Role of Central Executive Authorities in the Formation and Implementation of the State National Memory Policy in Ukraine

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Abstract: In Ukraine there is a powerful public demand for national memory policy because, in the context of the Russo-Ukrainian war, the awareness of the Ukrainian civil identity has intensified. Therefore, revising the system of public administration in the field of national memory is relevant, given the compliance with European standards for the formation and implementation of European collective memory. In view of this, this article is aimed at researching the central executive authorities that ensure the formation and implementation of the state policy on national memory in Ukraine. The achievement of this goal is carried out by determining the subjects of the state policy on national memory in Ukraine, analysing their functional duties, structural and organisational characteristics, regulatory support, as well as relationships and interaction during the formation and implementation of the policy on national memory. It is established that Ukraine has an extensive multi-level system of public administration in the field of national memory, which is made up of state authorities and local self-government, as well as various institutions of civil society. Finally, an effective state policy on national memory is possible only if a strategy and clear mechanisms for its implementation by state institutions are developed with the obligatory involvement of the public.

Keywords: public administration, state policy, national memory policy, authorities, Cabinet of Ministers of Ukraine, executive authorities, ministry

Introduction

National memory is an important component of the identity of any nation, influencing its self-awareness, cultural heritage and political orientation. In Ukraine, there is currently a powerful public demand for national memory policy, which undoubtedly affects its formation and implementation. This trend has generally been observed over the past ten years, which is associated with socio-political processes in Ukraine. Central executive authorities play a key role in this process, defining the directions, mechanisms and tools of policies aimed at preserving, interpreting and promoting historical heritage.

In the context of the Russo-Ukrainian war, society has intensified its awareness of Ukrainian civil identity. Under the threat of losing statehood, freedom, democracy and territorial integrity, there is a consolidation of the Ukrainian political nation, despite the ethnic, linguistic, cultural, historical and other features of the peoples living in Ukraine. This can be confirmed by the results of a survey conducted by the Kyiv International Institute of Sociology in July 2022. In it, 84.6% of respondents said that they consider themselves primarily the citizens of Ukraine (Dembitskyi 2022). Thus, speaking of civil identity, it is necessary to single out the political component and to take into account the belonging of a person to a certain citizenship, regardless of ethnic origin, which determines a political nation or a civil nation. (Verkhovna Rada of Ukraine 1996).

Given that one of the elements of identification is the historical memory of the common past of the Ukrainian civil nation that unites all peoples living in Ukraine, the policy of national memory today plays a very important role (Boughton 2023). It is a component of national security and contributes to the strengthening of the Ukrainian state and the consolidation of the Ukrainian society. As the Ukrainian researcher Piskun (Piskun 2011: 111–112) noted, common historical memory is one of the powerful factors of social unity and social mobilisation. Considering the state policy on national memory, primarily as a direction of action, decision-making and implementation of measures, the object of this study is the organisational support of this policy. State authorities, having different duties, performing different functions and interacting with each other, form an extensive system of public administration in this area (Johnson & George 2023).

However, against the background of political, social and economic changes taking place in Ukraine, the question arises about the effectiveness of the central executive authorities in the field of national memory. Are they able to adequately respond to the challenges of the time, provide a balanced approach to historical events and figures, and at the same time contribute to the consolidation of society?

This article is focused on the study of the role of central executive authorities in the formation and implementation of state policy on national memory

in Ukraine. Accordingly, the aim of this article is to analyse the mechanisms and approaches used by central executive authorities of Ukraine and identify factors influencing their effectiveness. Particular attention is paid to the legal, organisational and sociocultural aspects of their activities.

In the context of the development of modern Ukrainian statehood and integration into the European space, the study of national memory becomes extremely relevant. This allows the authors not only to understand the historical context of modern political decisions but also to generate a common national narrative, which is necessary for the stable development of society.

