs of state power (municipality) is an organization primarily of a social nature, which pursues non-profit purposes and managing it is far more difficult because of the global dependence of the municipal (local) power on the will and interests of the population and a big quantity of simultaneously solved problems. This area of management, unlike public management, is using mainly methods of partnership and corporative participation leaving the methods of coercion aside.

Today an effective management of any system should be used and based on the knowledge of the basic laws of functioning and development of an organization. These laws include the law of composition, the law of proportionality, the law of the least, the law of synergy, the law of the conregularity, the law of the unity of analysis and synthesis, the law of self-preservation.

Principles and approaches for an objective regulation of natural monopolies such as enterprises of water and drainage, gas and heating supply are derived from the essence of the functioning of these enterprises. Complete absence of market mechanisms in their activities with an objective necessity requires the presence of the relevant regulators from the side of the state in the areas such as normalization (establishment and compliance with standards and regulations), pricing, the policy of the antimonopoly and competitive development. Low levels of state and municipal management, unacknowledgement with the laws and mechanisms of strategic management have led to a systemic crisis in public services.

Thus, the failure of the principle of composition have led to the chaotic operation of public utilities, which is expressed in disagreement and disunity of the goals, objectives, executives and managers at all levels in accordance with a management hierarchy. Failure to comply with the principle of compositionality is manifested in the duplication of functions and processes (jobs) in the system of municipal utilities. Thus, housing complexes of the oblast' and regional entities are controlled directly as state departments of regional, district administrations and executive committees of village, town, city, district and regional councils headed by the mayor. Overlapping of the functions, decision-making and implementation processes have led to the disunity in most municipal systems.

In these circumstances as urgent become problems of management of the subsystem in resource ensuring of collective utilities (legal, methodological, resource, informational) and the effective functioning of the managing subsystem, which components include personnel management, development of managerial decision, coordination of the development of projects in the sphere of public utilities. All this requires the development of new approaches and mechanisms for the administration of territorial resources in order to support the innovative development in the sphere of public utilities. According to a systematic approach, the process can not be competitive if the subsystem of resource supply is ineffective. First of all, the problem of the management of resource development affects competitive relations in this sphere, meaning that the process of municipal resources shall be a subject of competitive relations.

At the present the problem of an effective resource management is mainly investigated with respect of resource potential of the country, but the modern Ukrainian conditions require a separate and more wide research at the regional level, which is caused by a number of circumstances:

First, territorial entities are forced to seek new revenue sources of socio-economic development. Second, reforming the state and municipal administration puts the question of increasing the effectiveness of housing and communal economy. Thirdly, the resolution of these questions determines the resource availability of the powers of local government in a

budget reformation. Fourth, giving the economy the nature of innovation is an essential condition for improving the quality of life.

So, along with deepening and systematizing of research on resource management subsystem at the regional level, it is relevant to the study the problem at the municipal (local) level. Municipalities are trying to compensate the gap between resource opportunities of municipal (public) entities and obligations imposed on them by the state bodies by finding not only additional financial resources, but also by the means of the search of innovational technologies in management of financial resources of municipal (local) communities. In this context the reform towards greater organizational and economic independence of local authorities must become the factor that will balance financial relations in this sphere.

Currently, violations in the management of local resources can be explained not only by the lack of local budgets, but also the lack of appropriate legal documents or ignoring them in the activities of local government, lack of qualified personnel, and especially not sufficiently high level of theoretical and methodological evaluation of the effectiveness in local resource management. Both science and practice show that the standard of living of a nation and its well-being depend on a systematic approach to the management and efficiency of management, meaning the scientific and educational resource, which is the main component of innovativeness of the economy. Today, more and more value is created by intangible assets and intellectual capital.

In this regard, for innovative development of certain municipal utilities (municipal) entities it is essential to apply new approaches and principles aimed at the active use of innovation and new technologies in the municipal area. In the conditions of reformation of the state municipal management there is a need to develop effective approaches towards evaluating the effectiveness of resource management of municipalities. This fact makes it actual to study the whole complex of issues that involve resource management of municipal formations, particularly in the development of a resource management in the context of methodological and systematic approach in evaluating the effectiveness of management. Innovations in the field of housing and communal complex, namely in the administrative and management unit (as a subsystem of local authorities) are not quite clear not only in municipal management, but also in other types of business entity ownership.

These objective circumstances require the formation of innovative resource management in state utilities area, the assessment of effectiveness of its functioning, the specification of the conceptual apparatus for the realization of this management system.

The operation of the system of innovation management in the sphere of state utilities involves: the establishment of management objectives, the introduction of new organizational forms of production and management of enterprises, the formation of an ordered system of management functions, the formation of indicators for evaluating the effectiveness of management, the development of methodological approaches towards the performance of management, the development and implementation of ministerial and regional target programs, the introduction of monitoring studies on the results of management;

According to the municipal development strategy, based on innovation and using the method of program-target planning the system of so called “tree goals” is being formed together with the objectives in achieving the main goal. Adequate resources should be allocated for each of the functions (tasks), which in turn should be a subject of continuous monitoring. The goals and benchmarks of performance in the various areas of public utilities will look the following way. The general objective of utilities is based on the innovational basis of improving the quality of life. This goal in turn implies to an improving of the usage of economic resources in public services.

According to the key objective of the first level of the “tree”, one of the most important purposes one of the main goals of the second level (subsystem) of public utilities is to ensure

the effective utilization of economic resources with the aim to maintain high rates of economic development of the municipal complexes.

The objectives of the third and next level or the effective use of the economic resources are represented as follows:

1. The efficient use of natural resources that are in the territory of a state.
2. The effective use of fixed and current assets, which are municipally owned.

It is essential to build appropriate organizational structure taking into account the institutional approach while implementing the strategic goals of the management subsystem.

According to the goal which is set regarding the development of state utilities the new organizational forms of management of utilities should be implemented. They will ensure the consolidation of the interests of the population, business and local government on many fundamental issues of social and economic development of territorial entities and will void the duplication of functions and consequently irresponsibility. In order to implement the goals and objectives one should clearly define the set of functions, and they must be tied directly to the responsibility of local authorities.

Conclusions

Thus, in the basis of reforming the municipal unities lies an unsuccessful application of the basics of both classical and neoclassical theory, which involve the analysis and implementation of reforms and applications development in isolation from social, political, psychological and other factors. There is also the lack of effective system of management in the context of complete ignorance of basic laws, approaches and principles of operation and development of the organization.

The specialities of the communal enterprises as socio-economic systems, arising from the specificity and mode of communal governance and being the objects of this management, have been established. The main feature is that the population acts simultaneously as the target object and the subject of management, therefore, a person is the main local resource that is tied to a particular place, because the municipality is an organization of a primarily social character, which pursues non-profit goals and managing it is much harder because of the global dependence of the municipal (local) power on the will and interests of the population and many problems being simultaneously solved.

It is necessary to introduce the new organizational forms of management in the sphere of state utilities that will ensure the consolidation of the interests of the population, business and local government on many important issues of socio-economic development of territorial entities and will void the duplication of functions resulting irresponsibility. In order to implement the goals and objectives one should clearly define the set of functions, and they must be tied directly to the responsibility of local authorities and people responsible for the implementation. For the establishment of the promising directions for further research it is logically to include the process of development of new organizational forms in the functioning of utility's sphere of economy with regional structures taking into account.

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CONCEPTUAL FOUNDATIONS OF FORMING STATE GOVERNANCE OF HOUSING AND COMMUNAL SERVICES SECTOR

Studied system of relations industry, local authorities and business management utilities. Defined regional model of the system of relations in housing. Substantiates the municipal model of the system of relations industry, local authorities and business management utilities.

Keywords: the government, housing, utilities, institutional component, modernization, market mechanism functioning.

Ковалевская О. П. Концептуальные принципы формирования государственного управления жилищно-коммунальным хозяйством

Исследована система взаимоотношений области, органов местного самоуправления и субъектов управления ЖКХ. Определены региональную модель функционирования системы взаимоотношений в ЖКХ. Обоснованно муниципальную модель функционирования системы взаимоотношений области, органов местного самоуправления и субъектов управления ЖКХ.

Ключевые слова: государственное управление, жилищно-коммунальное хозяйство, институциональная составляющая, модернизация, рыночный механизм, функционирование.

Introduction

One of the reasons of the critical state of housing and communal services sector lies in insufficient attention from the state to the institutional component of its modernization process. It has priority significance for this sector's growth and creation of necessary conditions for the life of the population by improving the quality of housing and communal services. This calls for implementation of structural reforms which will deliver a new model of exploitation and development of housing stock to ensure its reliable and high quality service with regard to the interests of consumers. Otherwise, the cost of housing and communal services will maintain at a high growth rate in parallel with reduction of their reliability and quality.

Analysis of recent research

On the relevance of state governance of housing and communal services' modernization process indicate numerous theoretical studies and generalizations of both domestic and foreign scholars, including: B. I. Adamov, V. N. Amitan, A. V. Babak, L. V. Bezzubko, P. Y. Belien'ky, I. K. Bystryakov, B. M. Borschevsky, M. P. Butko, B. M. Danylyshyn, O. I. Datsiy, V. M. Inyakin, B. T. Kliyanenko, N. Y. Konysheva, M. H. Koretsky, G. O. Kramarenko, V. I. Kutsenko, Y. V. Makogon, Y. M. Mantsevych, L. V. Melnyk, N. I. Oleynik, Y. V. Ostapenko, T. M. Strokan', G. I. Onischuk, V. P. Poluyanov, Y. M. Samokhin, D. M. Stechenko, V. I. Torkatyuk, L. M. Shatenko and others.

Statement of research objectives

- to investigate the relations' system in housing and communal services sector, local authorities' bodies and subjects of housing and communal services' governance;
- to define regional model of functioning of relations' system in housing and communal services sector;
- to justify municipal model of functioning of relations' system in housing and communal services sector, local authorities' bodies and subjects of housing and communal services' governance.

Results

At present one of the main problems in housing and communal services sector in Ukraine is the lack of effective market mechanisms. To understand the reason of this phenomenon one should bear in mind a significant difference of this sector from other sectors of economy. They are not forming systems; they are rather complementary systems of economic sectors that are not independently involved in the international and national domestic division of labor, but support the functioning of sectors of specialization, thus affecting the competitiveness of the latter [6, p. 112].

Let us consider scientific bases of state governance of the housing and communal services sector's development [3, 5]. As it is known market economy of any country can have the following options for its operation and development:

1. Copying of international experience, global development of small and medium business and immediate inclusion in global processes. This leads to the elimination of the majority of producers of agricultural and manufacturing industries at the expense of imports, including allied export-oriented sectors with all the consequences of that.

2. Orientation on the domestic market with creation of the “iron curtain” that will ensure the survival of domestic production, but with a low level of labor productivity and a low level of population's income.

3. Export orientation (with certain restrictions on export) of raw materials and innovative productions with very high customs duties on imports for the protection of domestic producers.

4. Creation of fundamentally new governance model based on a combination of global stimulating of market activity of all segments of the population with integrating this activity into the systemic organization of society. In this case the state's economy will get such additional general systemic effect, at the expense of which it will be able not only to override the individual over-expenditures, but also to use forms of public-private partnership in housing and communal services sector and social infrastructure for a long time.

For Ukraine the combination of two latter options is acceptable. Accelerating the implementation of projects, including in housing and communal services sector, public-private partnerships contribute to the acceleration of the modernization of the economy. The infrastructure is developing and new technologies are rapidly introduced. In order to obtain the right on project realization, public-private partnership must provide sufficient social and economic profitability, which means to be economically justified and beneficial to the society.

Here there are such fundamental properties of social and economic systems as: both cumulative and synergistic effects; the ratio between alternative (mutually exclusive) and synergistic (mutually empowering) bonds; the principle of system integrity; the principle of homeostasis in the economic, ecological and social processes; the golden rule of accumulation; principle of economy, which is expanding; contribution to the systematic organization of society, the economic fundamentals of confederation and federalism. The nature of the manifestation of these concepts when reforming housing and communal services sector is possible with the optimum combination of state and market mechanisms at the expense of management of overall risks associated with external circumstances as well as risks of design, construction and operation stages. Let us consider only three possible options.

Firstly, market relationships' subject orientation at maximizing its contribution to the systematic organization of society. The latter, represented by the government, sends a large part of this contribution for reimbursement of individual expenditures of this s market relationships' subject (domestic and foreign), reinforcing its position in domestic and foreign markets and expanding its capabilities for further increasing its contribution. This corresponds

with the principle of economy that is expanding and the related no less hypothetical golden rule of accumulation (each generation preserves for future generations at least the same part of the national income, which was left for this generation from the previous one). It is evident that only in this case the principle of sustainable development of housing and communal services sector may be implemented.

Secondly, focus on the systemic organization of society based on the totality of the aforementioned concepts in combination with monopolies' information transparency and scientific organization of state regulation. Known thesis that every monopoly leads to degradation turns into its opposite - any de-monopolization of production leads to lower labor productivity and the competitiveness of the national economy. In particular, in housing and communal services sector the stimulation of the creation of public-private partnerships' model that can compete with private corporate structures should be forced.

