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## **State Policy towards European Integration: Theoretical Analysis**

The concept of “state policy towards European integration” consists of two components, namely the concepts of “state policy” (or “public policy”) and “European integration”. There has been much debate about the definition of the concepts of “public policy” and “European integration” among both Ukrainian and foreign scholars, due to the versatility of these phenomena. Because the interpretation of vague concepts can result in complications of resolving both practical and scientific problems of research in the sphere of public policy towards European integration, it is necessary to dwell in detail on the definition of conceptual and categorical apparatus, namely the interpretation of the term “state policy towards European integration” mainly by analyzing the concepts of “state policy” and “European integration”. Therefore, this article deals with the interpretation of the concept of “state policy towards European integration” based on an analysis of the concepts of “state policy” and “European integration”.

The basic element of the concept of “state policy towards European integration” is the term “state policy”. In general, state policy is defined as the principles, norms and activities of the exercise of state power. State policy has a greater scale than a decision; policy is the essence of a sequence of decisions. Furthermore, if decisions can be produced by organizations and individual agents, public policy usually involves the interaction of many agents and organizations and the establishment of complex relationships between them<sup>1</sup>.

For a more detailed analysis let us turn to the definitions of “state policy” that are proposed by, firstly, Ukrainian scientists and, secondly, by Western scholars.

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<sup>1</sup> І. Петренко, *Сутність державної політики та державних цільових програм* [Електронний ресурс], І. Петренко, «Віче. Журнал Верховної Ради України» [Електронний журнал], режим доступу до журн.: <http://www.viche.info/journal/2566/> – назва з екрану.

I. Kresina, A. Matvienko, N. Onishchenko, E. Pereguda, O. Skrypnuk and other researchers characterized state policy as a “system of purposeful measures that aim to solve certain social problems, to satisfy public interest, to ensure the stability of the constitutional, economic and legal system of the country ... the specifics of which is that it is implemented by those state structures that have the authority in the state’s monopoly on legitimate coercion”<sup>2</sup> in the collective monograph *Politics, Law and Government in the Context of Transformational Processes in Ukraine*.

I. Rozputenko in the *Encyclopedic Dictionary of Public Administration* defines state policy as the actions of the state authorities’ system in accordance with defined goals, directions, and principles for solving problems in a particular area of social activity<sup>3</sup>. A. Kucherenko defines state policy as the priorities of a state’s governance that fix the strategic directions of economic, social, defense, national, humanitarian, environmental and other internal and also external policies<sup>4</sup> in his dissertational research piece, *State Policy: Theoretical and Methodological Principles of Research of its Formation and Implementation*.

V. Tertychka describes state policy as the relatively stable, organized and purposeful activity/inactivity of state institutions, carried out by them directly or indirectly on a certain problem or set of problems that affect society’s life. Moreover, the researcher notes that this definition of state policy stipulates that it is based on law and must be legitimate. Therefore, state policy does not arise solely of its own volition and the personal desires of those who currently hold power. On the contrary, to ensure that this direction of a state’s activity has a systemic and coherent nature, it is necessary from the outset to have a certain set of principles and rules that indicate the type of political regime; the way in which

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<sup>2</sup> І. О. Кресіна, *Політика, право і влада в контексті трансформаційних процесів в Україні*, [монографія], [за ред. І. О. Кресіної], І. О. Кресіна, А. С. Матвієнко, Н. М. Оніщенко, Є. В. Перегуда, О. В. Скрипнюк та ін., Ін-т держави і права ім. В. М. Корецького НАН України, К. 2006, с. 35.

<sup>3</sup> *Енциклопедичний словник з державного управління* [Текст], довідк. вид., Нац. акад. держ. упр. При Президентові України, уклад.: Ю. П. Сурмін, В. Д. Бакуменко, А. М. Михненко [та ін.], за ред. Ю. В. Ковбасюка, В. П. Трошціцького, Ю. П. Сурміна, НАДУ, К. 2010, с. 819.