The achievement of this aim is carried out by determining the subjects of the state policy on national memory in Ukraine, analysing their functional duties, structural and organisational characteristics, regulatory support, as well as relationships and interaction during the formation and implementation of the policy on national memory. The aim stipulates the following research objectives tasks:

- to define subjects of state policy on national memory in Ukraine, analyse their functional duties, structural and organisational characteristics, regulatory and legal support;
- to conduct a comprehensive analysis of the role of central executive authorities in the context of national memory, including its legal, administrative and socio-cultural aspects;
- to analyse the mechanisms for shaping the national memory policy by the central executive authorities;
- to examine the relationships and interactions in the formation and implementation of national memory policies in Ukraine.

The article offers a systematic study of the activities of central executive authorities in the field of national memory, taking into account their functions, mechanisms of interaction and tools for implementing policy. This approach facilitates a deeper understanding of formation and implementation of state policy on national memory.

The article reveals new factors influencing the effectiveness of the central executive authorities in the field of national memory. This includes the analysis of the domestic political situation in Ukraine, international influences, public opinion and social movements that have not previously received sufficient attention in national studies.

Thus, the scientific novelty of the article is a comprehensive and interdisciplinary approach to the study of the role of central executive authorities in the formation and implementation of the state policy on national memory in Ukraine, which develops practical ways to improve their activities.

Literature Review

Understanding the role of central executive authorities in the formation and implementation of state policy on national memory is largely based on the analysis of previous studies. These studies provide an opportunity to determine the place of historical memory in the political system and reveal the structural and functional connections of this phenomena.

Yurchuk (2014) studies changes in memory policy in Ukraine under the influence of the challenges posed by the war in eastern Ukraine. The researcher highlights the significance of symbolic aspects of memory politics, such as memorable dates and places. Yurchuk (2019) considers how the memory policy in Ukraine was formed between 1991 and 2014 in relation to the Second World War and how and why the memory of the OUN and the UPA began being used by political forces.

Klymenko (2020) demonstrates the use of historical memory in foreign policy discourse. The researcher highlights how these mechanisms unfold in different national and political contexts and how the memory policy of the state affects its foreign policy and relations with other states. She claims that in order to justify the pro-European foreign policy programme of Ukraine, the Ukrainian political leadership contributed to the understanding that Ukrainians have historical experience similar to Europeans and different from Russians. This, in turn, justifies Ukraine's desire to distance itself from Russia and become a member of the EU.

According to Kyrydon (2016), the emergence of memory studies in Ukraine began in the 1990s–2000s, while in the West there has been an 'obsession with memory' since 2011. Although the researcher claims that the stage of institutionalisation of memory studies in Ukraine has been observed only since 2011, some activities were organised before. Thus, on 22 April 2008 a scientific conference called 'Historical Memory as a Field of Competition for Identity' was held in Kyiv, resulting in the publication of 'National and Historical Memory: A Glossary of Keywords' in 2013.

Kasianov (2018) deals with the problems of historical memory, in particular the 'war of memory'. The researcher analyses the national memory formation in post-Soviet countries, in particular, in Ukraine. He emphasises the role of state institutions in creating the official narrative of history and their impact on public perception of the past. Moreover, historical narratives and varieties of collective memory (folk, official, autobiographical, historical, memorial) coexist. However, historical narratives play the role of a 'civil religion', which is closely related to the legitimacy of power (Kubik & Bernhard 2014).

Furthermore, Bakke et al. (2024) explore how political elites in Ukraine use historical memory to achieve their goals. They analyse the mechanisms of memory politicisation, emphasising the importance of state institutions'

participation. They focus on specific examples of political decisions and initiatives aimed at shaping national identity and influencing public opinion. Apart from that, the study of mnemopolitics by Pakhomenko and Hedo (2020) is interesting in the context of the formation and implementation of state policy on national memory. They demonstrate how two opposing narratives compete and coexist in Latvia and Ukraine, i.e., the official nation-centric and Soviet narratives of counter-memory.

Nekoliak (2022) draws attention to the patterns of memory legislation evolution and explains the specific processes of punitive memory law-making. The researcher dwells upon the influence of the international context and the importance of legislative initiatives in the national memory formation. In addition, Liubarets (2016) carries out the theoretical and empirical analysis of the memory policy in Ukraine by 2014. He concentrates on examining various social forms of influence, in particular, the mechanisms of development of the political system and its components in the context of transformations of the postmodern globalised world.