Thirdly, focus on individual market activity of small and medium businesses, which will lead (with the exception of high technology), to a significant increase in capacity resources of GDP in the system, dominated by alternative bonds. They virtually exclude the possibility of using benefits from intra regional and intra regional division of labor and also from the optimization of sectoral and territorial concentration of production and settlement. Obviously, national interest for modern Ukraine lies in increasing the competitiveness of the Ukrainian economy, preventing physical, genetic and intellectual degeneration and moral degradation of the population, strengthening economic and political foundations of federalism.

The government can only be guided by those ideological provisions and interests of only those segments of society that correspond with the national interests. Simultaneously, this approach allows separating two very important concepts – “legitimate” law and “legal law”. Law is legitimate, if it is adopted in accordance with procedures of its development, discussion, approval, statement and implementation approved in other laws. Only that law is legal, that corresponds with the national interest.

From words spoken above follows another very important conclusion: the optimal combination of efficiency and democratic governance is achieved only when the procedures of laws' legitimization comply with the principles of cybernetics. In terms of cybernetics long-term national interest lies in the need to shift the country on the principle of economy, which is expanding, and maintain the country's development trajectory in the plane close to settlement. Current national interest reflects the appropriate scale of development patterns' realization of each separate sector of the economy in the specific circumstances of this particular period.

At the same, infrastructure sectors' self-financing, including housing and communal services sector, to ensure the reproduction of existing capital assets is possible only under conditions of normal commodity-money relations, when the current tariffs reflect the objective needs of the sector. And consumers, by paying for the services received, ensure the reproduction process.

As it is known, for any market economy it is important to create mechanism of competitive structures to provide services in the housing and communal services sector. Under conditions of very worn-out equipment and engineering networks it is necessary to create conditions for simple reproduction of capital assets.

Peculiarity of Ukrainian situation has some specific restrictions on the market of housing and communal services. Namely in the current environment it is not possible to reform housing and communal services sector of the economy based on 100% costs' compensation [4, p. 114]. This approach will inevitably lead to social tensions.

Budgetary subsidies to the housing and communal services sector (as all social sectors of the economy) must be combined with the principle of targeting. The latter is necessary for two reasons. First, to ensure that each resident is responsible for maintaining housing, for participation in public works on the objects of the communal sector and for economical use of

resources. Secondly, in order to differentiate the principles of budget support according to property and demographic types of families.

Expenditure's stabilization and ensuring the competitiveness of Ukrainian economy are only possible under the condition if the state at the expense of:

a) land rent provides partial address support for the poor;
b) natural rent offsets the increased costs that occur on energy production, on transportation of goods and passengers, on elimination of prices' disparity in agricultural sector of the economy;

c) structural policies ensures decreasing of the growth in the need of resources.

Under state regulation of the modernization of housing and communal services sector it is necessary to ensure a comprehensive approach to this problem at all levels of regional and territorial governance by radically changing the technology of housing and communal services sector's management of at all levels of governance. It is especially important to comply with all the principles of society's systemic organization and interaction of upper, middle and downstream levels of governance. At the same time the effectiveness of the system is determined by the effectiveness of its primary elements and its lower tiers.

The residential market functions just as any other commodity market, where there are goods (dwelling), supply and demand. Demand comes from the desire of people to obtain dwelling; the supply comes from new construction and downtime (unoccupied) dwelling.

At the same time dwelling is a specific product for the following reasons: long term of life, permanent demand, large monetary value, many specific functions (quality characteristics), and binding to specific places.

The main consumer unit is the family. Families can be grouped into different consumer groups depending on age and social position; ranging from family of one young person who left parents and just starts his/her professional career, to family, consisting of several generations (grandmother parents, children), which intends to always live in that particular area.

The main commodity unit is a unit of dwelling (apartment, single family house), where family can meet its housing needs (rest, hygiene, food, etc.).

There are several mechanisms of demand integration of different types of families on different dwelling units. Herewith important characteristics are: the number of families that enter the market; economic and demographic characteristics of these families; tastes and preferences of families; prices, availability and interchangeability of housing as a commodity market, forecasts of housing prices and housing services; availability of loans and welfare.

All offers of dwelling on the market can be divided into a large number of categories. At that the main ones are: residential units in private ownership of residents that is opposed by public and private housing that is leased; the new housing that is opposed to housing in the old building; single family houses are opposed to apartments, urban housing is opposed to country (cottage) home.

After the classes of goods from the supply side are prescribed, the consumer groups, that have similar characteristics and requests, are determined that enables to perform analysis of the market based on demand. These groups consist of a combination of the following characteristics: age, economic status (income), psychographic characteristics (lifestyle).

Factor of the demand is the number of consumers (families). Probable demographic data makes it possible to calculate capacity of the market, to prognosis its future prospects. For example, a large number of divorces means creating new families, consisting of one person; compatible living tradition of several generations means demand on housing with a large number of rooms, etc.; age structure of the family largely determines the performance of demand for quality and size of dwelling; household income is a key indicator of financial capacity of demand on the market; conditions of housing loans and mortgages are the main factors affecting the demand and its monetary capacity.

Factors of supply on the real estate market are closely related to general economic conditions and forecasts. The main factors are the productivity (in residential construction) and the cost of construction and repair work. Structure of the factors that affect the supply includes the following: the cost, which is a quality factor at the stage of construction and repair work; productivity, which is a quantitative factor of the stage of construction or repair; the number of property developers and builders (contractors) on the market; developers' predictions on the volume of dwelling sales on the market.

Review of the housing market in Ukraine has shown [1, 2] that the country has developed commercial housing market as a separate sector of commercial real estate market. Currently, this sector of the market attracts a small portion of sales of residential property as a marketable mass.

In Ukraine there is almost no market of public housing and residential services. Significant volume of social housing sector remains in public housing stock, which is under full administrative management and is not involved into the market turnover.

With regard to housing policy, this led to the following consequences: total gross amount of the subsidies for residential sector was decreased, the transition from predominantly subjective subsidies objective ones took place; partial privatization of social housing stock was carried out; the structure of housing market was changed, namely the sector of rental residential housing declined and housing sector in private ownership increased.

In the sector of rental residential housing the following changes are occurring: a special non-market sector of social housing is gradually released, which is intended for households with low incomes and low social status; regardless of ownership landlords of rental housing (private, public, etc..) operate on an open competitive market, establishing market prices for housing rents; share of rental housing sector is reduced in total share of the housing stock. With this there is a danger of reducing it below the minimum required level (25%).

Analysis and synthesis of domestic and foreign experience in the formation and development of housing markets requires analysis and researches in the area of housing policy in Ukraine and systematization of factors that affect the market as well as development of mechanisms of housing market's regulation and functioning at the regional level.

The general concept of operation and development of housing markets includes:

- formation of housing market's institutional entities, homeowners and managers of organizations.

This recommendation is aimed at engaging of a large proportion of dwelling in a market turnover and increasing competition in the market.

It can be implemented through the gradual provision of operating managerial organizations with full rights as subjects of the housing market, and also the development of legal framework regulating the creation and activities of non-government institutional residential managing organizations.

- further shift from object-subsidization of residential sector to the subject-one.

This recommendation is aimed at significantly reducing the overall budgetary burden on the maintenance of residential sector and creating economic conditions for prevention of housing stock's physical deterioration;

- improving the system of property rights' registration and real estate transactions.

This recommendation is aimed at increasing the level of property rights' protection as means of increasing the capitalized cost of housing (i.e., an increase of the investment capacity of the entire housing sector of the economy);

- creation of tax incentives for legal part of the rental housing market.

This recommendation is aimed at the withdrawal of a large part of the housing market from the zone of "gray" economy;

- creating a competitive environment in the sector of residential services.

This recommendation can be implemented by: a) the abolition of the territorial principle of the existing management organizations' activities (elimination of local monopolism); b) compulsory open publication in the mass media of all proposals in the social housing sector, presenting the results of the competition for the candidates;

- organizing relations of landlords (homeowners) and renters (tenants).

This recommendation is aimed at progressive improvement of property rights protection in the housing sector. It can be implemented by means of concluding civil and legal agreements between landlords and tenants and gradually receiving complete juridical personality by governing housing organizations (receiving rights of use and disposal of residential real estate);

- reducing risks for the subjects of real estate markets.

This recommendation can be implemented by means of a partial change in existing legislation about the order of ensuring property rights: differentiation, accounting registration of real estate operations, management. It is necessary: a) to introduce mandatory insurance of risks during operations, b) to empower authorities, which deal with registration, with full civil and legal responsibility for actions undertaken by them.

On the local governance bodies fall all the most difficult work, especially in the modernization of objects of housing and municipal services sector, forming associations of dwelling's users and targeting principle of social protection of population when paying for housing and communal services.

The basic postulates of the general concept of forming effective governance in housing and communal services sector of the economy are:

- The development of housing and communal services sector for the country with high labor costs of the same quality can not go on the path of increasing the share of costs for public on housing and communal services since it will lead to the inflation growth, to the reduction of the competitiveness of the national economy and to the growth of social tension, which reduces even more the efficiency of production.

- There is the necessity of the problem's solution of the significant increase of productivity of individual and social labor in a modern market economy that will allow in the perspective the population to make full scope payments for the housing and communal services. Thus, a necessary condition for the effectiveness of modernization of housing and communal services sector is a combination of: gradual reduction of costs of the poor parts of population for housing and communal services as a result of targeted approach to each type of family; formation of the of population's responsibility for maintaining housing and for economical use of resources; organization of public-private partnership on financing, creating and modernizing infrastructure objects of housing and communal services sector.

The source of financing operating expenses and reproduction of housing and communal services' objects must be, other than payments of consumers, also natural and land rent and the national system of specialized loans with developing mechanisms for managing overall risk.

The main condition of the effective housing and communal services sector of the economy is to ensure a complex approach based on the synchronization of actions at national, regional and local levels.

To create sufficient capacity in order to ensure sustainable operation of housing and communal services sector of the economy the leverage actions on the interests of the population should be formed at the strategic level of management through the widespread establishment of users of dwellings' associations; provision of targeted protection for low-income population groups; creation of guarantee funds for public housing and modernization of housing and communal services' objects.

Instrumental basis for reforming the housing and communal services system should become the model system of the housing and communal services sector's functioning on the regional level and sector, local authorities and subjects of housing and communal services on the local level. Such a system would enable the information transparency in communal (infrastructural) and housing management companies on the basis of a three-tier system of management: portfolio management, asset management and operational management for the maintenance real estate objects.

Economic reliability of residential management foundation's functioning depends on the relationship between the size of profitability, service quality and price for services, since the integral value of the economic reliability of the system varies with the change of these components.

Conclusions

Therefore, necessary conditions for the effectiveness of modernizing the housing and communal services sector of the economy are, firstly, a combination of gradual reduction of expenditures of the poor population groups on housing and communal services payments as a result of targeted approach, formation of public responsibility for maintaining the housing stock and for economical use of resources; organization of public-private partnership to finance, create and modernize the infrastructure objects of housing and communal services sector; thirdly, the source of financing the operational costs and reproduction of housing and communal services sector's objects should be, except for consumer payments, the natural and land rents, the system of national targeted loans; fourthly, the main condition of successful modernization of housing and communal services sector is the provision of an integrated approach based on the synchronization of actions at national, regional and local levels; fifthly, the need to identify instruments of influence on interests of the population through the establishment of homeowners associations; sixthly, the basis of modernization should be the introduction of models of the functioning of housing and communal services sector of the economy on regional and local levels.

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ფუნქციონალური დონის კონკურენტული სტრატეგიები მცირე ბიზნესისათვის

ფუნქციონალური სტრატეგიების დედაარსი მდგომარეობს გეგმურ-მმართველობითი გადაწყვეტილებების შემუშავებაში ხელსაყრელი მიზნობრივი ბაზრის დასაბუთების, მყიდველების მაქსიმალური ოდენობის მოზიდვისა და სასურველი შემოსავლების მისაღებად წარმატებული პოზიციონირებისათვის.

გასაღების მიზნობრივი ბაზრების დასაბუთების ფუნქციონალური სტრატეგია გულისხმობს გეგმურ-მმართველობითი გადაწყვეტილებების ინტეგრაციას ლოკალურ დონეზე ისეთ საკითხებთან დაკავშირებით, როგორცაა: გასაღების რომელ ბაზრებზე უნდა გავიდეთ? რა დროს? რა მოცულობით ვაწარმოთ საქონელი და მომსახურებები დაუკმაყოფილებელი მოთხოვნის გათვალისწინებით? როგორი მისაღები ფასებით შევუდგეთ საქონლისა და მომსახურებების რეალიზაციას?

ბაზრის დასაბუთების სტრატეგიის მთავარი მიზნობრივი ფუნქციაა მაქსიმალური შედეგების მიღება მინიმალური დანახარჯებით და რისკებით.

მომხმარებელთა მოზიდვის სტრატეგია უმნიშვნელოვანეს როლს ასრულებს მიზნობრივი ბაზრის ათვისებაში. მომხმარებელზე ორიენტირებული სარკისებურად ასახავს მარკეტინგის ანალიტიკურ ფუნქციას, რომელიც პირდაპირ გავლენას ახდენს ფირმის კომერციულ წარმატებაზე.