<sup>4</sup> О. О. Кучеренко, *Державна політика: теоретико-методологічні засади дослідження процесу формування та здійснення*, автореф. дис. ... канд. наук з держ. упр., 25.00.01, Кучеренко Олександр Олександрович, К. 2001, с. 20.

governmental powers are organized; the main political institutions, whose presence ensures the normal development of the state mechanism; the basic values and objectives that must be implemented during state and social development. The researcher emphasizes that these rules should be established on the legislative level to ensure that there are no ambiguous political interpretations of how, and on what grounds, a policy should be implemented<sup>5</sup>.

O. Demyanchuk notes that the term “state policy” usually signifies the government’s intentions to take certain general measures to resolve certain significant state tasks, i.e., to implement the state’s power<sup>6</sup>. However, regardless of the terminology, the purpose of state policy should be to satisfy the interests of society as a whole, both of specific social groups and individuals, solving prior and future problems, ensuring the development of the component parts of social activity (economic, political, social, etc.) and the development of the nation as a whole. Therefore, public policy is a “program of action aimed at solving a certain problem or set of problems, at achieving the goal, which was set”<sup>7</sup>.

The definition of “state policy”, provided by I. Petrenko, is “activities of state governance bodies in the sphere of leadership and management of the society based on common goals, principles and methods, which include the development, legislative confirmation and implementation of state targeted programs in different spheres of social life in order to solve urgent problems or needs of society”<sup>8</sup>. An important place in the state policy belongs to structuring the interests of different groups and finding a compromise between them, because the final decision must achieve the maximum public well-being. Thus, the essence of state policy lies precisely in the fact that the latter is the activity of state governance bodies to achieve certain goals and to solve social problems.

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<sup>5</sup> В. Тертичка, *Державна політика: аналіз її здійснення в Україні* [Текст], В. Тертичка, Вид-во ім. Соломії Павличко «Основи», К. 2002, с. 82–83.

<sup>6</sup> О. П. Дем’янух, «Державна політика» та «публічна політика»: варіант перехідного періоду [Електронний ресурс], О. П. Дем’янух, «Наукові записки» [Текст], Національний університет «Кієво-Могилянська академія», К. 2000, Т. 18: *Політичні науки*, с. 31.

<sup>7</sup> Ibidem, с. 32.

<sup>8</sup> І. Петренко, *Сутність державної політики та державних цільових програм* [Електронний ресурс], І. Петренко, «Віче. Журнал Верховної Ради України» [Електронний журнал], режим доступу до журн.: <http://www.viche.info/journal/2566/> – назва з екрану.

State policy does not always extend to the whole society; it often regulates only a certain area that stipulates its impact on certain social groups. Thus, concludes the scientist, state policy is called “state” primarily because of its origin<sup>9</sup>.

According to A. Merzlyak and T. Kravchenko, public policy is a set of authorized actions and strategically focused objectives and principles of state governance bodies which is a reaction to real life needs or problems; they identify ways of achieving set goals in the process of managing social development taking into account the interests of all categories of society which are consistent with national interests. State policy in this formulation, according to the researchers, represents a means of the harmonization and political integration of society, the final successful result of which is the improvement of the quality of life of citizens and guarantees of social stability<sup>10</sup>. V. Kupriy characterizes state policy as a continuous cyclical process, consisting of a set of consecutive actions, the interaction of elements of institutions with certain functions, and means that are aimed at achieving a certain result<sup>11</sup>.

Not accidentally the above-mentioned researchers, including V. Tertychka<sup>12</sup>, stress that state policy does not always entail action, but also refraining from action. O. Kiliyevych and V. Tertychka both provide a similar determination of state policy, which is a course of action (or abstention from action) exercised by state governance bodies to solve a certain social problem or set of interrelated problems<sup>13</sup>. The leading Western researcher of state policy, J. Anderson, also briefly characterizes state policy as “what governments choose to do or not do”<sup>14</sup>. A more

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<sup>9</sup> Ibidem.