These studies provide important theoretical foundations for understanding these processes and help form a holistic vision of the national memory policy. However, they do not focus on studying the role of central executive authorities in the formation and implementation of state policy on national memory not only in the EU but also in Ukraine.

Methodological framework

The methodological basis of this work is constituted by general scientific and special research methods. The integrated use of these methods allowed the authors to reveal the main aspects of the issue under study and to fulfil the aim of the research. The source base of the study is comprised of the Constitution of Ukraine, the laws of Ukraine, decisions of the Verkhovna Rada of Ukraine, decrees and orders of the president of Ukraine, decisions and orders of the Cabinet of Ministers of Ukraine, orders of ministries and normative legal acts of other central executive bodies. These normative acts regulate the activities of central executive authorities in the formation and implementation of the national memory policy.

The source base of the research consists of the scientific works of the Ukrainian and foreign scholars in the fields of public administration, law, political science, history, as well as normative legal acts, official documents and reports regulating issues of national memory and relating to the activities of central executive authorities in the field of national memory. It helps determine certain aspects of the state memory policy implementation in Ukraine.

The study is carried out through a content analysis of normative legal acts and official documents to identify the main directions and mechanisms of state policy on national memory. The definition of the terms used in the article (public policy, state policy, public administration, national memory, national identity, civil identity, national-patriotic education, etc.) is carried out using the logical-semantic method. Methods of systematisation and generalisation are applied to specify the essence and content of the terms used in normative acts and in modern scientific discourse in Ukraine.

Throughout the study, the legislative method is used to analyse normative legal acts and provisions on the activities of central authorities regarding the state policy on national memory in Ukraine, as well as on their subordination, formation, responsibility, tasks and functions, the organisational structure of each body.

Furthermore, the method of system analysis was applied. This contributed to the gradual study of individual elements of an integrated management system that ensures the formation and implementation of state policy on national memory in Ukraine, as well as the study of the relationship and interaction of authorities at different levels. The specifics of the functioning of individual subjects of the national memory policy and individual areas of their managerial activity were revealed using the method of specification.

Moreover, methods of comparative analysis were used to study the activities of central executive authorities and their functioning. The study of the scope of the functional requirements of various management institutions and their structural units made it possible to identify the subjects of state policy on national memory and reflect the system of their interrelations: the Cabinet of Ministers of Ukraine, central executive bodies and local executive bodies. Particular attention was paid to the Ukrainian Institute of National Remembrance (Ukrainian Institute of National Remembrance 2024) as a central executive body that directly ensures the formation and implementation of the policy on national memory in Ukraine.

The application of the historical method facilitated clarifying the theoretical and historical conditions for establishing state mechanisms for ensuring the national memory policy, tracking the conceptual evolution of this policy in the state-building process of Ukraine, and studying the processes of institutionalisation and legal support since the restoration of Ukrainian independence in 1991 to the present. In addition, this method allowed the authors to analyse the dynamics in the formation of national and civil identity, the development of civil society, the influence of public opinion and public demand on the state policy on national memory, etc.

The use of logical and dialectical methods, methods of systematisation and generalisation of factual and empirical information obtained during research facilitated building a system of central executive authorities that ensure the formation and implementation of the national memory policy, as well as draw

conclusions about the existing state of public administration in the field of national memory in Ukraine and consider possible ways to improve it.

These methods make it possible to comprehensively study the role of central executive authorities in the formation and implementation of state policy on national memory in Ukraine, assess their impact on society and develop recommendations to improve their effectiveness.

Results

The system and legal acts of central executive authorities in the field of national memory

Ukraine, like the EU countries, has an extensive multi-level system of public administration in the field of national memory, which is made up of state authorities and local self-government, as well as various institutions of civil society. Interacting with each other, they form and implement a public policy on national memory. Their functioning is provided by a thorough regulatory framework that regulates both structural and functional issues of the activities of state authorities and public institutions, and thus the national memory policy (Le Boulay 2023). State authorities are dominant in this management system. The formation and implementation of the state policy on national memory in Ukraine is provided by the executive authorities. Their system consists of the Cabinet of Ministers of Ukraine, central and local executive bodies.

