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## STATE MANAGEMENT OF DEVELOPMENT OF DAIRY CATTLE BREEDING IN UKRAINE

**A b s t r a c t:** The theoretical substantiation of the role of the state is analyzed and the necessity of using effective state management in the development of animal husbandry in Ukraine is substantiated. The state management in the renewable traditions of dairy cattle breeding is investigated. Research is based on the use of state information resources, generalization of scientific developments of domestic and foreign scientists, personal observations. The current state of functioning of animal husbandry, use of genetic potential of herd, application of the intensive technologies of production of milk directed on increase in production of competitive animal products is studied. The main goal is the key factors that directly affect the potential of cows breeding and increase their productivity are identified. The necessity of increase of direct state support and strengthening of state management of the process of its distribution in dairy cattle breeding is argued. Tendencies and directions of improvement of public administration of intensive development of branch of dairy cattle breeding are offered.

**K e y w o r d s:** state, public administration, animal husbandry, dairy cattle breeding, production, management mechanisms, dairy products.

**J E L C o d e:** K390; Q180; Q280

### PROBLEM STATEMENT

In modern conditions of integration of Ukraine into the international economic structures, an important task is to increase the level of state management of effective development of animal husbandry and, in particular, to increase the production of high-quality livestock products, especially dairy products, which would be in demand among the population in the world market. This industry is characterized by a crisis state, which is accompanied by a significant reduction in the number of cows, insufficient level of state support, deterioration of breeding work, weak formation of the food base and on this

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basis the irrational use of feed resources, large overruns of raw materials, material and energy resources, an increase in labor costs for production, which is the result of reducing its quality and increasing cost.

The noted encourages to focus the attention of the state on the need to find a number of unresolved management problems of organizational and economic direction for the revival and effective development of dairy cattle of the country. The state is able to solve this important food problem, but on condition of development of program actions for the accelerated restoration of earlier existing traditions in development of dairy cattle breeding (one of the most intensive branches of animal husbandry) and ensuring the state management of production of competitive dairy products.

The purpose of the article is the theoretical substantiation of the essence and scientific approaches to the formation of public administration in the development of the livestock industry.

## PRESENTATION OF THE MAIN MATERIAL

In modern conditions of stabilization of market relations of various economic entities and producers, the main direction of ensuring competitive production of dairy cattle is public administration, which provides for the intensification of the formation of productive herd of cows, the organization of innovative production processes and a set of theoretical, methodological, practical measures and provisions of the regulatory framework, associated with the specifics of livestock development. This kind of problem requires in-depth research aimed at finding ways to improve public administration for the further development of dairy cattle.

Dairy cattle breeding is characterized by the specific technology of production and processing of products, its purpose and use of machines and mechanisms. An important aspect is that due to a number of objective and subjective reasons, a lot of social, legal, managerial, economic mistakes and miscalculations were made, which made dairy cattle breeding in a difficult situation. In recent years, there have been some negative changes in the development of dairy cattle in some regions of the Ukraine. In particular, the number of cows in all categories of farms from 2000 to 2017 decreased by 2849,4 thousand heads (42,5%), and milk production – 2276,4 thousand tons (18%). Most of the cows were kept in Vinnytsia (157,7 thousand heads), Khmelnytskyi (135,9 thousand heads) and the smallest in Kropivnitsky (55,4 thousand head) and Chernivtsi (56,2 thousand units) regions [State Statistics Service of Ukraine, 2017, p. 22, 33.]

It should be noted that such negative factors have led to the crisis consequences in dairy cattle breeding:

- lack of state management of the process of formation of breeding herd of cows with high productivity in most regions of the country;
- the focus of the state policy on the intensive development of only certain sectors of animal husbandry (pigs, poultry);
- imperfection of the mechanism of state regulation of importation at low prices of imported dairy products;
- not equal conditions for the formation of purchase prices for milk and dairy products of domestic producers;
- low level of state support for the construction of new and modernization of existing livestock farms;
- low concentration of high-performance cows and technological support of milk production, which does not ensure sustainable and break-even production;
- lack of transparency of government measures to establish appropriate credit policy in the field of livestock.