<sup>10</sup> А. В. Мерзляк, *Державна політика у сфері управління соціальними ризиками: сутність, формування та реалізація* [Електронний ресурс], А. В. Мерзляк, Т. В. Кравченко, Наук.-виробн. журнал «Держава та регіони». Серія «Державне управління» [Електронний журнал] 2011, № 1, режим доступу: [http://www.nbu.gov.ua/portal/Soc\\_Gum/Dtr\\_du/2010\\_4/files/DU410\\_40.pdf](http://www.nbu.gov.ua/portal/Soc_Gum/Dtr_du/2010_4/files/DU410_40.pdf), назва з екрану.

<sup>11</sup> В. Купрій, *Процес творення державної політики як об'єкт наукових досліджень*, В. Купрій, «Політичний менеджмент» 2007, № 5, с. 15–32.

<sup>12</sup> В. Тертичка, *Державна політика: аналіз її здійснення в Україні* [Текст], В. Тертичка, Вид-во ім. Соломії Павличко «Основи», К. 2002, с. 82.

<sup>13</sup> *Державна політика: аналіз та механізми її впровадження*, метод. рек., уклад. О. І. Кілієвич, В. В. Тертичка, НАДУ, К. 2009, с. 62.

<sup>14</sup> J. E. Anderson, *Public Policymaking: An Introduction*, J. E. Anderson, 7<sup>th</sup> ed., Wadsworth, Boston 2011, p. 3.

detailed definition of state policy given by this researcher is that state policy is a sufficiently stable, purposeful course of action or inaction, to which the leader or group of actors adhere in solving a problem or set of problems<sup>15</sup>.

A similar definition of state policy is provided by other Western researchers, M. Kraft and S. Furlong. In their opinion, state policy is what state officials in government, and in a broader sense – the citizens they represent, choose to do or not to do about the problems of citizens<sup>16</sup>. Or, providing a more generalized definition of state policy, researchers point out that state policy is a course of action or inaction of a government in response to citizens' problems. According to M. Kraft and S. Furlong, this definition of state policy is associated with the formally approved goals and means of a policy, as well as with the regulations and practices of the agencies which implement the programs. If we consider state policy from this angle, then the emphasis is actually placed on the behavior of those agencies and government officials who implement policy, not only on formal statements of public policy objectives and the means of its implementation that are defined in laws and other means of a state policy's expression<sup>17</sup>. In other words a policy may consist of a list of what is not being done, and not only what should be done<sup>18</sup>,

The Canadian researcher L. Pal also defines state policy as a direction of action, or abstinence from it, chosen by state authorities in order to deal with a particular problem or with a set of mutually related problems<sup>19</sup>. According to L. Pal, public policy is one of the "initial products" of the policy making process and usually it is related to, but also different from, legislation, programs, official speeches, and decisions<sup>20</sup>. He notes that legislative power is currently not the only source of state pol-

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<sup>15</sup> Ibidem.

<sup>16</sup> M. E. Kraft, *Public Policy*, in: *Politics, Analysis, and Alternatives*, M. E. Kraft, S. R. Furlong, 3<sup>rd</sup> ed., CQ Press, Washington 2009, p. 5.

<sup>17</sup> Ibidem, p. 6.

<sup>18</sup> Б. Гогвуд, *Аналіз політики для реального світу*, Б. Гогвуд, Л. Ган, пер. з англ. А. Олійник, наук. ред. В. Тертичка, Вид-во Соломії Павличко «Основи», К. 2004, С. 37; Л. А. Пал, *Аналіз державної політики* [Текст], Л. А. Пал, пер. з англ. І. Дзюби, Основи, К. 1999, с. 27–28.

<sup>19</sup> Л. А. Пал, *Аналіз державної політики* [Текст], Л. А. Пал, пер. з англ. І. Дзюби, Основи, К. 1999, с. 22.

<sup>20</sup> *Розробка державної політики. Аналітичні записки*, уклад. О. І. Кілієвич, В. Є. Романов, Вид-во «К.І.С.», К. 2002, с. 251.

icy and, although almost every policy can be linked to a specific legislative act, the true meaning of politics is often defined by the agency with delegated authority<sup>21</sup>.

