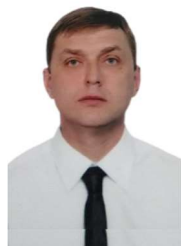


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THEORETICAL FOUNDATIONS OF THE STUDY OF LAWS (REGULARITIES) OF ADMINISTRATIVE ACTIVITY OF THE STATE BORDER SERVICE OF UKRAINE

Based on the experience of operational and service activities of the State Border Guard Service of Ukraine, analysis of scientific and methodological literature and the regulatory framework, the author identifies and substantiates the main laws (patterns) of management activities of the State Border Guard Service of Ukraine.

The disclosure and knowledge of the laws (regularities) of management activity is seen as the basis for systematising knowledge about management, developing management theory and developing the right recommendations for practice.

It is substantiated that the main laws of management activities of the State Border Guard Service of Ukraine should include: the law of dependence of organisational forms and methods of management on the structure of the State Border Guard Service of Ukraine, material and technical base and management conditions; the law of unity of organisational and methodological principles at all levels of management; the law of preservation of proportionality and optimal ratio of all elements of the management system; the law of compatibility of technical means and management systems of subordinate and interacting bodies.

Keywords: *state border protection, operational and service activities, theoretical foundations, laws of management activities, levels of management, management system, bodies of the State Border Guard Service, efficiency.*

Statement of the problem. In the scientific discourse, the term "management" is considered as a purposeful influence on teams of people in order to organise and coordinate their activities in the professional sphere [1, 2]. Any type of professional organisation, including the military one, is characterised by signs of systemicity. This systematic nature is complex. The management activities of a military unit are not a set of clearly formulated rules, "recipes" of activity that are effective and efficient in solving any task. On the contrary, clear and strict adherence to rigid schemes and defined frameworks invariably leads to unjustified simplification of the situation, distortion of its true picture, as well as to illusion and mistakes. Obviously, management is a complex area of human activity that requires taking into account the diversity and individuality of the characters, worldview and values of the subjects of management, their diverse and contradictory needs, interests, etc. Another circumstance that indicates the complexity of management is its open nature. Openness symbolises the ability of a military organisation to attract a number of resources from outside, to use them in its internal organisational activities, and to adapt to various external circumstances and peculiarities. Since a military unit is a complex and open system that is constantly undergoing changes and self-development [3], management activities should be based on a number of theoretical and methodological principles that will allow analysing existing problems, considering them in the context of multidimensionality, probability, and complexity. The objective need to systematise knowledge about the management process in the field of state border protection in the form of a fundamental scientific work is also caused by the fact that so far the development of the theory's problems has been carried out on separate topics and issues that are not linked into a coherent and logical system. Despite the legislative consolidation of the basic requirements for the organisation of operational activities [4–6], governance practice lacks scientifically sound provisions to ensure their substantive implementation, and theoretical and methodological developments in this area are scattered and unsystematic.

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Analysis of recent research and publications. Complexity as a way not only to discover but also to create reality, a way to look at the world in a different way, at old problems in a new light, was considered in the studies of cybernetics by N. Wiener, in the theory of general systems by L. von Bertalanffy, in synergetics by H. Haken, in the theory of hypercycles by M. Eigen, in the concept of autopoiesis by U. Maturana and F. Varela, in nonlinear thermodynamics by I. Stengers, G. Nicholas, etc.

The next group of studies provides a theoretical justification and understanding of public administration as a complex system of interconnections. Domestic scholars O. Bilous, V. Budkin, L. Kanishchenko, B. Kvasnyuk, I. Mostovyi, O. Fedorchak and others analyse the possibilities of improving the mechanism of management activity as an open and complex system. Thus, O. Fedorchak defines management activity as a complex system of management principles, methods, levers and tools used by government agencies to formulate and implement public policy [7].

Researchers who consider the peculiarities of managerial activity in the military sphere use the ideas of interdisciplinary analysis. They formulate the study of the management of military units in a certain direction, which develops at the intersection of military, psychological, legal, sociological, political, etc. disciplines. Thus, from the standpoint of a systemic interdisciplinary approach, researchers O. Istrakhov and V. Bogdanovych consider the methodology of military unit management as a doctrine of a set of methods and techniques that can be effective in the military sphere. Researcher N. Obushna analyses the basic theoretical foundations of management as a qualitatively new model of organisation of a military unit [8].

The purpose of the article is to identify and substantiate the basic laws (regularities) of management activities of the State Border Guard Service of Ukraine.