Studies have shown that in recent years, a number of positive transformation shifts in agriculture have been aimed at ensuring close cooperation between public administration, private business and market mechanisms, and therefore created opportunities to overcome the crisis in its main sectors.

Response to a decrease in the number of cows and volume of milk production in farms of all forms of ownership, which is used to meet the food needs of the population and the state, was the development of the Ministry of agrarian policy and food of Ukraine, scientific institutions of National Academy of agrarian Sciences of Ukraine National project *vetogene scatasta*, which is the basis of implementation of state policy in the development of animal husbandry. A number of balanced organizational, economic, technological, technical and regulatory support makes it possible to predict the directions and mechanisms of increasing the number of highly productive cows and increasing the volume of livestock production.

In the context of this, the state policy should be aimed at the full transfer of dairy cattle breeding to the industrial basis of development in most administrative regions of the country. This requires updating the genetic potential of the dairy herd, material and technical base, improvement of methods and organizational and economic forms of production of dairy products, improving the professional level of workers, which would meet the modernized areas of management.

Now the regional authorities should first of all consider the feasibility of improving the public management of the process of using production resources, especially the breeding herd of cows, and the possibility of its targeted financing in a particular territory. Exactly need to revise the issue of public management of the process of formation of breeding herd of cows with high productivity on existing, reconstructed and newly built livestock farms. Under such conditions,

only an integrated approach to solving existing problems in cattle breeding will radically change the situation in this segment of domestic animal husbandry in the direction of full satisfaction of state needs.

It is established that now the significant genetic potential of dairy cattle breeding, being under the influence of a number of negative factors (state, public, market), is not fully used, the potential of milk production in households is reduced annually (since 2000 until 2017 its volume decreased by 14,6%) and farm enterprises (they hold 1,9% of the total number of cows and account for 1,8% of gross milk production), reduced the breeding structure of the herd and the quality of livestock products [State Statistics Service of Ukraine, 2017, p.138,156].

Currently, the state controls a special hope in the livestock farm of the family type, which use population particularly popular. They have a lot of land resources and start production on their personal plots of land and do not feel an urgent need for the availability of forage areas and resources as opposed to a number of agricultural enterprises [<http://zakon3.rada.gov.ua/laws/show/1067-19>]. Accordingly, this problem should find its place in the further formation of the state component tasks of the state policy to ensure state support for dairy cattle.

An important issue is the problem of clarifying the definition of the concept of „governance”, which characterizes the purposeful, regulating and controlling activities of public administration, local Executive authorities and local self-government regarding the perception of the tasks formed by the state and the implementation of state policy in the development of animal husbandry. According to the institutions of public administration are the bodies of state power: the President of Ukraine, the Verkhovna Rada of Ukraine, the Cabinet of Ministers of Ukraine, Central Executive authorities, local administrations and a number of other regional bodies of state administration, the constitutional Court and courts of General jurisdiction, law enforcement and law enforcement agencies.

Currently, the issues of understanding the essence of the definition of public administration is complex and multifaceted, and therefore treated differently in the studies of domestic and foreign scientists. In particular, the theoretical justification of the foundations of public administration as a separate activity was carried out by the American scientist V. Wilson [Shafritz, 2015, pp. 35-48] and the German sociologist M. Weber, who developed the theory of its effective organizational structure [Shafritz, 2015, pp. 63-68].

In addition, it is argued that "...the goal of a comprehensive definition of public administration has not yet been achieved in the works of foreign scientists, and it is hardly achievable at all, but it is not due to the lack of scientific efforts, but to the very essence of management, which is so ambiguous (in terms of

tasks, functions, forms and methods of activity) that all this cannot be covered by a single definition, but can be determined by highlighting its typical features” [Bandurka, 2004, pp. 27-28].

In some scientific developments it is noted that” the activities of the state (public authorities) aimed at creating conditions for the most complete implementation of the functions of the state, fundamental rights and freedoms of citizens, coordination of different groups of interests in society and between the state and society, ensuring social development with appropriate resources „ [Kovbasyuk, 2010, p.150]. In other cases, it is argued that” public administration is a type of activity of the state inherent not in any of its bodies, but only in a separate type, the main of which are the Executive authorities „ [Byriak, 2001, p.261].