B. Hogwood and L. Gunn point out that state policy needs to be distinguished from the daily decisions made by state authorities<sup>22</sup>. Instead, M. Howlett, M. Ramesh and A. Perl define state policy as complex forms of power relationships, problems and types of state organization in specific subsystems of society<sup>23</sup>. Note that according to tradition state policy in Western states is produced by selected officials – ministers. Appointed officials are responsible for and assist in developing state policy (assessment of options, consequences of choosing one or another variant), implementation of state policy (provision of programs), and policy evaluation<sup>24</sup>.

It also should be noted that in Ukraine the concept of “state policy” in the 1990s acquired a new meaning under the influence of English-language scientific and informational sources, so often it can be found in the form of the phrase “public policy”. Some researchers believe that the concepts of “state policy” and “public policy” are different, emphasizing the more democratic nature of the concept of “public policy”.

In contrast to the English language in Ukrainian, as in other Slavic languages, only one term “politics” (“polityka”) exists, which is used both to denote the struggle for power and to determine the “sphere of interaction between different social groups and individuals when they realize their interests (political life, political activities, and political affairs”<sup>25</sup> (English equivalent of “politics”), and its implementation on dif-

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<sup>21</sup> Л. А. Пал, *Аналіз державної політики* [Текст], Л. А. Пал; пер. з англ. І. Дзюби, Основи, К. 1999, с. 23.

<sup>22</sup> Б. Гогвуд, *Аналіз політики для реального світу*, Б. Гогвуд, Л. Ган, пер. з англ. А. Олійник, наук. ред. В. Тертичка, Вид-во Соломії Павличко «Основи», К. 2004, с. 34–35, 39.

<sup>23</sup> М. Говлет, *Дослідження державної політики: цикли та підсистеми політики* [Текст], М. Говлет, М. Рамеш [пер. з англ. О. Рябова], Кальварія, Л. 2004, с. 264.

<sup>24</sup> *Розробка державної політики. Аналітичні записки*, уклад. О. І. Кілієвич, В. Є. Романов, Вид-во «К.І.С.», К. 2002, с. 251.

<sup>25</sup> Е. Янг, *Як написати дієвий аналітичний документ у галузі державної політики: Практичний посібник для радників з державної політики у Центральній і Східній Європі*, Е. Янг, Л. Куїнн; пер. з англ. С. Соколик; наук. ред. пер. О. Кілієвич, К.І.С., К. 2003, с. VI.

ferent social and administrative levels or a “course of action”<sup>26</sup> (“public policy” or “state policy”). Note that this is a clear distinction of meanings formed in the English language only in the last few decades, due to the development of social science terminology.

V. Tertychka can be considered one of the first Ukrainian scientists who studied the concept and nature of public policy. This researcher believes that by the context and content features for the concept of “public policy” the definition of “state policy” is the most appropriate<sup>27</sup>. O. Kiliyevych and V. Tertychka, giving the definition of state policy as a plan, a course of action or a direction of action that is accepted and to which the government, leader, political party and other actors adhere, note that in that sense the term “politics” is used when we talk about “state policy” and its directions – internal, external, economic, social. Therefore, this term and its definition must be distinguished from the term “politics” and its meaning<sup>28</sup>.

S. Teleshun believes that public policy is primarily a legitimate way of forming strategic political and economic decisions and the public acceptance of politics as a means of public policy implementation. A peculiarity of public policy is that both the state and civil society are forced to appeal to citizens, demanding acceptance and public support for the chosen set of decisions and actions. After all, policy is implemented through society via state institutions of public power. So, trying to achieve the effect of a mobilization of society, the state uses modern methods in forming public opinion. At the same time, public policy, regulated by democratic procedures, legitimates public opinion, creates a counterpart represented by the public which is ready for dialogue. Because of such dialogue the legitimization of power takes place<sup>29</sup>.

According to O. Demyanchuk, these two notions of “policies” are closely related, because the political struggle between parties or individual politicians is, or should be, a competition of “public policies” (in di-

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<sup>26</sup> Ibidem.

<sup>27</sup> В. Тертичка, *Державна політика: аналіз її здійснення в Україні* [Текст], В. Тертичка, Вид-во ім. Соломії Павличко «Основи», К. 2002, с. 4.