Summary of the main material. Management of the bodies of the State Border Guard Service of Ukraine (SBGS) is primarily a management of people. Therefore, firmness and flexibility in management is manifested through the following personal qualities of chiefs (commanders) and officials of management bodies: professional training, confidence in the correctness of actions, stability and endurance in difficult conditions, high demands and sensitive attitude to people, the ability to mobilise their capabilities, physical, intellectual and spiritual strength to the maximum extent possible to perform the tasks assigned, even in the most difficult circumstances.

In achieving a reasonable combination of firmness and flexibility, the organisation of the management bodies themselves plays an important role. In an environment where timeframes are sharply reduced and the scope of tasks is increasing, and where command and control bodies are understaffed, exceptional rigour and flexibility are required in obtaining data on the current situation and in solving the required scope of management tasks. There is a need to redistribute personnel and equipment at control points, organise work in shorter shifts and take a number of other measures aimed at achieving sustainable management.

The effectiveness of the SBGS management depends primarily on the extent to which the structure of the management systems of the border agency, the organisation and methods of management of the management and headquarters comply with the laws (laws) that objectively operate in the field of state border protection and determine its functioning and development.

Therefore, the disclosure and knowledge of the laws (regularities) of management activities is the basis for systematising knowledge about management, developing management theory and developing the right recommendations for the practice of operational and service activities. On the basis of laws (regularities), a methodology for studying management processes is developed, management principles are formed, which in the form of rules and recommendations reflect certain aspects and requirements of these laws.

The management activities of the SBGS are governed by both general laws of state border protection and specific laws of management. The main laws of state border protection include: the law of dependence of state border protection on the political goals of the state; the law of dependence of forms and methods of state border protection on the number and quality of forces and means of the state border protection bodies; the law of dependence of the effectiveness of actions to protect the state border on the compliance of forms and methods of actions with the goals (tasks) and conditions of the situation.

The SBGS has accumulated extensive experience in protecting the state border, studied the future state of state border protection, and summarised the experience of border protection by border guards of Western countries. Based on this, certain views have been formed on the management system, organisation and methods of work of the management bodies, taking into account the prospects for the development of technical means and the use of automated management systems. In view of this, it is possible to formulate the laws of management activities and reveal the mechanisms of their operation.

Thus, among the main laws of management activities of the SBGS bodies are the following: the law of dependence of organisational forms and methods of management on the structure of the State Border Guard

Service of Ukraine, material and technical base and management conditions; the law of unity of organisational and methodological principles at all levels of management; the law of preservation of proportionality and optimal ratio of all elements of the management system; the law of compatibility of technical means and management systems of subordinate and interacting bodies; the law of unity and subordination of efficiency criteria used in management processes; the law of matching the required and available time to solve management tasks; the law of dependence of the effectiveness of solving management tasks on the amount of information used.

The law of dependence of organisational forms and methods of management on the structure of the State Border Guard Service of Ukraine, material and technical base and management conditions reveals the most significant causal links and dependence of organisational forms and methods of management on the means, forms and methods of the JSBGS, as well as technical equipment of management bodies. Quantitative and qualitative changes in the means, forms and methods of OSD, as well as the development of technical means of management have a powerful impact on the development of organisational forms and methods of management.

New technical means of collecting, retrieving, transmitting, processing, displaying and documenting information create objective prerequisites for a sharp increase in management efficiency. However, these opportunities can only be realised if the structure of the bodies and control points, as well as the organisational forms of management and the working methods of the management and headquarters, are changed accordingly as the new technology saturates the management bodies and control points.

The management environment has become significantly more complex. The scope of tasks and the amount of information required to make a management decision are growing and will continue to grow. At the same time, the time required to complete each management cycle has significantly decreased. The mechanism of manifestation of this law is quite complex and multifaceted. It is characterised by the presence of both direct and reverse links between the organisation and management methods, on the one hand, and the material and technical base of management, on the other. The new material and technical base requires improvement of the organisation and management methods, and the practice of management and staffs puts forward new requirements for technical means of management. To ensure that all governing bodies work efficiently, it is necessary to unify their organisational structure both vertically and horizontally.

Compliance with the requirements of this law and a deep understanding of its mechanism of operation are the basis for further improvement of the management of the State Border Guard Service of Ukraine.

The law of the unity of organisational and methodological principles at all levels of management reflects the interrelationships and dependencies of structural forms and methods of management in all subordinate and interacting bodies and management systems. Methodological principles of building and functioning of management systems, principles of management organisation and methods of work of management and headquarters in solving the main management tasks are common at all levels of management.