Ensuring the formation and implementation of state policy in one or more areas, they are directly or indirectly involved in the policy on national memory (see Figure 1). The specifics of the exercise of executive authority by these bodies is regulated by Law of Ukraine No. 3166-VI of 17 March 2011 'On central executive authorities' (Verkhovna Rada of Ukraine 2011), special laws, regulations, provisions and other legal documents.

The system of local executive bodies consists of the Council of Ministers of the Autonomous Republic of Crimea, regional state administrations, Kyiv and Sevastopol city state administrations, district state administrations in the cities of Kyiv and Sevastopol, as well as territorial bodies of ministries, state committees and central executive bodies with special status (administrations, departments). Certain authorities are delegated to local state administrations by executive bodies of the highest level and local self-government bodies, i.e., regional, district and city councils. The procedure for the activities, duties, organisation of local executive authorities is determined by Law of Ukraine No. 586-XIV of 9 April 1999 'On local state administrations' (Verkhovna Rada of Ukraine 1999), while the organisational and procedural issues of the activities of certain state administrations is provided for in regulations.

Cabinet of Ministers of Ukraine Ministry of Culture and State Agency of Ukraine for Arts and Arts Education Information Policy of Ukraine State Committee for Television and Ministry of Justice of State Archival Radio Broadcasting of Ukraine Ukraine Service of Ukraine Inter-regional departments Ukrainian Institute of National Remembrance Ministry of Education and Science of Ukraine Western National Rehabilitation Commission on Ministry of Youth and Implementation of Commission Sports of Ukraine Southern the Law of Ukraine "On regional Condemnation and Ministry of Defence of rehabilitation Prohibition of Ukraine commissions. under Propaganda of Russian Imperial Ministry of Veterans Policy in Ukraine Affairs of Ukraine and Decolonization of Toponymy' Central Ministry of Foreign Affairs of Ukraine

State Service of Ukraine

for Ethnic Policy and

Freedom of Conscience

Public institution

State Archive of the

Ukrainian Institute of

National Remembrance

Figure 1: System of central executive authorities in the field of national memory

Source: Authors

Public institution

National Memorial Complex

to the Heavenly Hundred

Heroes and Revolution of

Dignity Museum

The legal framework of the national memory policy consists of the Law of Ukraine 'On the legal status and commemoration of the victims of war and political repression', which defines the legal basis and establishes the procedure for organising memorial events, creating monuments and memorials, and conducting research. Resolutions of the Cabinet of Ministers of Ukraine define specific measures and programmes implemented by central executive authorities, for example, programmes for celebrating important historical dates, and holding scientific conferences and educational events aimed at preserving national memory.

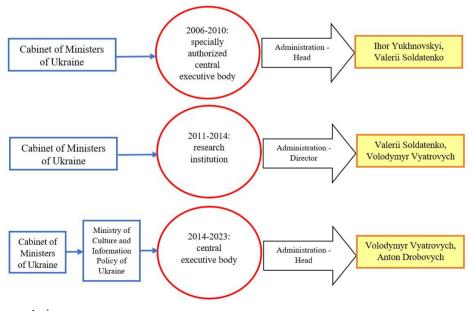
The Ministry of Culture and Information Policy of Ukraine is one of the main central authorities in organising the policy of national memory in Ukraine. By-laws of the Ministry regulate the activities of state cultural institutions, in particular, museums, archives and libraries engaged in the preservation of historical heritage. Through its structural units (Department of Information Policy and Information Security, and Department of Cultural Heritage) and through its subordinate central executive bodies (State Agency of Ukraine for Arts and Arts Education, State Committee for Television and Radio Broadcasting of Ukraine, and the Ukrainian Institute of National Remembrance), the Ministry ensures the formation and implementation of state policy in the field of culture, arts, media, museum and library affairs, restoration and preservation of national memory, language and information, etc. (Cabinet of Ministers of Ukraine 2019a).

The functions of implementing state policy on national memory are entrusted to the central executive body subordinate to the Cabinet of Ministers of Ukraine, i.e. the Ukrainian Institute of National Remembrance (hereinafter aka the Institute). The documents of the Institute serve as the basis for shaping the national memory policy in Ukraine. They cover a wide range of issues from conceptual approaches to practical aspects of policy implementation.