Scientists believe that public administration is”...focused institutional, regulatory and supervisory impact of the subject of public administration to the object of government through the implementation of state policy, produced by the political system and enshrined in law, through the activities of public authorities, vested with the necessary competence” [Knyazev, 2002, p. 117]. At the same time, it is very difficult to determine the criteria (content and prestige of management decisions, the ability of management influence on the solution of problems of growth of production and increase of its competitiveness, legality and truthfulness of decisions and actions in interaction with citizens, compliance of the results of activities with legally fixed parameters of management and implementation of the most important regulatory elements, etc.) and assessment of the effect of interaction of all government bodies and their interference in production and technological processes in animal husbandry.

While ensuring the high efficiency of the public administration system, it is possible to observe the achievement of stability and strength of state institutions, public authorities, their ability to timely and efficiently solve the issues: the formation and economical use of production resources, quality development of legislation, effective use of public funds, staffing of public administration and the development of European integration processes.

It is noted that “...in the case of assessing the effectiveness of public administration, it is very difficult to establish commonly used criteria” [<http://www.archive.nbu.gov.ua>]. In addition, there is still no methodological approach to assessing the effectiveness of the functioning of public authorities and their structural units, and the existing scientific developments [[http://www.lvivacademy.com/vidavnistvo\\_1/visnik5/fail/+Lesechko.pdf](http://www.lvivacademy.com/vidavnistvo_1/visnik5/fail/+Lesechko.pdf)] can not guarantee a full and objective assessment of the public administration system.

The complex of solutions and tasks are the main elements of the most important components of the mechanism of public administration, which includes a set of methods, tools, levers, incentives and tools with which public

authorities implement in animal husbandry (according to the current legislation) their inherent functions (providing production and labor resources, predicting the functioning, operational management) of public policy in various structures (region, city, district, livestock enterprise) and spheres of society. The structural composition of these, and many other functions of public administration is formed depending on the tasks of the management system, the process of implementation of which is entrusted to the authorized bodies of state power. In particular, according to article 17 of the Law of Ukraine „On breeding in animal husbandry” to the powers of state bodies of management of breeding in animal husbandry are [<http://zakon.rada.gov.ua/laws/show/3691-12>]:

- monitoring of compliance with legislation on breeding in animal husbandry;
- development of conceptual directions of development of competitive livestock breeding;
- participation in the development of national breeding programs in animal husbandry, ensuring the implementation of these programs;
- organization and provision of functioning of unified system of selection;
- consideration of cases of administrative offences and imposition of administrative penalties for violation of the legislation on tribal affairs;
- maintenance of the State books of breeding animals and the State breeding register;
- organization of retraining of specialists performing work on breeding business, etc.

Among the most important functions performed by the system of state management of development of dairy cattle breeding are management actions (system regulators), which contribute to the achievement of the tasks. While the state administration uses a system of those regulators, parameters and tools that are in the environment of management mechanisms and ensure the sustainable development of dairy cattle. The significance of this process is provided by using the method of system approach, which makes it possible to study the problem of public administration in a certain sequence of interacting main components (objects, phenomena, processes) of the system of tasks that form public policy.

In General, public administration is considered as the activity of bodies and institutions of all branches of state power (legislative, executive, judicial) and characterizes the organizing activity of the state, which is directed to the performance of the functions and tasks. In relation to animal husbandry, the state administration carries out the programmed and regulating influence of the state (in accordance with the developed political system of state policy, which is reflected in the Constitution and legislative acts) on the development of dairy cattle breeding in order to implement the goals and functions of the state (ensuring its sustainable functioning and profitability).

Usually public administration is limited to the borders of state property and objects belonging to it (bodies (institutions) of branch management, state and municipal enterprises, control and inspection services and others). Public administration bodies are subordinated to the state and have the right (in accordance with the existing constituent documents) to perform the functions of property management and operational management process. As practice proves, the state is based on the state power, which is an instrument for ensuring its existence and achieving its goals. Now the state power is capable to influence processes in society, production activity, in particular in animal husbandry, by means of the main components of its mechanism (special bodies and various institutions).