Organisational and methodological foundations form the theoretical basis for building management bodies, determining the structure of the entire management system, as well as for identifying optimal methods of work of management and staffs in solving their main management tasks. The theoretical basis should ensure a more complete and efficient performance of the functions assigned to the management system, as well as compliance of the organisational structure of the management system with the information processes implemented in it. Violation of compliance of the organisational structure of the management system with the information processes of collecting, processing and transmitting information implemented in it reduces the efficiency of the management system and negatively affects the efficiency of its functioning.

The knowledge of the essence of this law and its mechanism of operation provides the following opportunities: to determine the structure of the management system from a scientific point of view; to ensure interaction between management bodies at all levels; to reasonably approach the distribution of functions and organise interconnection between higher and subordinate headquarters, between headquarters of neighbouring and interacting bodies, to purposefully organise interchangeability of management systems, its individual elements and officials. The implementation of this law results in the development of guidelines and instructions.

The law of maintaining proportionality and optimal ratio of all elements of the management system determines the links between individual links of the management system and within each link. Any management system, regardless of the degree of complexity and place in the overall management system, is a complex of elements between which proportionality and optimal correlation should be maintained.

The theory of large systems proves that without proportionality and optimal balance of elements, a system cannot function effectively or does not function at all, as there will always be inoperable or weak links that will disrupt, restrain, or slow down the work of other elements of the system.

The mechanism of the law of maintaining proportionality and optimal ratio of all elements of the management system is manifested in the so-called controllability norm, which regulates the number of management objects that are directly assigned to one management body. Currently, management science recommends that the controllability norm should be between 5 and 9 objects.

Within each management body, the mechanism of this law is manifested in the regulation of the number of departments, divisions and services reporting directly to the chief (commander), in the observance of a certain proportion between management groups, on the one hand, and communication and support groups, on the other, between the structure of management bodies and the number of control points created, between the volume of work and the number of officers in departments, divisions and services.

An important methodological consequence of this law is the requirement that the level of detail of operational and tactical information of a command and control body corresponds to a certain level. In other words, the larger the headquarters (command and control body), the more categories it must operate with, i.e. information about the position, status, nature of actions as it passes from the bottom up to each subsequent command and control instance should be increased, and command information as it moves from the top down to each subsequent command and control instance should be more detailed.

Thus, we conclude that maintaining the proportionality and optimal ratio of all elements of the management system is one of the ways to ensure a high scientific level of management in general.

The law of compatibility of technical means and management systems of subordinate and interacting bodies reveals one of the most important conditions for ensuring the effectiveness of interaction between different systems in the joint solution of management tasks. Due to the intensive development of technical means of control and the widespread use of automated control systems, their compatibility has become the most important condition for the sustainable functioning of control systems. First and foremost, compatibility should ensure that technical means are docked in a single control loop in terms of bandwidth, forms of input and output signals and parameters, power consumption, transport base and other characteristics. In addition, compatibility implies the exclusion of mutual interference during the simultaneous operation of various means used in the control system.

In addition to technical compatibility, automation tools must also be compatible in the information aspect, since the output information of one device is the input for the following devices. Information compatibility implies a single classification of information used in automated control systems, a single system for formalising operational and service documents, etc. Information compatibility should apply to all instances of the control system.

The law of unity and subordination of performance criteria used in management processes. All structural subdivisions of the State Border Guard Service of Ukraine, working closely with each other, solve the tasks assigned to them. However, having a common ultimate goal, they are guided in their specific actions by the objectives directly assigned to them. In accordance with the objectives of state border protection, goals are set for each regional department of the State Border Guard Service of Ukraine. From these goals, in turn, goals for the state border protection bodies are derived, and from these goals - goals for operational and service actions. One can trace a direct and at the same time rather complicated connection between the goals of state border protection and the goals of a particular border guard unit, an individual border guard involved in it, and thus obtain a "tree of goals", from general goals (for a significant period of time) to local, immediate, urgent ones. It is important that local, immediate, and urgent goals do not contradict, but follow from the general goals. The significance of any planned action depends on the extent to which it meets the defined goal, and the indicators of such compliance are performance criteria. Since each instance is guided by its own local goals, it is impossible to develop a universal performance criterion that would be an indicator of the degree of achievement of goals at any level of management. Therefore, a certain system of performance criteria should be applied in management. At some levels of management, one indicator is sufficient to characterise the degree of goal achievement, while at the second (higher) level of management, several indicators or some criterion function that depends on many indicators should be used.