Ukrainian Institute of National Remembrance

The Ukrainian Institute of National Remembrance was created by the Resolution of the Cabinet of Ministers of Ukraine No. 764 of 31 May 2006 'On the formation of the Ukrainian Institute of National Remembrance' (Cabinet of Ministers of Ukraine 2006). From 2006 to 2010 the Institute functioned as a specially authorised central executive body, whose activities were directed and coordinated directly by the Cabinet of Ministers of Ukraine. From 2011 to 2014, in accordance with the Decree of the President of Ukraine of 9 December 2010, the Institute acted as a research institution under the Cabinet of Ministers of Ukraine (President of Ukraine 2010). It acquired the modern status of a central executive authority in accordance with the resolution of the Cabinet of Ministers of Ukraine of 9 July 2014 (Cabinet of Ministers of Ukraine 2014a) (see Figure 2).

Figure 2: Transformation of the Ukrainian Institute of National Remembrance in 2006–2023



Source: Authors

The Institute has a rather extensive management apparatus covering issues of institutional, analytical, informational and educational support for the national memory policy. The authorities of the Institute extend throughout Ukraine and are exercised directly and through inter-regional territorial bodies, i.e., Western, Southern, South-western, North-eastern and Central inter-regional departments.

According to the Regulation on the Ukrainian Institute of National Remembrance, approved by the Cabinet of Ministers of Ukraine on 12 November 2014, the main tasks of the Institute are as follows:

- implementation of state policy in the field of restoration and preservation of the national memory of the Ukrainian people;
- participation in the formation of state policy in the restoration and preservation of the national memory of the Ukrainian people and the national consciousness of the citizens of Ukraine (Cabinet of Ministers of Ukraine 2014b).

Implementing the state policy on national memory, the Institute ensures the organisation of a comprehensive study of the history of the Ukrainian state and the struggle of the Ukrainian people for the restoration of statehood and the independence, sovereignty and territorial integrity of Ukraine, as well as the historical heritage of indigenous peoples and national minorities living in Ukraine. The implementation of measures to perpetuate the memory of participants in the Ukrainian liberation movement, the Ukrainian revolution of 1917–1921, wars and the victims of crimes of the communist totalitarian regime; popularisation of national history and its personalities in Ukraine and in the world, as well as overcoming historical myths are also the spheres of the Institute activities.

At the same time, providing proposals to the Ministry of Culture and Information Policy of Ukraine (Ministry of Culture and Information Policy of Ukraine 2023), the Institute participates in the formation of state policy on restoring national memory, strengthening patriotism and national consciousness of the citizens of Ukraine. Further, it participates in the popularisation of the role of the Ukrainian people in the struggle against totalitarianism and the defence of human rights and freedoms in the world, the assessment of the totalitarian regimes of the 20th century and the crimes committed by them in Ukraine, and the prevention of the use of symbols of totalitarian regimes, etc.

The Institute as a central executive authority ensures the implementation of the national memory policy at the local level through cooperation with cultural and educational institutions, the organisation and conduct of information and educational events (seminars, meetings, lectures, conversations, etc.). In particular, one of the areas of activity in the regions is to increase the professional level of officials and representatives of executive authorities and local

governments, such as officials of united territorial communities, concerning the implementation of the state policy on national memory.

In the context of the full-scale Russo-Ukrainian war, the Institute has undergone changes in the definition of priority areas of activity, caused by the need to solve particularly important problems that threaten state security. In particular, these priorities are as follows:

- information support for the forces of resistance to Russian aggression, preserving the memory of the Russo-Ukrainian war, commemorating its victims and honouring heroes;
- countering Russian disinformation, especially overcoming historical myths spread by Russian propaganda in the world in order to justify the invasion of Ukraine;
- rethinking the Russian imperial and Soviet totalitarian past of Ukraine;
- promoting the deprivation of Ukrainian public space of colonial symbols;
- continuing popularisation of the history of the Ukrainian people in Ukraine and in the world, etc.