ფირმის მარკეტინგული ძალისხმევა კონცენტრირებული უნდა იყოს მომხმარებელთა მოსახიდად სხვადასხვა მოდელის შემუშავებაზე. ამ ძალისხმევის საფუძველია მოხმარების მოტივაციის კომპლექსური ანალიზი, რომელიც მოიცავს შემდეგ მიმართულებებს:

- მოთხოვნის სტრუქტურისა და მისი ცვლილებების დინამიკის ანალიზი ამ მოთხოვნის დაუკმაყოფილებლობის გათვალისწინებით;
- სამომხმარებლო დაკმაყოფილებლობის, ინფორმირების, შექმნის არჩევანზე გავლენის მქონე ფაქტორების ანალიზი;
- ძირითადი კონკურენტი სავაჭრო მარკეტების იმიჯის ანალიზი პროდუქციის საბოლოო მომხმარებლებთან;
- კორპორაციული სავაჭრო მარკეტის ერთგულების შეფასება და ბრენდის ფორმირების შესაძლო რეზერვების გამოვლენა.

მომხმარებელთა მოზიდვის სტრატეგიის ძირითადი არსია სეგმენტაციის პროცესი.

მომხმარებელთა სეგმენტაცია ბაზრის ნაწილის გამოყოფაა, რომელშიც მყიდველები ერთნაირად რეაგირებენ შემოთავაზებული საქონლისა და მომსახურებების სამომხმარებლო თვისებებზე. მომხმარებელთა ერთობლიობის ერთგვაროვან მიზნობრივ ჯგუფებად დაყოფის აღნიშნული პროცესი გვაძლევს შესაძლებლობას, მაქსიმალურად გავითვალისწინოთ მყიდველთა მოთხოვნები და სასურველი მიმართულებით წარვმართოთ მარკეტინგული ძალისხმევა.

მომხმარებელთა სეგმენტაციის პროცესის შედეგებია:

• მომხმარებელთა მოთხოვნებისადმი სწრაფი ადაპტაცია და მათი მაქსიმალური დაკმაყოფილება;

• დაუკმაყოფილებელი მოთხოვნის გამოვლენა, რომელიც მოგვცემს შესაძლებლობას, სათანადო კორექტივები შევიტანოთ მარკეტინგულ სტრატეგიებში;

• ახალი საქონლის კონცეფციის ორგანული დაკავშირება მიზნობრივ სეგმენტში სასიცოცხლო ციკლის სტრატეგიასთან;

• კომპანიის კონკურენტული უპირატესობების გაძლიერება ფასების ზღვრის დროული შეფასების, ხელსაყრელი ასორტიმენტისა და კლიენტთა სერვისული მომსახურების ხარჯზე;

• პოზიტიური საზოგადოებრივი აზრის ჩამოყალიბება მყიდველთა მიზნობრივ აუდიტორიებში.

პრაქტიკაში სეგმენტაციის მრავალმხრივი პროცესი ხორციელდება მთელი რიგი კრიტერიუმებისა და ნიშნების გათვალისწინებით. სეგმენტაციის პროცესის ძირითად კრიტერიუმებად გათვალისწინებული უნდა იქნეს:

1. რაოდენობრივ საზღვრები, რომლებიც წარმოადგენს მომხმარებელთა გამოყოფილი ჯგუფების გაზომვადობის კრიტერიუმებს, სახელდობრ: რეალური და პოტენციური მომხმარებლების რაოდენობას; სეგმენტის ფართობს; საბაზრო წილს და გაყიდვების მოცულობას; სეგმენტის ტევადობას და პოტენციალს.

2. სეგმენტის მისაწვდომობა, რაც ასახავს კომპანიის ერთობლივ შესაძლებლობებს ინფორმაციული უზრუნველყოფის, ხელსაყრელი დისტრიბუციის, ლოგისტიკური ფორმებისა და მატერიალური ნაკადების მართვის მეთოდების თვალსაზრისით.

3. სეგმენტის მდგრადობა, რომელიც გულისხმობს მოთხოვნის სტაბილურობის შეფასებას კორპორაციულ საქონელსა და მომსახურებასთან დაკავშირებით მომხმარებელთა გადახდისუნარიანობისა და საბაზრო კანონზომიერებების გათვალისწინებით.

4. სეგმენტის სარგებლიანობა, რომელიც მოიცავს მის შემოსავლიანობას, მოგების ზრდის ტენდენციებს მიმდინარე და ხანგრძლივ პერსპექტივაში ერთობლივი დანახარჯების შესაძლო ეკონომიის გათვალისწინებით, კონკურენციისგან დაცულობას.

5. სეგმენტის კომუნიკაციურობა გულისხმობს მასობრივი ინფორმაციის საშუალებების, საზოგადოებასთან კავშირის, მასმედიისა და ინტერნეტის ეფექტიან გამოყენებას იმიჯისა და პოზიტიური საზოგადოებრივი აზრის ჩამოსაყალიბებლად.

მომხმარებელთა სეგმენტაციის პროცესის ორგანიზაცია გამოყოფს ისეთ ნიშნებს, როგორიცაა ქცევითი, სოციალურ-დემოგრაფიული, ფსიქოგრაფიული და გეოგრაფიული.

სეგმენტაციის პროცესის კომპლექსური შეფასების შედეგად ხელმძღვანელობას გამოაქვს ვერდიქტი საბაზრო მონაწილეობის მიზანშეწონილობის, მარკეტინგულ საქმიანობაზე ბიუჯეტის ნაწილის გამოყოფის შესახებ.

მომხმარებელთა მოზიდვის სტრატეგია წარმოადგენს ფუნქციონალური დონის ფაქიზ ინსტრუმენტს, რომელიც მოწოდებულია პოტენციური მყიდველების მიზნობრივი ჯგუფების გამოსაყოფად ერთობლივი კრიტერიუმებისა და ნიშნების გათვალისწინებით. მოცემული სტრატეგიის წარმატება ხელს უწყობს მარკეტინგის მართვისადმი სისტემური მიდგომის გამომუშავებას.

სეგმენტირებისათვის გაწეული მუშაობა განსაზღვრავს მიზნობრივი ბაზრის არჩევანს. მიზნობრივი ბაზარი საერთო მოთხოვნილებებისა და საჭიროებების მქონე მყიდველთა ერთობლიობაა, რომლის მომსახურებასაც აპირებს კომპანია. მიზნობრივი განსაღების ბაზრის არჩევანი ხორციელდება სამ ეტაპად:

მიმზიდველი გასაღების ბაზრების რანჟირება ხორციელდება საბაზრო გარემოს ფაქტორების, კონკურენციის, შესაძლო რისკების, სახელმწიფო რეგულირების სისტემის, სამომხმარებლო მოთხოვნის დაუკმაყოფილებლობის ხარისხის, ბაზრის წილის და მყიდველთა მიზნობრივი აუდიტორიების ქცევის ტენდენციების კომპლექსური შეფასების გათვალისწინებით.

მიზნობრივი ბაზრის კომპლექსური ანალიზი მოიცავს განაწილებისა და პრომოუშენის არხების; კონკურენციის ლიდერის; ბაზრის ძირითადი მაჩვენებლების, მისი ტევადობის, კონიუნქტურის, სეგმენტაციის; საქონლის სასიცოცხლო ციკლის სტრატეგიის; სერვისულობის შესაძლო დონის ძირფესვიან შეფასებას.

სტრატეგიის შემუშავება ფირმის რეალური შესაძლებლობების გათვალისწინებით (მესამე ეტაპი) სრულდება კომპანიის უმაღლესი ხელისუფლების მიერ პირველი ორი ეტაპის სისტემური შეფასების გამოყენებით. მუშავდება საბაზრო მონაწილეობის სტრატეგიები, მ.შ. პორტფელური, კორპორაციული და ოპერაციული.

ბაზრის სეგმენტაციის შემდეგ საჭიროა მუშაობის ჩატარება პოზიციონირების რუკის ასაგებად, რომელიც გამოიყენება საწარმოთა კონკურენტული პოზიციების შესაფასებლად.

პოზიციონირების რთული პროცესის ძირითადი მდგენელებია:

1) საბაზრო ტენდენციებისა და კანონზომიერებების მარკეტინგული კვლევები უახლესი ინფორმაციული ტექნოლოგიების გამოყენებით;

2) მყიდველთა ქცევის სისტემური ანალიზი ყოველი კლიენტის დაუკმაყოფილებელი მოთხოვნის საფუძვლიანად გათვალისწინების პოზიციიდან, რათა შეიქმნას მომსახურებათა ინდივიდუალური სპექტრი, რომელიც მოიცავს ფასს, ხარისხსა და საიმედოობას;

3) სტრატეგიები და მარკეტინგული პროგრამები პოზიციონირების მიმართულებების მიხედვით;

4) ბიზნესის დივერსიფიკაცია სამუშაოების, საქონლისა და მომსახურების ახალი სახეების შემუშავების შედეგად;

5) მარკეტოლოგების მაღალპროფესიული გუნდი, რომელიც ფლობს მენეჯმენტის თანამედროვე მეთოდებს.

მიზნობრივი ბაზრისა და მომხმარებელთა მოზიდვის დასაბუთებისათვის ფუნქციონალური სტრატეგიების არსებითი დანამატია პოზიციური სტრატეგიები.

პოზიციურ სტრატეგიებში ვგულისხმობთ გეგმურ-მმართველობით გადაწყვეტილებებს -კომპანიის პოპულარობისა და მაღალი იმიჯის შექმნის მიზნით ეფექტიანი მარკეტინგული კომუნიკაციების ორგანიზაციისათვის

ზემოთ აღნიშნულიდან გამომდინარე, შეიძლება დავასკვნათ, რომ კონკურენტული სტრატეგიები იძლევა შესაძლებლობას:

- დროულად გამოვლინდეს დაუკმაყოფილებელი მოთხოვნა და ხარისხიანად დაკმაყოფილდეს იგი;

- რაციონალურად იქნეს გამოყენებული რესურსული პოტენციალი და სწორად წარმართოს მცირე ორგანიზაციის რესურსული პოტენციალი;

- ჩამოყალიბდეს ღირსეული იმიჯი და მოპოვებულ იქნეს მომხმარებელთა აღიარება.

Soselia maya
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COMPETITIVE STRATEGIES OF FUNCTIONAL LEVEL FOR BUSINESS
Summary

Functional content of the planned strategies for small organizations - management decisions in the development of evidence favorable target market, buyers and attract maximum amount of income you receive for successful positioning.

Competitive Strategies enables us to:

- identify unsatisfied demand for timely and quality to satisfy it;
- rational use of the resource potential and properly managed the organization's resource potential;
- establish a dignified image and obtain the recognition of consumers.

ეასილ ხიზანიშვილი

ო. გოგებაშვილის სახელობის თელავის სახელმწიფო უნივერსიტეტის ასისტენტ-პროფესორი, სოციალურ მეცნიერებათა დოქტორი ეკონომიკაში

ბიზნეს ეთიკა და მისი მნიშვნელობა

ვიდრე უშუალოდ შევეხებოდეთ ბიზნესის ეთიკას და მის მნიშვნელობას, მართებული იქნება თუ ორ საწყის კითხვას ვუპასუხებთ:

1. რა არის ეთიკა?
2. რა არის ბიზნესი?

ეთიკა (ბერძ. ethike < ethos-ხნე) ფილოსოფიური მეცნიერებაა ზნეობის, მორალის შესახებ. იგი ეხება მორალისა და გონის გამოყენებას კონკრეტული წესებისა და პრინციპების გარკვევისათვის, რომლებიც განსაზღვრავენ “სწორის” და “არასწორის” საკითხებს ნებისმიერ მოცემულ სიტუაციაში. ეთიკა განუყოფელია ყოველდღიური ყოფისაგან როგორც ცალკეული ადამიანის ცხოვრებაში, ისე კორპორაციულ სამყაროში. ცდილობს რა სწორის არასწორისაგან გარჩევას, ეთიკა აყალიბებს სასურველ დამოკიდებულებას საზოგადოებრივ გარემოებათა განსაზღვრულ სიტუაციაში, ითვალისწინებს მორალურ კოდექსებს, ნორმებს, რწმენებსა და პრაქტიკას.

ბიზნესი (ინგლ. business – საქმე, საქმიანობა) განიხილება როგორც ეკონომიკური საქმიანობა და უკავშირდება საქონლის / მომსახურების უწყვეტ და რეგულარულ წარმოება – განაწილებას. თანამედროვე გაგებით ბიზნესი აღნიშნავს წარმოებისა და ვაჭრობის ერთიან კომპლექსს კერძო სექტორში და გულისხმობს მოგების მიღებას და შემდგომ სამეწარმეო საქმიანობას. ბიზნესში წარმოდგენილი სუბიექტები – საწარმო, კომპანია თუ ფირმა წარმოადგენს ორგანიზაციას, რომელიც მყისიერად რეაგირებს ბაზრის მოთხოვნებზე, ორიენტირებულია მომხმარებლებზე, სწავლობს რა მათ მოლოდინებს სურვილებთან და ფასებთან მიმართებაში, და რომლის საქმიანობაც დეტერმინირებულია სოციალური პასუხისმგებლობის ნიშნით.

რამოდენიმე ათეული წლის წინ, ბიზნესის მზარდი საზოგადოებრივი გავლენის შედეგად აშშ-ში როგორც დისკრეტული საგანი აღმოცენდა ბიზნესის ეთიკა. ბიზნესის ეთიკა ეხება მორალური პრინციპების შესწავლას, რაც იძლევა ადამიანებსა და გარემოზე ბიზნესორგანიზაციების საქმიანობის ხარისხისა და ეფექტის შეფასების შესაძლებლობას.