Each performance criterion must meet the goals and objectives of the state border protection agencies (units), be sensitive to changes in the initial parameters, be simple enough (have an explicit physical meaning) and be amenable to numerical expression and calculation. However, meeting these conditions alone is not enough. The law requires the unity and subordination of the efficiency criteria used, and for this purpose,

firstly, local criteria (criteria for evaluating partial measures) must logically follow from the criteria used at higher levels. Only under this condition will each state border guard agency (unit) be able to plan its actions and act as a component of a single whole, directing its efforts towards achieving the overall goals set by higher authorities, even in cases where the overall goals are not fully communicated to them. Secondly, the system should use unified criteria to evaluate similar activities carried out by the entire SBGS. This is the only way to compare the expected and actual results of achieving similar goals and to summarise the results of achieving the overall goals. Unification should cover both the substantive wording of performance criteria and their mathematical expression.

Thus, compliance with the law on the unity and subordination of efficiency criteria (standardisation of operational standards) in modern conditions is one of the important conditions for ensuring a high scientific level of management.

The law of correspondence between the time required and the time available in solving management tasks reflects one of the most important requirements of management – its efficiency. When planning and managing the course of operational and service actions, it is necessary to keep a careful record of the balance of time, taking into account the actions of offenders, to calculate the time reserve or its deficit. To do this, it is necessary to consider two types of time – available and required, which are in conflict with each other during operational activities.

Available time is the time frame within which we must work to implement an action to ensure its success. This is the time that is "given" to us by the offenders or determined by senior management in the form of a set or directive timeframe (deadline), which is also determined based on an analysis of the offenders' intentions. It is the time that we can invest in a given activity, taking into account the levels of training, readiness, resourcing, the position of our forces and assets in relation to the perpetrators, their capabilities, the state of command and control systems and the methods used by the leadership and staff.

A favourable time balance is only achieved if the time required does not exceed the time available. The greater the difference between the available time and the required time, the more favourable our position is, because this difference is a time reserve that enables us to compensate for unforeseen circumstances, errors in time calculations, elements of chance and uncertainty in the current situation and data about it. When the time required is longer than the time available, a time deficit is created that prevents us from carrying out our plans, as the offenders may be ahead of us in their actions. Operational and service actions, the conditions of their preparation and conduct are characterised by elements of randomness and uncertainty. Therefore, the time required and available should be considered not as deterministic but as probabilistic values. They should be considered as a mathematical expectation (average value) of the relevant time.

The law of dependence of the efficiency of solving management tasks on the amount of information used expresses the stable connections that objectively exist in management processes between the quality of performing management tasks and the amount of information used in the interests of solving them.

To solve each task, management bodies need a certain amount of information. An increase or decrease in the amount of data does not have a clear impact on the effectiveness of decisions made and the time spent on them. The mechanism of this law shows that with an increase in the amount of incoming information, the effectiveness of the decision will increase. However, after a certain amount of information is received, further increases in the amount of information no longer have a significant impact on the effectiveness of the decision. For a task in any given situation, there is a best solution that can be obtained with comprehensive information. The mechanism of this law dictates the need to specifically address various issues of improving management techniques and technology. The most important problem today is the collection, processing, transmission and storage of information. The study and practical application of the law to specific management bodies and conditions makes it possible, through experiments and calculations, to establish the volume and content of information required to effectively solve each management task within an acceptable time frame. Knowledge of the mechanism of this law is necessary when planning measures to improve the survivability, reliability and security of the means and systems for collecting, processing, transmitting and displaying information. Shortcomings in their operation can lead to the loss or delay of some information, which reduces the efficiency of solving many management tasks.

The laws of administrative activity (management) should be the subject of in-depth study and practical application in the management processes. Undoubtedly, there are other laws in force in the management of the SBGS, which need to be disclosed, formulated, and the mechanism of their operation clarified, and ways and means of their most effective use in practice should be sought. Based on the knowledge of the objective

laws (regularities) of management activities, appropriate rules and recommendations for the practical activities of management and governing bodies are formed.

Conclusions

The article identifies and substantiates the basic laws (regularities) of management activities of the State Border Guard Service of Ukraine. This will make it possible to more adequately reproduce the management practice in the field of State border protection and to apply it expediently in solving theoretical and practical problems of the activities of entities operating in this area in the context of ensuring the inviolability of the State border and protection of Ukraine's sovereign rights in its adjacent zone and exclusive (maritime) economic zone.