<sup>28</sup> *Державна політика: аналіз та механізми її впровадження*, метод. рек., уклад. О. І. Кілієвич, В. В. Тертичка, НАДУ, К. 2009, с. 75.

<sup>29</sup> С. Телешун, *Ефективне управління і публічна політика як напрям реалізації політичної влади в умовах кризи*, С. Телешун, «Політичний менеджмент» [Текст] 2009, № 2, с. 35–45.

rect translation from English language), i.e. schemes for the further development of society and the nation. The winner in this race gets the right to implement its version of public policy. In contrast to the state (government policy), which expresses the orientation of the political leadership of the state, public policy expresses the interests of the nation or its specific sectors or regions and, thus, the support of all actors of this policy is needed for its success. The implementation of policy is a multidimensional process directed both vertically (top to bottom and bottom-up) and horizontally (between different actors, sectors of society and economy). So, under democracy, when the level of development of civil society is sufficiently high, the state authorities devolve part of their powers to local government bodies, and in this case it certainly makes sense to speak of “public authority” as a combination of state power and civil self-governance. In this context, “public policy” is a broader concept as it covers not only state policy, but also policies that are carried out or may be carried out by non-governmental organizations, associations of state and public bodies or even private institutions and agencies. Questions of the formalization and implementation of policy in a democratic state appear most relevant in regard of how the state creates the conditions for the formation and development of a civil society<sup>30</sup>. However, “in post-communist countries we still cannot talk about a developed civil society, so public policy is in fact equivalent to the policy of the state”<sup>31</sup>.

V. Nikitin reaches similar conclusions to O. Demyanchuk. He views public policy as something established for the Western democracies’ technology that enhances the legitimacy of the process of preparing and making managerial decisions. The scholar concludes that in Ukraine only one link of the democratic cycle is formed – political institutions that support the transfer of power – the Constitution, elections, political parties. However, other important components of a democratic system, namely the institutions of indirect (daily) democracy that are designed to ensure public checks on government and to provide ongoing interaction

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<sup>30</sup> О. П. Дем’янчук, «Державна політика» та «публічна політика»: варіант перехідного періоду [Електронний ресурс], О. П. Дем’янчук, «Наукові записки» [Текст], Національний університет «Києво-Могилянська академія», К. 2000, Т. 18: *Політичні науки*, с. 31–34.

<sup>31</sup> Ibidem, с. 32.

between state and citizens, have not been created<sup>32</sup>. In response to that I. Hladunyak emphasizes the interpretation of the Constitution as a source of state policy in a modern democratic society. In such circumstances, the Constitution arises not only as one of the possible factors of influence on state policy, but as its fundamental basis and decisive factor, without which the basis for democracy disappears. Indeed, the values that the state has to provide are laid at the level of the Constitution<sup>33</sup>.

Let us turn to the investigation of the definition of European integration. European integration is the strategic direction of Ukraine. So, there is a need to stop in detail on the definition of the concept of “European integration” for the public administration, based on an interdisciplinary analysis of different types of integrations and the definition of this concept in the social sciences. In this study, the author relies primarily on domestic and foreign encyclopedias, dictionaries, directories of public administration, political science, economics and other sciences.

Integration is considered to be a higher stage of regionalization based on territorial contiguity of states between which various social links arise and actively develop. According to the economic dictionary, the concept of “integration” is an association of economic subjects, the development of links between them and their cooperation<sup>34</sup>. The *Dictionary of Public Administration* interprets the term “integration” as a process of achieving unity of effort of all the organization’s subsystems (units) for the effective performance of its functions and objectives<sup>35</sup>. In political science, for example, the researcher N. Burenko believes that “integration emerges as the highest form of international cooperation and is one of the key features of the modern international system”<sup>36</sup>.

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<sup>32</sup> В. А. Никитин, *Проблемы становления публичной политики в Украине*, В. А. Никитин, «Публичная политика» 2006 [Текст], сб. ст., под. ред. А. Ю. Сунгурова, Норма, СПб. 2006, с. 32.

<sup>33</sup> І. Гладуняк, *Конституція як основа формування та реалізації державної політики* [Електронний ресурс], І. Гладуняк, «Віче. Журнал Верховної Ради України» [Електронний журнал], режим доступу до журн.: <http://www.viche.info/journal/733/>, назва з екрану.