ბიზნესის, ანუ კორპორაციული ეთიკა არის გამოყენებითი ეთიკის ფორმა, რომელიც იკვლევს ეთიკურ პრინციპებსა და პრობლემებს აღმოცენებულ ბიზნესის გარემოში. ეს არის მორალური სამართლის სპეციალური სფერო, კონცენტრირებული მორალური სტანდარტების გამოყენებაზე ბიზნესინსტიტუციების ირგვლივ. ბიზნესის ეთიკა ეხება ბიზნესის წარმართვის ყველა ასპექტს და რელევანტურია ცალკეულ პირებთან, ორგანიზაციებთან თუ მთელ საზოგადოებასთან მიმართებაში. ბიზნესის ეთიკა არის სწავლება ბიზნესსიტუაციების, ბიზნესსაქმიანობებისა და ბიზნესგადაწყვეტილებების შესახებ, სადაც სწორის და არასწორი საკითხები განიხილება,¹ ანუ ის ფოკუსირდება მსგავსი მორალური სტანდარტების იდენტიფიცირებაზე, თუ როგორ გამოიყენება ისინი მოქმედებებში როგორც ბიზნესინსტიტუციების შიგნით, ისე სხვა შესაბამის ორგანიზაციებთან მიმართებაში. აქვე შევნიშნავთ, რომ “სწორის” და “არასწო-

¹ Andrew Crane, Dirk Matten, Business Ethics (A EUROPEAN PERSPECTIVE), Oxford University Press, 2004, P.8

რის” ცნებებში იგულისხმება მორალურად სწორი და მორალურად არასწორი, განსხვავებით მაგალითად, კომერციულად, სტრატეგიულად ან ფინანსურად სწორის ან არასწორისაგან.

ბიზნესის ეთიკის მიერ სწორის და არასწორის განსაზღვრის თვალსაზრისით, ბუნებრივად ჩნდება კითხვა სამართალთან დაკავშირებით, რადგან ეს უკანასკნელი ხომ ასევე ეხება სწორის და არასწორის საკითხთა გარკვევას. დიას, ნამდვილად არსებობს მნიშვნელოვანი დამთხვევა ეთიკასა და სამართალს შორის. სინამდვილეში, სამართალი არსებითად წარმოადგენს ეთიკის ინსტიტუციონალიზაციას ანუ კოდიფიკაციას კონკრეტულ სოციალურ ნორმებში, რეგულაციებსა და პროსკრიფციებში. მიუხედავად ამისა, ისინი მაინც არ არიან ექვივალენტური, მაგრამ ეთიკა და სამართალი სავსებით შესაძლებელია გააზრებულ იქნას როგორც ორი ურთიერთგადამკვეთი დარგი. კანონმა შეიძლება ისაუბროს ქცევის მისაღები სტანდარტების განსაზღვრებაზე, თუმცა ბევრი მორალურად საკამათო საკითხი ბიზნესში, რიგ შემთხვევაში აშკარად ვერ პოულობს ასახვას სამართალში. მაგალითად, მრავალი საწარმოს მიერ საკუთარი პროდუქციის ცხოველებზე გამოცდა. ანალოგიური მსჯელობა შეიძლება საკითხებზე, რომლებიც განეკუთვნებიან სამართლის სფეროს, მაგრამ არ უკავშირდებიან ეთიკას. მაგალითად, კანონით დარეგულირებული სატრანსპორტო მიმოსვლის წესები. გარკვეული აზრით შეიძლება ითქვას, რომ ბიზნესის ეთიკა იწვებს იქ, სადაც მთავრდება კანონი. მეტი სიცხადისათვის, – ბიზნესის ეთიკას უპირატესად ეხება ის საკითხები რომლებიც არ განეკუთვნებიან სამართლის სფეროს, ან სადაც არ არსებობს განსაზღვრული კონსენსუსი თუ რა არის “სწორი” და რა – “არასწორი”. სწორედ ამ მიზეზით ხშირად ისმის – ბიზნესის ეთიკა ბიზნესის რუხი სფეროა, ან როგორც მის შესახებ ამერიკელმა მეცნიერებმა ჩამოაყალიბეს: ‘ფასეულობები იმყოფებიან კონფლიქტში’². როგორც გამოცდილება აჩვენებს, სწორედ ბიზნესის ეთიკის ამ რუხ სფეროში, ანუ იქ სადაც ფასეულობათა კონფლიქტია, ხდება პრობლემათა გადაწყვეტის მცდელობა, რაც მიანიშნებს მასზე, რომ ჯერ კიდევ მრავალი საკამათო და გაურკვეველი საკითხი რჩება ღიად და ბუნდოვნად. სწორედ ამიტომ და ამგვარ სიტუაციებში ბიზნესის ეთიკას ენიჭება განსაკუთრებული მნიშვნელობა ზნეობრივად დასაბუთებული გადაწყვეტილებების მიღების თვალსაზრისით, ვინაიდან საზოგადოებამ კარგად უწყის მსოფლიოში ცნობილი ბიზნესკანდალების შესახებ, როცა კორპორაციები არღვევდნენ საზოგადოებაში საყოველთაოდ მიღებულ ქცევის წესებსა თუ სტანდარტებს. კერძოდ, კომპანიები მანიპულირებდნენ ფინანსებით, რათა ეჩვენათ უკეთესი ბალანსი ვიდრე სინამდვილეში გააჩნდათ. ადგილი ჰქონდა ტოქსიკური ნარჩენების მდინარეებში ჩადინების, ბიზნესსაქმიანობის გასაუმჯობესებლად მოქრთამვის, ბავშვთა შრომის ფაქტებს. ხშირი იყო დისკრიმინაციული პრაქტიკის შემთხვევებიც, რაც ხელს უშლიდა გარკვეული ჯგუფების წევრთა დასაქმებასა და შემდგომ დაწინაურებას.³ მაშინ როდესაც საწარმოები მოქმედებენ არაეთიკურად, ფართო საზოგადოებისათვის მათი საქმიანობა ხდება მორალურად მიუღებელი. ამგვარ მიზეზთა გამო უკანასკნელ ხანს დასავლეთში ბიზნესის ეთიკამ შეიძინა განსაკუთრებული აქტუალობა და ის ძალზედ ცნობილი ბიზნესთემა გახდა, რომლის ირგვლივ დებატები ატარებს სისტემურ ხასიათს და ამავე დროს იწვევს საზოგადოების დიდ ინტერესს. მედია მუდმივად ფოკუსირებს კორპორაციულ

² Treviño, L. K. and Nelson, K. A., *Managing Business Ethics: Straight Talk about How to do it Right*, 2nd edn. New York, 1999, P. 4

³ *Business Ethics – QFinance*; www.qfinance.com/.../12/2/business-ethics.pdf

დარღვევებსა და არაეთიკურ ქცევებზე. შედეგად კი, თავად ფირმები სულ უფრო აღიარებენ ეთიკის, ან უკიდურეს შემთხვევაში ეთიკის განხილვის ფაქტორს ბიზნესის წარმატებაში.

ყოველივე ზემოთ თქმულის გათვალისწინებით შეგვიძლია მოვახდინოთ ძირითად მიზეზთა ჩამონათვალი, თუ რატომ არის ბიზნესის ეთიკა მნიშვნელოვანი :

1. დღეს ბიზნესის ძალაუფლება და გავლენა საზოგადოებაზე გაცილებით დიდია, ვიდრე ოდესმე ყოფილა. მოვლენები⁴ * ცხადყოფს, რომ საზოგადოების მნიშვნელოვანი ნაწილის შეშფოთება უკავშირდება სწორედ ამგვარ პროცესებს. ბიზნესის ეთიკა გვეხმარება გავიგოთ თუ რატომ ხდება ეს, როგორი შეიძლება იყოს მისით გამოწვეული შედეგები, და როგორ შეგვიძლია განვიხილოთ მსგავსი სიტუაციები.

2. ბიზნესის კანონსაწინააღმდეგო მოქმედებებს გააჩნიათ პოტენციალი, რათა უზარმაზარი ზიანი მიაყენონ ცალკეულ პიროვნებებს, საზოგადოებრივ ჯგუფებსა და გარემოს. გვეხმარება რა გავიგოთ გაცილებით მეტი ამგვარ კანონსაწინააღმდეგო საქმიანობის მიზეზებსა და შედეგებზე, ბიზნესის ეთიკა ეთიკებს ადამიანის მდგომარეობის გაუმჯობესების შესაძლებლობებს.

3. ბიზნესისადმი წაყენებული მოთხოვნა იყოს ეთიკური საკუთარ აქციონერებთან, ხდება სულ უფრო კომპლექსური და მოთხოვნადი. ბიზნესის ეთიკა გვთავაზობს ამ პრობლემების ნათლად შეფასებისა და გაგების საშუალებებს, რათა ფირმებმა შეძლონ ეფექტურად დააკმაყოფილონ ეს ეთიკური მოლოდინები.

4. დასავლეთის ქვეყნებში ბიზნესმენები იღებენ ოფიციალურ განათლებას ბიზნესის ეთიკაში ან გადიან პროფესიულ მომზადებას (ტრენინგებს). ბიზნესის ეთიკას შეუძლია დახმარება მენეჯერთათვის შესაბამისი ცოდნის და უნარ-ჩვევების აღჭურვილად, რაც მათ იმ ეთიკური პრობლემებისა და დილემათა იდენტიფიცირების, დიაგნოსტიკის, ანალიზისა და მართებული გადაწყვეტილებების შესაძლებლობას მისცემთ, რომლებსაც ისინი აწყდებიან პრაქტიკაში.

5. ბიზნესში მუდმივად აქვს ადგილი სხვადასხვა სახის დარღვევას, სადაც დასაქმებულთა თითქმის ნახევარი როგორც წესი ნებისთნეულად უნიებლივად ყოველწლიურად ჩადის რაიმე არაეთიკურ ან არაკანონიერ საქციელს. ბიზნესის ეთიკა გვთავაზობს შესაძლებლობას დავინახოთ ამ პრობლემათა მიზეზები და გამოვინახოთ ის გზები, რითაც მენეჯერებისთვის შესაძლებელი იქნება მსგავსი პრობლემების გადაწყვეტა.

6. ბიზნესის ეთიკა გვთავაზობს იმ უპირატესობათა და პრობლემების შეფასებას, რომლებიც სხვადასხვაგვარად დაკავშირებულია ეთიკის მართვასთან ორგანიზაციებში.

7. და ბოლოს, ბიზნესის ეთიკა არის, განსაკუთრებულად სინტერესო და მიშვნელოვანი იმდენად, რამდენადაც ის გვაძლევს იმ ცოდნას, რომელიც გამოდის ბიზნესის კვლევის ტრადიციული ჩარჩოებიდან და ეხება საზოგადოებისათვის მნიშვნელოვან საკითხებს.

ამგვარად, ბიზნესის ეთიკას გააჩნია არსებითი მნიშვნელობა ნებისმიერი საწარმოს გრძელვადიანი წარმატებული ფუნქციონირებისათვის. გლობალიზაციის ეპოქაში ბიზნესის ეთიკა მნიშვნელოვნად ზემოქმედებს აქციონერებზე, თანამშრომლებზე, კლიენტებზე, მიმწოდებლებზე, კონკურენტებზე, ხელისუფ-

⁴ იგულისხმება გლობალური ტრანსნაციონალური კორპორაციების საზოგადოებაზე, ეროვნულ ეკონომიკებსა და გარემოზე უხეში ჩარევისა და მზარდი გავლენის გამო ბოლო ათწლეულის მასობრივი გამოსვლები სიეტლის, სტოკჰოლმის, გენუის, ლონდონის, ნიუ ორკისა და მსოფლიოს სხვა დიდი ქალაქების ქუჩებში.

ლებასა და სამოქალაქო საზოგადოებაზე. მსგავს მოცემულობაში ორგანიზაციებს მართებთ ყურადღების გამახვილება ეთიკურ საკითხებზე, რომლებსაც ისინი აწყდებიან ისეთ ფუნქციონალურ სფეროებში, როგორებიცაა – მარკეტინგი, ფინანსები, ჰუმანური რესურსები, წარმოება, ICT და ა.შ.

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BUSINESS ETHICS AND ITS IMPORTANCE

Summary

Business ethics has arisen in the USA several decades ago. Business Ethics explores the established ethical principles and problems in business environment. Business ethics is the study about business situations, business activities and business decisions, where is discussed the issues of right and wrong. In terms of defining of business ethics right and wrong naturally raises the question of regarding the law, because, really there is a significant coincidence between ethics and law. Business ethics has the essential importance for long-term successful functioning to any company, firm.

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THE CONCEPT OF FORMATION AND IMPLEMENTATION OF THE RESTRUCTURING POLICY IN INDUSTRIAL PRODUCTION

Substantiates the concept policy formulation and implementation of restructuring of industrial production. Determined the regulation of economic behavior of market service and economic relations.

Keywords: state regulation of economic behavior, the national economy, industrial policy, industry regulation, formation.