In turn, public administration reflects the process of implementation of the tasks of state power (formation and implementation of domestic and foreign policy, establishment and regulation of social and industrial relations in the legal field, formation and execution of the state budget. In this context, it is important to determine the indicators of public administration:

- introduction of scientific approaches to the formation of system concepts of effective public administration to achieve the best results to meet public needs in accordance with the requirements of international standards;
- compliance of political and institutional mechanisms of public administration with the interests of the state and the needs of citizens (livestock workers);
- ensuring the management of efficient use of production resources, especially the genetic potential of animals;
- formation of a methodology for assessing the effective performance of public authorities at various levels of government;
- internal monitoring and control of administrative activities.

We believe that the further intensive development of dairy cattle breeding is almost impossible without the intervention and support of the state, which consists in:

- provided by the state policy of creating favorable conditions for livestock in order to interest them in the development of all livestock industries;
- setting up public administration to provide long-term loans for reconstruction, modernization and construction of modern livestock farms;
- improvement of the system of state support for partial compensation of the cost of acquisition of modern machines, mechanisms, technical means and technologies to livestock breeders;
- differentiation of the state interest rate of Bank loans for the purchase of highly productive cows;

- improvement of the functional direction of the state policy on financing of scientific, veterinary and breeding activities in order to increase and protect the highly productive genetic potential of dairy cows;
- facilitating access of livestock workers to the discussion of legal and information resources of public administration, local executive authorities and local self-government.

Only modern technologies of public administration, which include scientific directions of theoretical research and practical experiments, which contributes not only to the rationalization and systematization of public activities, but also to the achievement of quality and efficient processes in the formation of public policy in the development of animal husbandry, are able to ensure the implementation of the tasks.

## CONCLUSIONS AND PROSPECTS FOR FURTHER RESEARCH

Thus, dairy cattle breeding in Ukraine in the coming years can not only meet their own needs, but also be one of the main sources of supply of dairy products to the world market. This should be facilitated by state programs, the large scale of land resources used to form a solid food base, genetic and qualified agricultural potential. Accordingly, the state (the main element of the political system), which is based on the state power (a tool that ensures the existence of the state and the achievement of its goals), which is able to influence the production processes in animal husbandry through the involvement of special bodies and institutions, is called to coordinate economic activities in the industry. The implementation of the tasks of state power is subject to a multidimensional process of state management of the development of dairy cattle breeding in the environment which secures effective activity of public authorities, solved complex problems of the development of society (socio-political, economic) taken into account the interests and needs of citizens and direct employees.

We believe that further study of the impact of public administration on social and production processes necessitates the need to introduce scientific approaches to the development of state programs for the development of dairy cattle, the assessment of the current state and determine the priorities and objectives of public policy in the future.

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## PAŃSTWOWE ZARZĄDZANIE ROZWOJEM HODOWLI BYDŁA MLECZNEGO NA UKRAINIE

**Z a r y s t r e ś c i:** Przeprowadzono teoretyczne uzasadnienie roli państwa i uzasadniono konieczność wykorzystania skutecznej administracji państwowej w rozwoju hodowli zwierząt na Ukrainie. Omówiono państwowe zarządzanie w odnowionych tradycjach hodowli bydła mlecznego. Badania opierają się na wykorzystaniu państwowych zasobów informacyjnych, generalizacji rozwoju naukowego krajowych i zagranicznych naukowców, osobistych obserwacjach. Pod uwagę wzięto obecny stan funkcjonowania inwentarza żywego, wykorzystanie potencjału genetycznego stada, wykorzystanie intensywnych technologii produkcji mleka, mających na celu zwiększenie konkurencyjnej produkcji zwierzęcej. Celem głównym jest wskazanie kluczowych czynników bezpośrednio wpływających na potencjał hodowli krów i zwiększających jej produktywność. Podkreślana jest konieczność zwiększenia bezpośredniego wsparcia państwa i wzmocnienia administracji państwowej procesu jego dystrybucji w hodowli bydła mlecznego. Przedstawiono tendencje i kierunki państwowego doskonalenia intensywnego rozwoju branży mleczarskiej.

**S ł o w a k l u c z o w e:** państwo, administracja państwowa, hodowla zwierząt, hodowla bydła mlecznego, produkcja, mechanizmy zarządzania, produkty mleczne.