Other central executive authorities

In addition to the Institute, the management system in the field of national memory includes other central executive authorities. In accordance with their competences, they ensure the implementation and/or participate in the formation of national memory policies in their field. This is carried out either by directing, coordinating and controlling the activities of various state institutions that act as subjects of state policy on national memory, or by introducing individual measures in their field or participating in specific activities within the framework of this policy.

The historical and cultural heritage of the Ukrainian people and indigenous peoples and national minorities living in Ukraine is an important component of national memory. Issues of preservation of cultural values and historical sources are currently within the competence of various ministries. In particular, the activities of museums and reserves are coordinated by the Ministry of Culture and Information Policy of Ukraine. Preserving and popularising museum objects and collections, historical monuments and memorable places, museums and reserves are involved in the restoration and preservation of national memory, in the establishment of Ukrainian national and civic identity, etc.

Another element in the field of national memory is represented by state archival institutions, which preserve the documentary heritage of the Ukrainian people. Their activities are provided by the Ministry of Justice of Ukraine through the State Archival Service of Ukraine. The network of state archives of Ukraine includes central, branch, regional archives, archives in the Autonomous Republic of Crimea, archives of the cities of Kyiv and Sevastopol, as well

as archival departments and sectors of district state administrations and city councils, archival units of state institutions, enterprises and organisations. They contain documents of the National Archival Fond that are related to the history of Ukrainian and other peoples, have cultural value and are the property of the Ukrainian nation. Central state archives are also located within the sphere of management of the State Archival Service of Ukraine. Sectoral state archives operate under the central executive authorities of a certain industry, while regional and city archives are structural units of the relevant state administrations. At the same time, regarding the implementation of state policy on archival affairs, all archives are accountable and controlled by the State Archival Service of Ukraine (Vlasenko 2023).

Currently, archives, museums and reserves are significant subjects of the national memory policy in Ukraine. They not only preserve the sources of national memory (documents and artifacts of Ukrainian history and culture) but take an active part in the study and restoration of historical truth, honouring and perpetuating memory, national-patriotic education of citizens and the establishment of Ukrainian national and civil identity, ensuring information events of the state in Ukraine and in the world, etc.

In our opinion, one of the most important directions in the state policy on national memory is the formation of a Ukrainian national consciousness and active citizenship. These issues acquire particular relevance in the conditions of the war, as evidenced by the growing public demand for national patriotic education. Its main components are defined in the Strategy for National Patriotic Education, approved by the Decree of the President of Ukraine of 9 May 2019. This is a public-patriotic, military-patriotic, spiritual and moral education that contributes to the strengthening of Ukrainian statehood and the consolidation of Ukrainian society, the formation and consolidation of national values in it (President of Ukraine 2019).

In this regard, the statement of Naida (2023) seems quite reasonable that patriotism is one of the main determinants of the unity of Ukrainian society; its development is the key to the socio-political development of the state and one of the factors of national security of Ukraine. Therefore, without an effective system of patriotic education it is impossible to build a country with nationally formed, identically minded citizens (Naida 2023: 47–49).

National patriotic education in Ukraine is provided by state authorities, local governments, educational institutions and public organisations. In particular, the Ministry of Education and Science of Ukraine is among the central executive authorities whose tasks include ensuring national patriotic education and the establishment of national and civic identity. According to Law of Ukraine No. 2145-VIII of 5 September 2017 'On education', the education of patriotism and respect for the cultural values of the Ukrainian people, its historical and cultural heritage and traditions are the principles of education activity (Verkhovna

Rada of Ukraine 2017). The issue of studying the history, culture, traditions and customs of the Ukrainian people and peoples living in Ukraine is an integral part of the educational process at all levels of education and in all educational institutions of Ukraine.