Анпилогова Ж.Д. Концепция формирования и реализация политики реструктуризации промышленного производства

Обоснована концепция формирования и реализации политики реструктуризации промышленного производства. Определены регламентацию хозяйственной поведения субъектов рынка и обслуживающих хозяйственные отношения.

Ключевые слова: государственное регулирование, хозяйственное поведение, национальная экономика, промышленная политика, промышленность, регламентация, формирование.

Introduction

Industry is one of the most important structural elements of the national economy and it has one of the key values in providing economic and political security of the country, it's economic independence, increase of a welfare. It is the leading branch of the Ukrainian economy, as it provides all sectors of the economy with tools, raw materials, is the most active factor in scientific and technical progress and expanded reproduction in general. Among other sectors of the national economy industry is being distinguished by complex functions. The functioning of the whole economy is largely dependent on how the industry operates.

Therefore the tempos of growth, the level of development and the structure of industry are the most important indicators of not only the quantitative, but also the qualitative characteristics of the economy, and also the standard of living which is being shown by the employment structure.

Analysis of recent research

Numerous theoretical studies and generalizations of domestic scientists indicate the relevance of the problem of the structural development of the industry as a priority in the public policy. These scientists are: O. Alymov, O. Amosha, I. Andel, B. Andrushkiw, J. Bazhal, S. Bila, L. Anodonta, M. Bilyk, B. Bodrov, R. Boyko, M. Butko, Z. Varnaliy, O. Veklych, M. Amano, A. Galchinsky, V. Hornyk, V. Heyets, O. Hoychuk, B. Gubsky, B. Danylyshyn, J. Zhalilo, M. Koretsky, B. Muntian, B. Paskhaver, Yuri Pakhomov, Y. Pashchenko, T. Pepa, S. Saliga, O. Skydan, A. Fedorysheva A., V. Shlemko, L. Yaremko and foreign, such as: A. Altukhov, C. Barrett, I. Bogdanov, L. Vodachek, O. Vodachkova, S. Glazyev, A. Gorodetsky, G. Stolyarov, N. Furs and others.

Statement of research objectives

- to justify the concept of formulation and implementation of the restructuring policy in industrial production;
- to determine the regulation of economic behavior of subjects in market and serving economic relations.

Results

During discussions on improving economic policy of transition and deepening reforms the central idea had been arisen concerning strengthening the regulation role of government in the economy. In general, an efficient state industrial policy is especially important in our time – in the period of economic recovery and development of the country's economy. This is due to the need to clearly define the objectives and directions of restructuring industry, to improve the efficiency of both individual sectors of the economy and each single company, to form such a regulatory framework, which would be able to provide the increase in competitiveness of domestic products in domestic and foreign markets. In this regard the key task of science is to justify an open and nuance concept of state regulation in a market economy's transformation.

Analysis of international experience makes it possible to reach an important conclusion: the stability of an economic growth of a state cannot exist without precisely formulated state industrial policy, which is well-adapted to Ukrainian realities (particularly institutional). Throughout and targeted state industrial policy makes it possible to direct the development of real sector of the economy in the direction of such changes that can provide not only the progress in economic (and political) independence, but also help to take a worthy place among developed countries.

The question of construction of industrial policy is extremely important for the developed capitalist countries like the United States: "We will not progress if we do not refuse an absurd idea that any planning on a national scale is the attack on the capitalist system. This idea gives us such a fear that we remain the only developed country in the world that doesn't have its own industrial policy". [6, p. 128].

Before we try to define the adequate contours which are suitable for today's realities in Ukraine's version of this policy, let us briefly characterize the main elements of the concept of "industrial policy" and their systematic relation taking into consideration the specifics of a transformational economy.

Despite the very great attention that is given to industrial policy in the scientific literature, there is no unambiguous definition of what it is. In our opinion that is not a coincidence, because the goals and objectives of its developers had been changing depending on stages of implementation of market reforms and conceptual frameworks embodied in them.

Initially (in 1992) postulates for deregulation of an economy had been established. At that time there were no talks about any regulation from a side of a state, about the mechanism of its interaction with the market. Polish Minister of Industry in 1989, said: "The best industrial policy - is the lack of such" [8, p. 14]. It was a common point of view, because it was thought that all the processes of transition go very quickly if, on one hand, to give the maximum development to the market forces, and on the other - to limit the role of the state to a minimum.

But soon after (in late 1992 and in 1993) measures of general (frontal) support of the industry by the means of offsetting debts of enterprises and concessional lending began to be applied under the threat of catastrophic deepening and accelerating of industrial downturn. It is exactly then when the definitions of an industrial policy appeared, which were characteristic for many official documents. "The main priority of an anti-crisis program is the creation of the necessary conditions for overcoming the crisis in the socio-economic sphere as a whole, and not individual specific enterprises". [1, p. 87].

"Industrial policy is a system of legal, economic and organizational activities of public authorities of Zaporozhe region, aimed at improving the efficiency of industry, based on socio-economic interests of the region."

Then the idea of selective support of certain types of production in accordance with state-formulated priorities had been proclaimed. "Selective governmental intervention with the aim of implementing the priorities of national structural policies, which are based on clearly set strategic objectives, as well as on clear understanding of national competitive advantage - that is an universally approved tool of overcoming the constraints of growth, which are associated with an imperfection of market mechanisms. This is what sets the meaning of an industrial

policy" [2, p. 24]. However, the number of "priorities" had appeared to be excessive and their determination, to put it mildly, was not free from subjectivity. In connection with this the risk of industry lobbying and total "dissipation" of funds had increased. That is why declarations on the criteria of branch selection surrendered to the statements about criterion principle regarding higher efficiency of projects, their competitiveness (in 1994 there was a presidential decree on investment competition based on public examination). According to the Concept of Industrial Policy developed by the Ministry of Economy of Ukraine the definition was formed, under which industrial policy is a set of measures taken by the state to increase the efficiency and competitiveness of domestic industry and the formation of its structure, which should contribute to achieving this goal.

In years 1995-1996 "macroeconomic approach" reigned, meaning that the rate was made on financial stabilization as a necessary and sufficient condition for economic growth, stimulation of investment activity and large-scale foreign investment's flows into domestic production. the required level of production and investment, infrastructure development and human potential and mechanism of foreign trade to the quantitative, qualitative and structural improvement of domestic production" [5], and software applications a number of political organizations:" The industrial policy refers to a system of interconnected targeted government measures as direct action, such as public procurement, and through financial and credit levers and other necessary measures to tackle the crisis, economic growth, improve competitiveness of domestic industry at the international and domestic markets" [4, p. 45]. This approach, in particular, was accomplished in determining industrial policy as proposed by the authors of the publication "State regulation of the market economy", where industrial policy is understood as "a coherent organization of works to create conditions for effective development and interaction of public and private sectors, to maintain the required level of production and investment, to develop an infrastructure of development and human potential as well as the mechanism of foreign trade to the quantitative, qualitative and structural improvement of domestic production" [5], and program applications from a number of political organizations:" The industrial policy refers to a system of interconnected targeted government measures as of direct action, such as public procurement, and also through financial and credit levers and other necessary measures of tackling the crisis, ensuring economic growth, improving competitiveness of domestic industry at both international and domestic markets" [4, p. 45].

Attempts to specify the nature of industrial policy with the help of specific tasks to be solved by society at a particular historical interval of its development, in our opinion, it is not justified in the theoretical sense, because it does not give the opportunity to see the main thing that defines its essence. In this regard, we shall determine what lies as a ground for the industrial policy and formulates its views on the matter with the help of considered definitions.

Key importance in determining the merits of industrial policy has, in our view, the allocation of emphasis on understanding what constitutes a policy in general.

To our point of view, in this context the identification of policy with some form of relationship that characterizes the political, class approach to the definition of this concept takes place. Obviously, this is not by chance, taking into account the encyclopedia and reference literature sources, where one can get information about this concept, and the time of its publication. Thus, philosophical Encyclopedic Dictionary defines "policy is the scope of activities connected with relations between classes, nations and other social groups, the core of which is the problem of winning, keeping and using of state power" [9, p. 16]. A distinguishing feature of the policy is its direct or indirect relationship with state authorities.

We believe that policy consists of directions for realization of interests of associated and organized subject, which can be represented by a state and other organizations. Industrial policy is the realization of national interests in the specific field of its activity.

Exactly the state interests underlay as a ground for the formation of this or other policies that characterize the situation in modern Ukraine. In a democratic society, where

broader national interests are being formed on the basis of consensus from a side of leading political forces, their degree of their convergence or divergence is molded thorough regulative politics. "The main source of economic instability of the 1990s was a permanent political crisis, the inability of the leading political parties and interest groups to reach consensus on the basic problems and goals of economic policy" [7, p. 23].

At the same time one must take into account the subjective factor in determining policy. Policy (even scientific) is an art and a science in one. For instance, economic need can be expressed in various political decisions which content is largely dependent on the discretion of persons eligible to take this decision. The range of deviations caused by the actions of subjective factors is objectively limited. But it is quite sufficient in order to lead to ambiguity of political action.

The necessity for realization of public interests concerns different areas and aspects of social life, including economics. "As for the nature of political interaction (with the subject of interest) policy is divided into sections (areas). If social groups interact (or co-operate) with each other concerning affairs in the economy, then this economic policy, if it regards natural environment and the conditions of its exploitation is an environmental policy. There are demographic, cultural, educational and other policies (spheres of relations), and also a social policy" [1]. "Depending on the sphere of social relations, which is the object of political action, we can talk about the economic, social, cultural, technical and others types of policies" [3, p. 136].

In fact we are talking about the position of the state, which is based on its interests in respect to different objects and processes that occur in a society. In this case expression from a side of a number of economic and political activists concerning the question what industrial policy becomes more precise.

As it is noted in the scientific journals, the right radicals actually established the primacy of political-ideological and power purposes by the way of taking the levers of state and economic management and beginning the liberal-monetarist reform, which consisted in accelerated overcoming of socialist, collectivist characteristics in the organization of economic and social life, in forced formation of a large capital and in creating an innumerable but financially powerful social standing as a pillar for the political regime that established itself in the country after the dissolution of the Union of Soviet Socialist Republics (1991). This approach, based on the interests of the government, determined an appropriate industrial policy, although it was not officially stated anywhere.

All this leads to the conclusion that while determining industrial policy in a particular stage of social development it is impossible to be completely abstracted from the interests of the government. The state itself forms the state policy, and therefore the claim that any exchange of economic goals and criteria to political gain should be categorically excluded, is just a matter of a wish.

Therefore industrial policy is a direction of the interests of the state (government) in industrial production. If in the current conditions the initial state interests are related to the continuation and strengthening of market reforms, the essence of industrial policy is to further liberalize (de-bureaucratize) relations in the sphere of industrial production and to create conditions of choice for business entities of such conduct that satisfies the requirements of social development. With that liberalization does not mean complete abandonment of the active position of the state in elimination of all obstacles in economic growth, which cannot be eliminated by the natural course of events.

With all the perfection of the market mechanism as a regulator of the proportions of social reproduction in accordance with supply and demand, which is constantly changing, into his "competence" comes only a relatively narrow segment of social relations, whereas beyond it there is a wide range of closely related social, economic, ethnic, interstate and other relations.

Market makes a significant impact on these areas of social life, but is unable to regulate them. This function must hold by the state.

It should be noted that the role of a government in economic management qualitatively varies at different stages of the functioning of a society: on the stage of the formation of market relations and in conditions of a stably functioning, well-established, regulated economy with built market institutions. Self-organization and the market is a classic example of self-organization, characterized by rather stable system and ineffective in the transition period from one system to another. It is important to note that in the terms of socio-economic transformation the principle of self-organization enhances conservative, protective functions, the return of the economy in the former state of things, uprooting old trends. This is very dangerous.

In addition, the absence of any regulatory framework in the transitional period leads to the inevitable growth of random processes. The fact is that during the transitional state of things, with the absence of governmental intervention regulatory functions play the role of inertia, keeping the old system alive. Any system wants to keep its former condition. This includes the distribution of product, standardization, regulation, etc. Therefore, at the stage of reform, as it happens in Ukraine, the state should be more active than in a debugged economy. With an absence of governmental intervention at the stage of market economy spontaneous development increases, which contributes to the emergence of new forces of opposition that monopolize production processes.

The fact that the ratio of non-market and market methods is entirely determined by the specific situation is being proved by the experience of many countries. The sharper the economic situation is, the greater role of the direct non-market methods there is. The more stable position is, the more scope for market mechanisms and indirect controls (taxes, credit, prices, etc.) exists. However, in all circumstances, no matter how varied the level of state regulation is, it could never fall below a certain threshold, as in this case the reproductive process alone would become impossible, and the market methods of regulation would lead to such distortions and imbalances that they could have caused unpredictable economic and social turmoil.

In this context, the authors specify the content of the term "state regulation of economics". As noted in several scientific journals, today it is more often treated as one or another form or measure of "state intervention in economic life." And in such limited interpretation this category is being criticized from the liberal point of view as one that carries a potential threat to market freedoms and contains calls for the restoration of the command-administrative methods of the economy's administration.

In fact, enhancing the role of the government means: 1) to effectively reduce the role of officials, while increasing the effectiveness of the legal framework of economic development, 2) to facilitate the effective management of the existing state property (which does not provide the mandatory increase in the size of the latter), and 3) to engage an authentically market mechanism that optimally combines competition and regulation, 4) to littermate stabilizers of social development, 5) to protect national interests in the process of expanding global economic relations. Moreover, increasing the role of government means raising it to the level of personification from the side of the nation.