<sup>34</sup> Б. А. Райзберг, *Современный экономический словарь*, Б. А. Райзберг, Л. Ш. Лозовский, Е. Б. Стародубцева, 2-е изд., испр., ИНФРА-М, М. 1999, с. 138.

<sup>35</sup> В. Я. Малиновський, *Словник термінів і понять з державного управління*, В. Я. Малиновський, Вид. 2-ге, доп. і виправл., Центр сприяння інституційному розвитку державної служби, К. 2005, с. 73.

<sup>36</sup> Н. М. Буренко, *Політичні складові концепції наближення країн ЦСЄ до стандартів Європейської спільноти. Здобутки та втрати Польщі в процесі*

Dictionaries in political science define such type of integration as political integration. For instance, political integration entails combining, merging political forces within state or interstate structures and political institutions in order to achieve a certain political unity and stability of the development of states and societies. Political integration is an objective process that allows achieving mutually beneficial results with smaller losses for all subjects participating in it<sup>37</sup>. Another common definition of political integration in political science is the following: political integration is a set of political processes aimed at the convergence or merging of social, political, military, economic structures or ethnic groups within a single state or several states in order to counter destructive internal and external factors<sup>38</sup>.

Political integration is a consequence and a form of globalization, one of the leading trends in civilizational development, which is accelerated by scientific and technological progress, improvement of information exchange, and an awareness of sharing the necessity to commonly solve global problems and so on<sup>39</sup>. Political integration by its nature implies the possibility of disintegration, as a result of which subjects are liberated from the burden of past stereotypes, mechanisms of activities and so on<sup>40</sup>.

It is possible to distinguish two main types of political integration: 1) internal integration, 2) inter-state integration. Within each type of integration processes on other levels can occur<sup>41</sup>. While European integra-

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*опанування досвідом інтеграції*, Н. М. Буренко, «Актуальні проблеми міжнародних відносин» 2001, Вип. 28 (ч. III), с. 17.

<sup>37</sup> *Політологія. Краткий словарь*, ред. Н. А. Басенко, В. Г. Доманов, Ю. Г. Запрудский, Феникс, Ростов-на-Дону 2001, с. 100.

<sup>38</sup> *Політологія : терміни, поняття, персоналії, схеми, таблиці. Навч. словник-довідник для студентів*, уклад. В. М. Піча, Н. М. Хома, наук. ред. В. М. Пічі, К. Каравела, Новий Світ, Львів 2000, с. 48–49; *Політологічний енциклопедичний словник*, упоряд. В. М. Горбатенко, за ред. Ю. С. Шемчушенка, В. Д. Бабкіна, В. М. Горбатенка, 2-е вид., доп. і перероб, Генеза, К. 2004, с. 236–237.

<sup>39</sup> *Політологічний енциклопедичний словник*, упоряд. В. М. Горбатенко, за ред. Ю. С. Шемчушенка, В. Д. Бабкіна, В. М. Горбатенка, 2-е вид., доп. і перероб, Генеза, К. 2004, с. 237.

<sup>40</sup> *Політологія. Краткий словарь*, ред. Н. А. Басенко, В. Г. Доманов, Ю. Г. Запрудский, Феникс, Ростов-на-Дону 2001, с. 100.

<sup>41</sup> *Ibidem*.

tion falls in the category of interstate integration, it also relies on the processes of internal integration.

Political integration is a complex and contradictory phenomenon which progresses via the confrontation of various social and political forces, parties and states. States participating in integration processes partly devolve certain powers to specially created international (inter-governmental or supranational) political institutions and other multinational structures. Political integration in modern conditions include: the presence of a sufficiently high level of relations between political units; the growth of awareness of the community's needs, interests and values; the presence of tendencies towards convergence, unification of various elements of political relations<sup>42</sup>.