Prospects for further research are to develop the foundations of the theory, methodology and practice of management of the SBGS bodies in order to achieve efficiency in management activities, to create conditions for successful performance of tasks related to ensuring the inviolability of the State border of Ukraine.

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ТЕОРЕТИЧНІ ЗАСАДИ ДОСЛІДЖЕННЯ ЗАКОНІВ (ЗАКОНОМІРНОСТЕЙ) УПРАВЛІНСЬКОЇ ДІЯЛЬНОСТІ ОРГАНІВ ДЕРЖАВНОЇ ПРИКОРДОННОЇ СЛУЖБИ УКРАЇНИ

Ефективність управлінської діяльності органів Державної прикордонної служби України насамперед залежить від того, наскільки структура систем управління прикордонного відомства, організація та методи управлінської діяльності керівництва і штабів відповідають законам (закономірностям), що об'єктивно діють у сфері охорони державного кордону і визначають її функціонування та розвиток.

На підставі досвіду оперативно-службової діяльності органів Державної прикордонної служби України, аналізу науково-методичної літератури та нормативно-правової бази визначено й обґрунтовано основні закони (закономірності) управлінської діяльності органів Державної прикордонної служби України.

Розкриття й пізнання законів (закономірностей) управлінської діяльності є підґрунтям систематизації знань про управління, розвитку теорії управління та вироблення правильних рекомендацій для практики оперативно-службової діяльності. На основі законів (закономірностей) виробляється методологія дослідження процесів управління, формуються принципи управління, які у вигляді правил і рекомендацій

відображують окремі аспекти й вимоги цих законів.

До основних законів управлінської діяльності органів Державної прикордонної служби України пропонується віднести такі: закон залежності організаційних форм і методів управління від структури Державної прикордонної служби України, матеріально-технічної бази та умов управління; закон єдності організаційно-методологічних засад на всіх рівнях управління; закон збереження пропорційності й оптимального співвідношення всіх елементів системи управління; закон сумісності технічних засобів та систем управління підпорядкованих і взаємодіючих органів; закон єдності та співвідпорядкованості критеріїв ефективності, що використовуються у процесах управління; закон відповідності потрібного і наявного часу для вирішення завдань управління; закон залежності ефективності вирішення завдань управління від обсягу інформації, яка використовується.

Закон залежності організаційних форм і методів управління від структури Державної прикордонної служби України, матеріально-технічної бази та умов управління розкриває найістотніші причинно-наслідкові зв'язки й залежності організаційних форм і методів управління від засобів, форм та способів оперативно-службової діяльності і технічної оснащеності органів управління.

Закон єдності організаційно-методологічних основ на всіх рівнях управління відображує взаємозв'язки й залежності структурних форм та методів управління в усіх підпорядкованих і взаємодіючих органах та системах управління.

Закон збереження пропорційності й оптимальності співвідношення всіх елементів системи управління розкриває зв'язки як між окремими ланками системи управління, так і всередині кожної ланки.

Закон сумісності технічних засобів та систем управління підпорядкованих і взаємодіючих органів відображує одну з найважливіших умов забезпечення ефективності взаємодії різних систем під час спільного вирішення завдань управління.

Закон єдності та співвідпорядкованості критеріїв ефективності вимагає єдності і співвідпорядкованості критеріїв ефективності, зокрема локальних критеріїв (критеріїв оцінювання часткових заходів), що впливають із критеріїв, які використовуються на вищих рівнях.

Закон відповідності потрібного і наявного часу під час вирішення завдань управління відображує одну з найважливіших вимог управління – його оперативність. Під час планування й управління ходом оперативно-службових дій необхідно вести ретельний облік балансу часу, ураховуючи дії правопорушників, обчислювати резерв часу чи його дефіцит.

Закон залежності ефективності вирішення завдань управління від обсягу інформації, що використовується, розкриває стійкі зв'язки, які об'єктивно існують у процесах управління між якістю виконання завдань управління і обсягом інформації, використаної в інтересах їх вирішення.

Законодавство управлінської діяльності (управління) мають стати предметом глибокого вивчення і практичного використання у процесах управління на всіх рівнях.

Ключові слова: охорона державного кордону, оперативно-службова діяльність, теоретичні засади, закони управлінської діяльності, рівні управління, система управління, органи Державної прикордонної служби, ефективність.

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