Conclusions

Thus, state regulation in adequate (broad) interpretation includes the following main elements: 1) the regulation of economic life (in the forms of production, financial, commercial activities, etc.), creating a set of rules and codes of conduct for business entities, which define their rights and responsibilities, the range of opportunities and the extent of mutual responsibility (including the introduction of certain restrictions designed to prevent the loss of market, to protect the interests of both producers of goods and services and the consumers), 2) the formation of public and private organizational and economic structures which ensure strict

the second case lists of weak sectors of the industry are made, for which the state should provide help through the mechanisms of structural policies (usually through direct financial assistance from the state budget, tax benefits etc). In contemporary market conditions the first option is preferred while priorities for the criteria are based on purely market character.

The correct definition of the place and role of the state industrial policy at the present stage is one of the important conditions for accelerated economic growth and social well-being of the Ukrainian people. The role of the state in the process of reforming the industry comes down to taking a set of measures that can “accelerate the adaptation of production to the market economy” [7, c. 59].

Before turning to the disclosure of the nature, methods and content of national industrial policy, we consider it appropriate to give a definition of the industrial policy. In general, under the state industrial policy we understand a system of targeted agreed measures implemented by the state in order to increase the competitiveness of goods and services of domestic producers in domestic and foreign markets and to overcome threats to country’s economic security.

In the process of economic transformation attitude towards the industrial policy in Ukraine was not straightforward: from complete rejection of regulation to selective support. Postulates of deregulation, denying the necessity of state regulation of industrial development were heard the most in 1992. Threatened to deepen and to accelerate the decline in production the measures of total (front) industry’s support by offsetting debts of enterprises and concessional lending were introduced in late 1992 and in 1993 that had damaging effects of inflation.

Thereafter, the main idea was a selective support for certain types of production based on the state priorities. However, “the number of “priorities” was excessive, their definition, to put it mildly, was not devoid of subjectivity, risk of industry’s lobbying and waste of state money increased” [6]. In this regard, the criteria of branch selection gave way to the criteria for higher efficiency of the projects (Presidential decree on investment projects competition based on state examination appeared in 1994: the winner could expect to receive 20% of investment funds from the state). However, due to financial crisis the state failed to fulfill the promise.

“Macroeconomic approach” reigned in 1995-1996, that means that the stress was made on the financial stabilization. This was seen as a necessary and sufficient condition for economic growth, stimulation of investment and large-scale flow of foreign investment in the domestic production. Despite the success in suppressing inflation in 1996-1997, the expected “investment boom” had not occurred. And in August of 1997 one of the heads of the executive branch of government at that time stated that Ukraine still could not afford the industrial policy. It is obvious that the costs of implementing this or that course of the state should not be determined in the statics but in dynamics, considering the associated with that real national economic effects (including multiplier effect of demand), clearly evaluating losses caused by lack of investment of this or other projects. In this approach, projects of industrial policy may have a competitive internal rate of return and, respectively, they become quite acceptable for the budget available for the forecasting horizon.

Since mid-1990s theorists and practitioners have paid much attention to industrial policy as a tool to influence the development of industry, but to date still have not managed to develop socially recognized, theoretically understandable and practically effective industrial policy. Thus, in academic and in practical terms, the question remains open.

Today there are several conceptual and methodological approaches to industrial policy. Some of them are based on theoretical bases and practical nature of the liberal-monetarist model of market reform that had been implemented for several years in Ukraine: in 1992-1993 - in the most difficult and its odious form (variant of “shock therapy”); in 1994-1996 - in the relatively more moderate manifestation (associated with a gradual move towards the implementation of liberal purposes); in 1997-1998 - with an emphasis on the application of

monetarist methods for saving achieved so far quite fragile and relatively depressed stabilization [3].

Liberal monetarist model assumes that the market formation is a spontaneous process: economy should be liberalized and relationships of its subjects will start to effectively self-govern themselves under the influence of “the invisible hand of the market”. Therefore, emphasis is made on deregulation, on removal of inherent state economic restrictions (centrally controlled and planned distribution) on the involvement of market mechanisms. Policy is made for maximum openness of the economy to the world market, including minimizing barriers for importers’ expansion. Economic relations are built on the principle of natural selection, challenging regulatory role of the state, at least until financial stability is achieved and inflation is suppressed at any price. Methods of such suppression lie in strict restriction of money supply, the essence of which, in our opinion, is in oppression of the real sector.

Thesis that “lack of national industrial policy is the best policy” is a principled position of liberal reforms’ authors [2; 4]. However, the history of market economy showed that the liberal-monetarist model (its specific variation implanted by the IMF), is inadequate to Ukrainian conditions: its complete collapse was marked by financial crisis.

Most of Ukrainian economists (theorists and practitioners) follow a different approach to economic reform, including measurement of the value of industrial policy in this process [1; 5]. The essence of this approach is in reliance on state regulation with the use of not only market methods, but firstly methods of direct state support, direct redistribution of resources and their concentration in the priority development areas of the real economy.

The practice produced two main types of state industrial policy – system-wide and selective. The essence of the system-wide industrial policy is the creation of general conditions that contribute to the development of industry and acting as if horizontally. Its actions do not have any electoral purpose (a clear focus on the industry, corporation, region), and more or less uniformly affect all market players, creating economic and institutional, organizational and legal environment of their activity. It is mainly macroeconomic in nature.

Such policy has liberal character, because its binding vector is in providing at least formal equality of external conditions (economic and legal) for all market actors. In this regard it substantially relies on measures of financial stabilization of property relations’ transformation. However, system-wide industrial policy has a nature of conducting: based on it state forms in a sense the economic order, which sets for the abovementioned entities some generally acceptable frameworks of activity and allegedly from the outside state imposes on them rules of economic behavior. It certainly includes measures of state influence on economic life, tax, monetary, currency and customs regulations, labor laws, technical and environmental standards, etc.

Unlike the system-wide, selective industrial policy acts as targeted influence on defined groups of subjects on the market (companies, certain types of production or entire industries or regions). Its action is directed vertically: making regulative influence from the center on the stage of national economic hierarchy up to the primary production (the company), it is in this sense primarily microeconomic in nature. In this kind of policy regulative and management activities of the state are more clearly manifested, its interventions in relation to the real sector.

Active and effective systemic selective industrial policy provides for certain mandatory economic and organizational conditions. Selective approach in supporting selected industrial units is used primarily in circumstances of recovery of the economy after the economic crisis, when the normal process of expanded social reproduction begins to recover and the first real possibilities of real accumulation appear.

Today many different methods of industrial policy are known in the world. They were tested in practice in many countries and form a standard set. In our opinion, it is appropriate to classify these methods according to the content (and also in the nature of impact on the object).

The feasibility of using methods of information is that the main objective of state industrial policy is to ensure that the industrial development entities (enterprises, relevant governing bodies) have structured, processed using scientifically based methods data on the social-economic environment that give these subjects a possibility to make more effective decisions in their production activities (including development of marketing). This forecasting, analytical and information activities of the state have a possibility of influencing the participants by orienting them in industrial and economic processes.

Methods of macroeconomic regulation are aimed at creating the necessary for the development of general real production environment, especially to achieve financial stability, to overcome state budget deficits and to suppress inflation, to ensure a positive balance and stability (or at least predictability) of the national currency. Failed attempts to deploy active industrial policy in 1992-2000 years in Ukraine are largely due to instability at the level of macroeconomics. Thus, the condition of macroeconomic environment is a prerequisite for industrial policy and a restrictive factor in setting its objectives and in applying some of its methods.

Resource methods, in our opinion, are the most effective ways of a direct impact on industrial facilities. They can be also called secured because they aim to give market actors reproductive resources for solving problems of industrial development. Specific forms of resource use various methods. First of all, they are associated with the system of government contracts and procurement to address subsidies and loans, formation and use of insurance risks funds (investment, exports, etc.) with tax benefits. From this perspective, industrial policy includes financial support for training and retraining, as well as necessary labor migration, implementation of basic research and R&D applied nature. State may also completely or to some extent bear the social costs, which allows mitigating the effects of industry restructuring and the transfer of social facilities.

Institutional methods are the methods and techniques of industrial policy formation in accordance with market principles, legal, organizational and economic environment, approved general market economic order for all business, i.e., affecting not selectively, but the industrial system as a whole. They have an adjusting and stimulating impact on the subject of management. Implementation of institutional methods does not involve spending resources directly on the subjects of industrial policy (economic sectors, types of production, enterprises, and regions). Costs are associated only with holding the organizational and economic transformations, the creation of appropriate market institutions and regulation of industrial development.

The class of methods of influence on industrial development analyzed here includes all sorts of administrative techniques and instruments: quotas, licenses, standards (requirements for quality goods and services, sanitary standards, guaranteeing food security for humans), and environmental standards. Tools of economic legislation are also included to the class of methods of influence on industrial development, including those that provide legal basis of employment under complicated market conditions.

During the market transformation period from all objects of institutional transformation, in our view, the crucial importance has the ownership arrangement and development of the rules of privatization of state property. If the privatization process is not finished, not brought to its logical conclusion, which is the emergence of effective owner, sensible industrial policy in general is impossible, since the latter essentially influences the conscious economic interest inherent in a legal owner. Occupying and trying to expand its niche in the market, owner does not simply want to increase revenues, but he wills to reinvest obtained profits to strengthen his current and future positions in the market. And so he may be interested partner of the state in implementing the priorities of industrial development of the state.

Another significant task of applying institutional methods of industrial policy is the formation of organizational and economic structures needed to solve industrial problems: all

kinds of industrial and commercial associations, primarily on corporate basis (corporations, holding companies, financial-industrial groups), special economic zones and other forms of associations of producers and consumers, the creation of market infrastructure serving the interaction of its subjects.

Conclusions

Thus, the formation of the securities market, which gives adequate capital mobility, is particularly important for the industrial development. In Ukraine, "the core of the reform program of the industrial complex must become institutional arrangements and organizational measures aimed at improving its integrity level". Stimulating and de-stimulating impact on organizational and economic structure of industry, aimed at realization of national interests, is done with the tools of state industrial policy. In this case, virtually everything that characterizes economic policy in general is used (economic legislation, regulation of ownership, antitrust actions and support competition, fiscal, monetary and pricing policies, regulation of foreign economic activity, planning and development of various targeted programs, etc.).

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რეგიონული ეკონომიკა

გიგა მისურაძე
ეკონომიკის აკადემიური დოქტორი

**საქართველოს მთიანი რაიონების სოციალურ-ეკონომიკური
ბანკოთარების ამსახვეტი**

საქართველოს ეკონომიკურ-გეოგრაფიული რაიონები უშუალოდ უკავშირდება სოციალურ-ეკონომიკური პროცესების დინამიკურობას და განისაზღვრება ქვეყნის მეურნეობრივი ცვლილებებით, პოლიტიკური მოვლენებითა და საგარეო ეკონომიკური კავშირებით. ამ მხრივ საყურადღებოა გასული საუკუნის მიწურულის საქართველოს პოლიტიკური და სოციალურ-ეკონომიკური ცვლილებები. იგი განიცადა ქვეყნის მეურნეობის დარგობრივმა სტრუქტურამ, ეკონომიკის განვითარების დონემ წარმოების ტერიტორიულმა ორგანიზაციამ. ამის გამო შესუსტდა მაპროფიტოებელი დარგების მნიშვნელობა და გადახალისდა მეურნეობის პრიორიტეტული დარგები, მოიშალა ეკონომიკური კავშირები, დაქვეითდა რაიონების საწარმოო პოტენციალი და დაირღვა რეგიონული დარგთა შორისი შეთანაწყობა. ამავე დროს ქვეყნის რეგიონული დიფერენციაციის საკითხი კვლავ ღიად დარჩა. დღის წესრიგში დგას ქვეყნის დარაიონების ახალი პრინციპების გამოძებნა.

ანალიზი ცხადყოფს, რომ საქართველოს მთელი რიგი მთიანი და მაღალმთიანი რაიონების მოსახლეობა დეპრესიულ მდგომარეობაშია. შრომისუნარიანთა უმეტესი ნაწილი დაუსაქმებელია, ხოლო სასოფლო-სამეურნეო წარმოებიდან მიღებული შემოსავალი უმნიშვნელოა. ასეთი რეგიონებისათვის დამახასიათებელია მიგრაცია, როგორც ქვეყნის შიგნით, ისე მის ფარგლებს გარეთ, რამაც არნახულ მასშტაბებს მიაღწია, პროგრესულად მიმდინარეობს მოსახლეობის დაბერების პროცესი, საგრძნობლად შეიცვალა მთიანი რაიონების მოსახლეობის დემოგრაფიული ქცევა. აქედან გამომდინარე, ბევრი რეგიონი (რაჭა, ხევი, ხევსურეთი) დემოგრაფიულად მომაკვდავთა რიცხვში მოიხსენება. აღნიშნული ფაქტის დეტერმინანტებია: მოსახლეობის კლება, შობადობის კატასტროფული შემცირება, შობადობისა და მოკვდაობის უარყოფითი პროცესები, მოსახლეობის ასაკობრივი სტრუქტურა.