Economic integration is manifested in the expansion and intensification of production and technological ties, joint use of resources and unification of capital and also in the creation of favorable to each other conditions for economic activities, mutual withdrawal of barriers<sup>43</sup>. The *Political Encyclopedia* defines economic integration as "a convergence of several states' national economies that is usually based on their regional proximity and is caused by their mutual interests and is aimed at the creation of a single economic organism"<sup>44</sup>. According to the *International Encyclopedia of Social Sciences* economic integration is a process aimed at eliminating discrimination against economic entities located within different political boundaries<sup>45</sup>.

Economists agree that the main benefits of economic integration arise from the dynamic effects connected with increasing economic cooperation between member states. These considerations include dynamic benefits associated with the emergence of a more competitive economic environment, which reduces the degree of monopoly power,

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<sup>42</sup> *Політологічний енциклопедичний словник*, упоряд. В. М. Горбатенко, за ред. Ю. С. Шемчушенка, В. Д. Бабкіна, В. М. Горбатенка, 2-е вид., доп. і перероб, Генеза, К. 2004, с. 237.

<sup>43</sup> Б. А. Райзберг, *Современный экономический словарь*, Б. А. Райзберг, Л. Ш. Лозовский, Е. Б. Стародубцева, 2-е изд., испр., ИНФРА-М, М. 1999, с. 138.

<sup>44</sup> *Политическая энциклопедия*, В. 2, т. 1, Нац. обществ.-науч. фонд, рук. проекта Г. Ю. Семигин, Науч.-ред. совет: пред. Сонета Г. Ю. Семигин, Мысль, М. 2000, с. 445.

<sup>45</sup> *Customs Union* [Electronic Resource], w: *International Encyclopedia of the Social Sciences*, 2008, Access mode: [www.encyclopedia.com](http://www.encyclopedia.com).

which probably existed before integration. In addition, access to larger markets within an integrated association may lead to growth in exports. A growing and more profitable economic environment may also attract large investment from internal and external sources. Finally, there can also be dynamic benefits arising from the expansion of economic cooperation with other countries in terms of increasing access to technology, foreign institutions, and cultural factors<sup>46</sup>.

In other words economic integration is a process of rapprochement and mutual adjustment of separate national economies. It is provided by concentration and interplay of capital, by implementation of coordinated intergovernmental economic policy<sup>47</sup>. Economic integration is shown in the creation of various international economic organizations, regional and sub-regional groupings that are based on the principles of common markets, free trade areas, customs and monetary unions, and are provided by a coordinated intergovernmental economic policy. In the past decades, integration unions have become an integral part of relations within the world economy<sup>48</sup>.

European integration is the process of political and economic unification of European states. European integration involves two interrelated processes: delegation of competences about policies to the supranational level to achieve specific policy results, as well as the creation of new political institutions with executive, legislative and judicial powers<sup>49</sup>. According to the *Dictionary of Contemporary World History*, European integration is an attempt to promote economic and political union in Europe which arose initially from a desire after the Second World War to integrate European states as closely as possible to make another war between them impossible. Another central motive that emerged in the 1980s is a concern about the internationalization and globalization of trade and politics in which relatively small European

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<sup>46</sup> Ibidem.

<sup>47</sup> А. П. Голиков, *Международные экономические термины: словарь-справочник. Уч. Пособие*, А. П. Голиков, П. А. Черномаз, Центр учебной литературы, К. 2008, с. 362.

<sup>48</sup> *Политическая энциклопедия*, В. 2 т. 1, Нац. обществ.-науч. фонд, рук. проекта Г. Ю. Семигин, Науч.-ред. совет: пред. Сонета Г. Ю. Семигин, Мысль, М. 2000, с. 445.

<sup>49</sup> S. Hix, *Introduction*, in: *European Integration and National Political Systems*, S. Hix, K. H. Goetz [Electronic Resource], "West European Politics" 2000, 1<sup>st</sup> October, access mode: <http://www.highbeam.com/doc/1G1-68876146.html>.

states can be an influential voice in world politics and economy if they act in coordination with each other<sup>50</sup>.