მთიანი რეგიონების პრობლემატიკასთან უშუალო კავშირი აქვს ბუნებრივი და საზოგადოებრივი საწარმოო ძალების გამოყენების რაციონალური გზების მიგნებას. ამ შემთხვევაში საკვლევი ტერიტორია უნდა გავიაზროთ არა როგორც უბრალოდ სივრცე, არამედ როგორც სოციალურ-ეკონომიკური მოვლენების (პროცესების) მიმდინარეობის, საწარმოო ძალების გადანაწილების და სპეციალიზაციის (შერჩევითი, სოფლის მეურნეობის მემცენარეობა-მეცხოველეობა, ტურინდუსტრია და ა.შ.) განვითარების არეალი. აუცილებელია ლანდშაფტების (ბუნებრივ-ტერიტორიული კომპლექსები) ბუნებრივი და ანთროპოგენური ფაქტორების ერთობლივი ზემოქმედების შედეგად მიმდინარე პროცესების მეცნიერულად შესწავლა და მართვა. რესურსებზე მოთხოვნილების ზრდის კვალდაკვად იზრდება ანთროპოგენური ფაქტორის ზემოქმედება ლანდშაფტებზე, რაც იწვევს მთის ბუნების არასახარბიელო, ზოგჯერ კატასტროფულ ცვლილებებს, საბოლოოდ კი ლანდშაფტების მრავალფეროვნების მკვეთრ შემცირებას. საქართველოს მთიან რეგიონებს შორის ბუნებრივი ლანდშაფტების მრავალფეროვნებით მცხეთა-მთიანეთი გამოირჩევა. აუცილებელია რეგიონების მიხედვით ტერიტორიების სწორი სამეურნეო შეფასება. დღევანდელი მდგომარეობით მთის რაიონების სამეურნეო აქტივობა და შესატყვისად მათი წილი ქვეყნის მშპ-ში უმნიშვნელოა, თუმცა მისი ზრდა შესაძლებელია. საერთო ეკონომიკური

განვითარების დონის დახასიათებისათვის შეიძლება გამოყენებული იქნეს ეკონომიკური ათვისების ინდექსი

$$R_i = V_i / V_0$$

R_i -ური რეგიონის ეკონომიკური ათვისების ინდექსი

V_i -ური რეგიონში შექმნილი დამატებითი ღირებულება

V_0 -ური რეგიონის ფართობი

თუ გავითვალისწინებთ მთიანი რაიონების ეკონომიკურ პოტენციალს და მათ შორის ზოგიერთი დარგის (ტურისტული ინდუსტრია და სხვადასხვა რეკრეაციული სერვისი, ეკოლოგიურად სუფთა პროდუქტების წარმოება – ბიომეურნეობების ფორმირება) მაღალ მულტიპლიკატორულ ეფექტს, მაშინ ნათელი გახდება – მთის რაიონების სრული შესაძლებლობების გამოვლენა განსაკუთრებული ფენომენია და განვითარების კარგი პერსპექტივები აქვს. პირველ ეტაპზე საჭიროა განისაზღვროს სპეციალიზაციის თავისებურებანი, რაც აუცილებლად განხილული უნდა იქნეს სამთავრობო დონეზე (დაფიქსირდეს ინდიკატორ გეგმაში) და გავითვალისწინებული იქნეს კონკრეტული მიზნობრივი პროგრამების შედგენისას. თითოეული რაიონის ტერიტორიის რაციონალური სამეურნეო ათვისების (გამოყენების) ეფექტიანობის დონის დადგენა წარმოადგენს ეკონომიკის განვითარების სტრატეგიის შემუშავება-რეალიზაციის ამოსავალ პოზიციას. აქედან გამომდინარე შესაძლებელი იქნება განვსაზღვროთ კონკრეტული რაიონის ეკონომიკაში ცალკეული მაპროფილებელი დარგის საბაზრო წილი, ადგილობრივ ბიუჯეტში შემოსავლების დონე და რიგი სოციალურ-ეკონომიკური მაჩვენებლები. საქმე იმაშია, რომ რაიონის საკუთარი შემოსავლების უკმაყოფილების შემთხვევაში, მისი ადგილობრივი ბიუჯეტის მუდმივად ცენტრალური ბიუჯეტიდან ფინანსური დახმარებით (ტრანსფერებით) შევსება არაეფექტური ხდება. ამ შემთხვევაში ეფექტურია ბიზნესის აქტივიზაცია, მისი პრიორიტეტული მიმართულებების გამოკვეთა, დაბეგერის პრეფერენციული სისტემის შემოღება, გადასახადების განაკვეთების მკვეთრი დიფერენცირება და მისი უმეტესი ნაწილის ადგილობრივ ბიუჯეტში მიმართვა.

მიუხედავად იმისა, რომ მთიანი ტერიტორიების ათვისებისას პირველსაწყისი ეკონომიკური ეფექტი დიდ დანახარჯებს მოითხოვს, თუ გავითვალისწინებთ არსებული ბუნებრივ-გეოგრაფიული რესურსების გამოყენების დიდ მნიშვნელობას და მთისა და ბარის განვითარების დონეთა შორის არსებული განსხვავების ლიკვიდაციის აუცილებლობას, საბოლოო შედეგებისათვის კაპიტალური დაბანდებანი მთიან ზონაში სავსებით გამართლებულია.

მიუხედავად იმისა, რომ მთიანი რაიონები თავისი ბუნებრივი საწარმოო ძალებით ჩამორჩებიან ბარის რაიონებს და ამიტომ სუსტად გამოიყენება დასახლებისათვის, მათ მაინც მნიშვნელოვანი რესურსი გააჩნიათ. დიდი ფართობები უჭირავთ მთის ტყეებს, სუბალპურ და ალპურ მდელოებს, რაც ჯეროვნად გამოუყენებელია. აქვე საყურადღებოა სოციალური განვითარების ინდექსი და ტერიტორიის ბიოლოგიური ტევადობის ერთ სულ მოსახლეზე მაჩვენებლის გამოყენება. პირველი მოიცავს სიცოცხლის საშუალო ხანგრძლივობას, განათლების დონეს მშპ მოხმარების ერთ სულზე, ხოლო მეორე ბიოლოგიურად საშუალო პროდუქტიული მიწის რამდენი ჰა მოდის ერთ სულ მოსახლეზე. მთიანი რაიონების რესურსების რაციონალური ათვისება ბევრად და მოკიდებული საზოგადოებრივი საწარმოო ძალების განვითარებისა და ქვეყანაში დამკვიდრებულ მოქმედ საბაზრო ეკონომიკურ მოდელებზე. როგორც ბარის ზონაში, ისე მთიან რეგიონებში ბუნებრივ-გეოგრაფიული და საზოგადოებრივი ფაქტორების გავლენით ყალიბდება მოსახლეობისა და მეურნეობის (ეკონომიკის) განვითარებისა და ტერიტორიული განლაგების კონკრეტული სურათი.

საბოლოოდ ეს გარემოება ვლინდება ქვეყნის ეკონომიკურ და კულტურულ პროგრესში, მოსახლეობის ცხოვრების პირობების ჩამოყალიბებაში.

მთიანი რაიონების სამეურნეო და ეთნიკური თვალსაზრისით ათვისება პირველი რიგის ამოცანად უნდა მივიჩნიოთ. საწარმოო ძალთა რაციონალური განლაგებით სულ უფრო მეტი ტერიტორიები უნდა მოექცეს სამეურნეო ბრუნვაში - უნდა გაიზარდოს ეკონომიკურად აქტიური ტერიტორიების ხვედრითი წილი. გამოიკვეთოს რეგიონალური სპეციალიზაციისა და ურბანიზაციის თავისებურებანი, რომელთა გათვალისწინებითაც, ჩვენი აზრით, მიზანშეწონილი იქნება რეგიონების სოციალურ-ეკონომიკური განვითარების, ინვესტიციების მოზიდვის და კონკრეტული მიზნობრივი პროგრამების შემუშავების ერთიანი პროცესის ფორმირება.

თუ 1 კვ კმ-ზე გამოშვებული პროდუქციის მოცულობით, ანუ ტერიტორიის ეკონომიკური ათვისების ინდექსი დედაქალაქში საშუალოდ 1669,6 ლარს შეადგენს, ყველაზე დაბალი ანალოგიური მაჩვენებელი რაჭა-ლეჩხუმის, სვანეთისა და ფშავდხევსურეთის მხარეშია 3,7, 13,9 4,7 ათ ლარი ანუ შესაბამისად 420, 120, 355-ჯერ ნაკლები.

მნიშვნელოვანი დიფერენციაციით გამოირჩევა დაქირავებულთა და დასაქმებულთა საშუალო თვიური ხელფასი. ქვეყნის მასშტაბით იგი საშუალოდ 154,6 ლარს შეადგენს, ამ მონაცემით კვლავ ლიდერობს დედაქალაქი - 278,7 ლარი, ხოლო ყველაზე დაბალი ეს მაჩვენებელი, რაჭა-ლეჩხუმისა და ქვემო სვანეთის რეგიონებშია, საშუალოდ შესაბამისად 81,8 და 78,7 ლარი.

ამრიგად, ზემოთქმულიდან გამომდინარე, უნდა გამოვიტანოთ დასკვნა, რომ მთლიანად ქვეყნის საწარმოო ძალების განვითარებაში მნიშვნელოვანი როლი ეკისრება მთიან მხარეებს. მათი ბუნებრივი რესურსების გამოყენება კი ბევრად და მოკიდებული იმაზე, თუ რამდენად დასახლებული იქნება ეს ტერიტორიები, რადგან მეურნეობრივ წინსვლაში მთავარი როლი ადამიანმა უნდა შეასრულოს, როდესაც საკითხს ამ თვალსაზრისით ვიხილავთ, არ შეიძლება არ შევამჩნიოთ ერთგვარი პარადოქსი: ერთის მხრივ, ქვეყნის ინტერესები მოითხოვს მთიანი მხარეების ბუნებრივი რესურსების სამეურნეო ბრუნვაში მაქსიმალურ მოქცევას, ხოლო, მეორე მხრივ, მთიანი რეგიონები კარგავენ თავის მთავარ საწარმოო ძალას-მოსახლეობას. ამის შედეგად განახლების არეალი თანდათან მცირდება მთიან ზონაში, დასახლებულ ტერიტორიებზე კლებულობს მოსახლეობის სიმჭიდროვე და საბოლოოდ სულ უფრო მეტად რთულდება მთიანი ზონის ბუნებრივი რესურსების ეკონომიკაში გამოყენება.

მთაში მოსახლეობის შემცირების შედეგად წარმოიშვა აგრეთვე შემდეგი სოციალურ-ეკონომიკური პრობლემები: მთიან ზონაში დეპოპულაციის პროცესი ზღუდავს ქვეყნის მოსახლეობის კვლავწარმოებას, აჩქარებს მთის მოსახლეობის დაბერების პროცესს. სოფლების გაუქმების შედეგად ვიწროვდება განახლების არეალი, არათანაბარი ხდება მცხოვრებთა ტერიტორიული განლაგება, ამას თან მოსდევს ისედაც მცირემიწიან ჩვენს ქვეყანაში ტერიტორიის ნაწილის აქტიური სამეურნეო ბრუნვიდან ამოღება, რაც საბოლოოდ მნიშვნელოვნად აფერხებს მისი ბუნებრივი რესურსების გამოყენებას.

მთის რეგიონების განვითარების პრობლემები მარტო ეკონომიკური კი არა, უპირველეს ყოვლისა, ადამიანების პრობლემებია. მდგომარეობიდან გამოსვლის ერთ-ერთი უმნიშვნელოვანესი გზაა შრომის ორგანიზაციის და კოოპერაციის ახალი ფორმების დანერგვა (მცირე და საშუალო ბიზნესის ხელშეწყობა, სასოფლო-სამეურნეო კოოპერატივებისა და გლეხთა საკრედიტო კავშირების აქტიური მხარდაჭერა და წახალისება). შემოსავლების ზრდამ, სოციალური სფეროს გარდაქმნამ, ცხოვრების პირობების გაუმჯობესებამ, მიგრაციის აღკვეთასთან ერთად, არსებითი როლი უნდა შეასრულოს ჩვენი ქვეყნის მთიანი

მხარეების საწარმოო ძალების აღმავლობის, მთისა და ბარის სოციალურ-ეკონომიკური განვითარების დონეთა შორის ჯერ კიდევ არსებული სხვაობის თანმიმდევრულად დაძლევის ღონისძიებების განხორციელებაში.

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THE DEVELOPMENT PERSPECTIVES MOUNTAIN REGIONS OF GEORGIA Summary

There are discussed development perspectives of mountain regions and its role of country's economy. The national economy is becoming more and more territorial. development of mountain regions and landscapes is a process going under the joint influence of nature and economic factors (antropogenie) in the natural-territorial complex.

Considerations about elaboration of proper economic policy and the recommendations are given.

ონსტიტუციონალიზმი

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**DEVELOPMENT OF EFFECTIVE INSTITUTES OF INTERACTION
BETWEEN THE STATE TERRITORIAL COMMUNITIES AND BUSINESS**

Annotation

Priorities in the development of civil society organizations that provide partnerships between government and business in the region are determined. The analysis of institutional preconditions for harmonizing partnerships between government bodies and business entities in the region is provided.

Keywords: administrative barriers, harmonization, public administration, institutional requirements, partnerships, region.

Жук В.П. Развитие эффективных институтов взаимодействия государства, территориальных сообществ и бизнеса

Аннотация

Определены приоритетные направления развития организаций гражданского общества, обеспечивающих партнерские отношения власти и бизнеса в регионе. Проведен анализ институциональных предпосылок гармонизации партнерских отношений органов власти с бизнесом в регионе.

Ключевые слова: *административный барьер, гармонизация, государственное управление, институциональная предпосылка, партнерские отношения, регион.*

Introduction

The most important motivation in the behavior of people is their interests, especially economic. To some extent this applies to the territorial community of people. Their appearance is due to the fact that the development of productive forces is going towards the socialization of production, characterized by the relationship and interdependence of economic actors in the process of social production. This tendency manifests itself under the influence of two areas of social development: the division of labor and the integration of social production.

The first is characterized by the high differentiation of production process and its division into braches. The second constitutes the formation of sectoral and territorial organization of production, which is the form of realization of sectoral and regional party entity which ensures implementation of relevant interests: a) departmental and b) territorial local interests.

Analysis of recent research

Questions of regulatory policy in regional economic development were investigated by Ukrainian scientists: A. Amosha, E. Boyko, Z. Varnaliy, A. Galchinsky, V. Heyets, B. Danylyshyn, Y. Dyachenko, V. Kravchenko, I. Lukinov, O. Rudchenko, I. Chugunov, A. Chukhno, M. Chumachenko and foreign scientists: James D. Hvortni, Richard L. Straup, M. Lendel, J. Hanesen, D. Yull, E. Blekli, P. Fok, R. Green, D. Hammer.

Statement of research objectives

- to define the priorities in the development of civil society organizations that provide partnership relations between government and business in the region;

- to analyze the institutional preconditions for the harmonization of partnership relations between government bodies and business entities in the region.

Statement of research objectives

Interests of business entities are related to the production and marketing of products; these relations are of a particular industry and bring revenue. Individuals and groups of

enterprises serve as carriers of industry's departmental interests. Territorial local interests are characterized by dynamic changes in the socio-economic status. Local interests include the complex development of the area, providing opportunities of employment, environment etc. People living in this area serve as carriers of their own interests [2, p. 109].

Thus, the task of promoting civil society has a complex character and must be implemented within the legal and institutional framework. The main purpose for the development of institutions of a civil society is strengthening those bodies of civil society which are representing the interests of different social and economic groups. The priorities in the development of civil society bodies that provide partnership relations between government and business are:

a) the modernization of legislation governing the activities of nonprofit organizations, including: giving nonprofit organizations the right to receive donations without notification of their legal form; elimination of discrepancies which exist in the Civil Code of Ukraine, Law "On the non-profit organizations" and "On Charity and Charitable Organizations" concerning the definition of legal forms, the structure and the order of management of non-profit organizations; reducing administrative barriers in the field of activities of nonprofit organizations; providing educational, informative and advice support to nonprofit organizations;

b) ensuring equal access of both private and public nonprofit organizations into the market of social services;

c) ensuring transparency of activities of nonprofit organizations, public authorities and local governments, including the promotion of development of independent boards of trustees in order to prevent conflicts of interest;

d) development of mechanisms of independent public examination and socio-public consultation in the early stages of preparation and decision making;

e) development of mechanisms of public monitoring, including: the promotion of public monitoring of the result of implementation of reforms, development of the mechanisms of social control;

f) establishment of the mechanisms that contribute to straightening of the social responsibility of business, including distribution of reports from the side of the companies reporting about resolving of various social matters.

The diversity of relations in local communities is being reflected in numerous social institutions designed to meet specific community needs in organizational structures that are built on various grounds. There are institutions of political, economic, legal, cultural, confessional, nature etc. With the system point of view a region is the environment in which these institutions operate. The development of effective institutions of interaction between state, local communities and businesses is one of the important conditions of effective economic policies, increasing innovation activity, development of economic and social infrastructure [3].

The system of territorial administration is being implemented by special structures (institutions) which, as any other control system, have their meters, rules for the development of regulations as well as executive bodies. In actual practice two objectives are carried on it: firstly, the redistribution of internal energy between institutions, which is necessary for their effective development, and, secondly, - management of energy which is being produced by these institutions and sent to the community for its improvement. The current civil society and its institutions are based on public databases in their activity, modern intensive information technologies, which in turn increase the importance of social control over the activities of state and society, their social institutions [4].

In the context of the institutional theory the state development of regions is considered as a dynamic system of interacting entities - population, businesses, organizations of different forms of ownership and regional and local authorities, among which in the institutional

environment financial, social, communication and information ties are being implemented . It is their mutual dependence and optimal balance which creates conditions for the harmonization of partnership relations between regional state authorities and business entities, reduces transaction costs of their interaction.

Restructuring and the empowerment of local communities, creating institutional conditions for social cohesion is critical for the formation of accountability of institutions at local, regional and national levels. In order to prevent the consolidation of discriminatory practices in the treatment of local or private institutions, public policy should provide incentives that induce these institutions. We have already pointed out is that the key element of the institutional environment in local communities is a public trust held to them in connection with innovative transformation. Thereby the ability of a state and economic institutions to minimize the transaction costs and to increase the total income of a corporation goes up. Institutional environment also creates conditions for the formation of partnership relations between government bodies and business entities.

In real modern life institutions take the form of legal norms, traditions, informal rules, cultural stereotypes. There are so called system creating institutions that determine the type of economic order and the institutions that make up a particular system. Thus, one can talk further about the system of creating institutions in the first order and the system of its own in the second order. Fundamental institutional changes are usually slow and the higher the institutional uncertainty is the higher the costs of such changes are [5]. Thus, institutions in local communities grow in localized environments with which they are directly related to, and in the process of development are transforming themselves into community, which is the environment for all its institutions.

The formation of the institutional environment in local communities should take into account the trajectory of the previous development, which is defined as the relationship between society, economy and a human. Institutional environment creates the conditions for selecting the most effective elements of the institutional structure of the alternative forms of economic coordination. The study confirms the fact that the institutional environment always helps to choose the best options for the development of regional socio-economic systems, and, conversely, it can strengthen those institutions that are contrary to the interests of the community. We attribute this primarily to the institute of corruption, which substitutes the partnership relations between government bodies and business entities, and creates conditions not for the development of the community but for the enrichment of particular individuals within this community particularly in connection with public authorities and some members of the business.

Summarizing the analysis of institutional preconditions for the harmonization of partnership relations between business entities and government bodies the following problems which are facing the territorial community should be emphasized:

1. There is a need to re-build a system of cooperation between all branches of the government, based on professional experience of most managers of regional and local authorities and experts, analysts, who are effectively working in the territorial administration.
2. It should be learnt how to denounce the issues of local life, local government, residents not only to the government but also to business entities and the general public.
3. It is important to create a permanent system of providing quality services - informational, methodological, and legal – by the managers and specialists of the territorial government.
4. Personnel work associated with the selection, training and promotion of employees, including their promotion into public authorities should be a priority.

Despite the fact that people generally are members of a few grassroots of social organizations at territorial levels (labor team, neighbors, relatives), only a few identify themselves with an abstract "community" and demonstrate the willingness to act for the benefit

of the community. Moreover, the sharp socio-economic stratification of Ukrainian society, which took place in recent years, has destroyed many social ties that united people within communities. Where such strong communities still exists, they do not necessarily cover the inhabitants of one region, city or village.

The weakening of social and economic integrity of local communities is also evident in the reduction of internal consolidation and coordination of business processes in enterprises of different ownership forms. Such features of the management of the regions as marketing, logistics, organization of production, personnel processes, etc., are not enough coordinated, have no strategic plan and generate unnecessary costs.

The main factors that ensure advantages in competition of the areas, according to some authors are:

- clear, institutionally supported strategy that is based on careful analysis (SWOT - analysis);
- development of conditions or opportunities for business enterprises in the region;
- infrastructure, including education, health, etc.;
- "flagship" (priority) projects, especially of regional, national and international importance;
- modernization of the economic system with the establishment of the "areas and development centers";
- development of innovation and entrepreneurship;
- training of people during their lifetime, getting the economic and social benefits from the interaction with economic institutions;
- improvement of social support and protection;
- improvement of the environment, especially if one wants to keep or attract additional investment;
- marketing and the creation of network structures within the region for the stability and development of a potential;
- participation in international network structures.

In this context competitive are the areas which provide cohesion, partnership and institutional flexibility of the regional community. In the process of competition and increasing globalization, this time regions are competing for the capital, investments and enterprises, target groups for the labor market and population's structure, for institutions (organizations) that are important for political, cultural and social life.

Along with the traditional, such as a significant source of investment into the social sphere, in our view, could also be considered the charity activity, as well as the independent fund-raising development funds, including international. According to the results of the study of causes of business interest in corporate philanthropy, the following reasons can be noted:

- the business community representatives understand the need for the social activity of companies; many of them are willing to invest extra money in this;
- the main purpose of charity managers is finding a better company's image;
- charitable activities in Ukraine are generally of a haphazard nature: the decision on the allocation of funds is usually made up on the basis of personal preferences of the first leaders of the company whereas charity does not always agree with the strategy of the company;
- because of non-confidence in nonprofit organizations brokers generally practice a direct one-time events support, which doesn't allow creating an effective market infrastructure of social projects;
- charitable activities in Ukraine are actively growing, but its development is possible only in case of corporations realizing their benefits from charitable activities and the development of the institution of independent charitable organizations.

Changing institutional environment of Ukraine in the division of splitting the budget authority requires rapid decisions on the development of social partnership at the level of regions of Ukraine, an effective system of contractual regulation of social and labor relations and employment.

A serious problem that needs to be resolved in a short run is increasing the efficiency of employment services, which have become an important tool of redistribution of labor.

This is especially important in times of crisis. In this regard, the main directions of improving the quality of services in promoting employment are:

- improving public awareness of the labor market and employment opportunities in different sectors;
- implementation of preventive measures in order to promote employment of citizens, implementation of effective conversion of unemployed people;
- improvement of vocational training and training of people who are looking for work;
- expanding the range and development of service standards of the state employment service;
- interaction with NGOs in promoting employment.

One of the most pressing problems in the formation of the state of development of regions is a high level of administrative barriers for companies that conduct business. These barriers can be characterized as a set of decisions of state regulations of business activity in the market, compliance with which is essential for conducting this activity. And they impose charges for passing bureaucratic procedures that are required for these rules, which usually don't come into the budget.

The most clear is the following grouping of administrative barriers:

1. In obtaining access to resources and their ownership rights (registration, registration of changes in the status of the company, its articles of association, the right to receive rent, access to credit, leasing facilities, etc.).
2. In obtaining the right to conduct business (licensing, product registration, certification of products and services, etc.).
3. In the current economic activities (sanctions for violations of the rules, coordination of decisions of regulatory bodies, receiving different benefits).

One of the most serious obstacles is the significant economic cost of a society. A. A. Auzan separates the economic losses from the existence of administrative barriers for carrying out business activities into two parts:

- transaction costs associated with the need to overcome barriers, many of which are being transmitted into the loss of population by raising retail prices (direct loss);
- reduction of the resource efficiency and the cost of non-delivery (availability of administrative barriers significantly complicates the entrance into the market, especially for small and medium-sized businesses, leading to a reduction in competition and, consequently, the overall efficiency of the economy - consequential loss) [1, p. 123-124].

Any attempts to cancel certain entry barriers are faced with the resistance of interest groups within the state apparatus and commercial structures that are doing business with the help of the "barriers". In addition, in the introduction of new barriers are interested not only had those who receive rent directly from the barrier, but also those who implement the current control. Thus, the tendency to expand barrier-regulation is associated not only with the inefficiency of the existing barriers, but also with a direct economic interest of certain groups. Clearly, companies and organizations operating in this area are interested in expanding the barriers.

Conclusions

So the "barrier" system of regulation is being self-supported, despite to its inefficiency and significant loss of economy under the condition of its presence. In order to access other more effective schemes the government must dramatically revise the regulatory framework and

ინფორმაცია

2008 წლიდან დაარსდა პაატა გუგუშვილის ეკონომიკის ინსტიტუტის სამეცნიერო შრომების კრებული, რომელიც გამოდის პერიოდულად.

შრომების კრებულში დაიბეჭდება მეცნიერ ეკონომისტთა (მეცნიერებათა დოქტორები, აკადემიური დოქტორები) შრომები, ასევე, ბაკალავრების, მაგისტრების, დოქტორანტებისა და პრაქტიკოს ეკონომისტთა სათანადო მეცნიერული დონის სტატიები.

ავტორთათვის კრებულში სტატიების გამოსაქვეყნებლად მოქმედებს შემდეგი წესები:

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3. სტატია დაბეჭდილი უნდა იყოს 1,5 ინტერვალით, A4 ფორმატზე, 12 ფონტით. რედაქციაში სტატიების წარმოდგენა აუცილებელია ორ ნაბეჭდ ეზემპლარად, ელექტრონულ ვერსიასთან ერთად (MS WORD, ქართული ტექსტი შრიფტით ACADNUSX, ხოლო ინგლისური – TIMES NEW ROMAN).
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