Creation of the European Union in 1993, with the signing of the Treaty on European Union, also called the Maastricht Treaty, is called by the *Encyclopedia of Management* the biggest step to date in real economic integration among its members<sup>51</sup>. According to the *Dictionary of American History*, European Union is a political and economic confederation of European countries<sup>52</sup>. It should be noted that from the initial stages of European integration in the 1950s, the states of Europe have worked on strengthening the economic integration of the members of this association. One of the objectives was to achieve full economic integration and the introduction of a single European currency. On June 30<sup>th</sup>, 2002 the Economic and Monetary Union of the European Union was created. Thus, at the present stage, the EU represents the highest level of economic integration.

The *Encyclopedia of Management* defines the EU as an economic and political federation that consists of twenty-seven member countries which produce common policy in several areas<sup>53</sup>. The debate that European integration should be above all political and cultural, and not just economic has been ongoing since the 1990s. Some European thinkers, including the British, J. Delanti and German, J. Habermas, emphasized the need to create a common political forum, a “European demos”, where all the inhabitants of the continent could participate in the decision-making process<sup>54</sup>. Yet, although political integration in the EU is moving much slower than the economic one, and integration processes are taking place in other regions of the world, integration is still taking place most fully and intensively in contemporary Europe.

Hence, it is possible to draw several conclusions from the study.

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<sup>50</sup> J. Palmowski, *European Integration*, in: J. Palmowski [Electronic Resource], *A Dictionary of Contemporary World History*, 2004, January, access mode: [www.encyclopedia.com](http://www.encyclopedia.com).

<sup>51</sup> *European Union* [Electronic Resource], in: *Encyclopedia of Management*, 2009, access mode: [www.encyclopedia.com](http://www.encyclopedia.com).

<sup>52</sup> *European Union* [Electronic Resource], in: *Dictionary of American History*, 2003, access mode: [www.encyclopedia.com](http://www.encyclopedia.com).

<sup>53</sup> *European Union* [Electronic Resource], in: *Encyclopedia of Management*, 2009, access mode: [www.encyclopedia.com](http://www.encyclopedia.com).

<sup>54</sup> H. Mikkeli, *Idea of Europe*, H. Mikkeli [Electronic Resource], *New Dictionary of the History of Ideas – 2005*, access mode: [www.encyclopedia.com](http://www.encyclopedia.com).

The question of “state policy” (or “public policy”) and its analysis is being explored by Ukrainian and foreign scholars. Following this investigation the author summarizes that in Ukrainian literature state policy is generally seen as a stable organized and purposeful government activity towards a particular problem that it is carried out directly by the government and affects the life of society. Some Ukrainian scientists differentiate this understanding of the notion of “state policy” from the notion of “public policy”, which is used in Western literature and means the inclusion of civil society in the process of formation, implementation and evaluation of public policy. However, all the different definitions of public (state) policy have common key elements regardless of whether the definition of the term is too broad or more specific. Public policy (or state policy) is a strategic course that aims at developing the state and some of its spheres of interest, which is followed by public administrators and the public.

As a result of detailed research on the definition of the concept of “European integration” based on an interdisciplinary analysis of different types of integration and the definition of this concept in the social sciences, the author offers her vision of this notion’s definition for public administration: European integration is a process of unification which is based primarily on economic integration, includes other types of integrations and needs the development and implementation of a common supranational policy in different spheres of social life.

Therefore, based on the analysis of the concepts of “state (public) policy” and “European integration” in this study the concept of “state policy towards European integration” is proposed in the following definition as: a strategic course that is aimed at European integration in different spheres in a process of unification, and which is formed, implemented and evaluated by the state’s authorities and the public.

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## **Państwowa polityka wobec integracji europejskiej: analiza teoretyczna**

### **Streszczenie**

Pojęcie „państwowa polityka wobec integracji europejskiej” obejmuje dwie części składowe, a mianowicie pojęcie „polityka państwowa” (lub „polityka publiczna”) oraz „integracja europejska”. W oparciu o analizę obu tych pojęć w artykule zaproponowano interpretację koncepcji „państwowej polityki wobec integracji europejskiej”, będącej strategicznym działaniem zmierzającym w kierunku obejmującej różne sfery integracji europejskiej w ramach procesu unifikacji Europy, sformułowanym, realizowanym i ocenianym przez władze państwowe i opinię publiczną.