Apart from that, the Ministry of Youth and Sports of Ukraine joins the national memory policy, primarily through the provision of national patriotic education for children and youth. In particular, the analysis of the tasks assigned to the Ministry and the authorities of the department of national patriotic education is necessary to determine the purpose of the national memory policy, i.e. consolidation of the Ukrainian nation, establishment of Ukrainian national and civil identity, formation of civil stability on the basis of national values, popularisation of the traditions of the spiritual and cultural identity of the Ukrainian people, the Ukrainian language, the heroics of the struggle for state independence and territorial integrity of Ukraine, counteraction to anti--Ukrainian manifestations, etc. (Cabinet of Ministers of Ukraine 2014c). Since March 2023 the Ministry has been the main body in the system of central executive authorities, which ensures the formation and implementation of policies of establishing Ukrainian national and civil identity. To this end, a special Department was created within the Ministry, which include the Department of Policy Formation and Coordination and the Department of Program Implementation.

The Ministry of Defence of Ukraine also belongs to the system of central executive authorities that ensures the implementation of the state policy on national memory. Its competences include the implementation of measures to develop culture and spirituality in the Armed Forces of Ukraine and the military patriotic education of citizens of Ukraine. Since the beginning of Russia's full-scale war against Ukraine, the task of the Ministry has also included ensuring the implementation of state policy on establishing the Ukrainian national and civil identity (Cabinet of Ministers of Ukraine 2014d).

In addition, the Ministry of Veterans Affairs of Ukraine is involved in the formation and implementation of policies on establishing the Ukrainian national and civic identity. It participates in events on national patriotic education, organises celebrations of memorable and historical dates, popularises military history, etc. (Cabinet of Ministers of Ukraine 2018). In the context of the Russo-Ukrainian war, the Ministry ensures the commemoration of war veterans, thus joining the state policy to form a national memory of the war and its heroes.

Given the multinational composition of Ukrainian society, the State Service of Ukraine for Ethnic Policy and Freedom of Conscience occupies an important place in the system of central executive authorities that ensure the implementation of the national memory policy in Ukraine. The activities of this central executive authority are guided directly by the Cabinet of Ministers of Ukraine and relate to the formation and implementation of policies on interethnic relations, religion and the protection of the rights of indigenous peoples and

national minorities in Ukraine. Implementing the national memory policy in accordance with its competences, this service ensures cultural and linguistic development and contributes to the preservation of the identity of indigenous peoples and national minorities living in Ukraine (Cabinet of Ministers of Ukraine 2019b). In particular, in September 2023 the Cabinet of Ministers of Ukraine approved the state target national-cultural programme Unity in Diversity until 2034, which provides for the implementation of this policy at the national and regional levels, taking into account the relevant international obligations of Ukraine (Cabinet of Ministers of Ukraine 2023).

The issue of national memory of the Ukrainian people in the international arena is represented by the Ministry of Foreign Affairs of Ukraine. Forming and implementing the state policy on foreign relations, the Ministry ensures the protection of Ukraine's national interests in the world and the development of relations with foreign states and international organisations. It also coordinates activities carried out by other executive authorities in this field (Cabinet of Ministers of Ukraine 2016). Such activities contribute to the popularisation of the national history and culture of the Ukrainian people and indigenous peoples of Ukraine, the development of relations with foreign Ukrainians and public associations in the world, and the expansion of the representation of the Ukrainian factor in the international arena.

Other central executive authorities can also be involved in some processes related to formation and/or implementation of the national memory policy although their direct participation in such activities is not enshrined in their regulations. They are the following: the Ministry of Reintegration of the Temporarily Occupied Territories of Ukraine, the Ministry of Digital Transformation of Ukraine, the State Film Agency of Ukraine (coordinated by the Minister of the Cabinet of Ministers of Ukraine), the State Tourism Development Agency of Ukraine (subordinate to the Ministry of Development of Communities, Territories and Infrastructure of Ukraine), etc.

For example, in accordance with its competences, the State Agency for Tourism Development of Ukraine can ensure the development of 'memory routes' by including places of memory that are outstanding for the Ukrainian people, and thus popularise national history, culture and traditions not only among the citizens of Ukraine, but among foreign tourists as well. In the academic community there are also developments on public administration in the field of tourism with proposals to isolate the socio-humanitarian vector of implementation of state policy associated with ethnographic, historical, cultural and other tourist resources of Ukraine (Havryliuk 2022). In addition, forming and implementing the state policy on national memory, the central executive authorities interact with local executive authorities.

Therefore, it is possible to claim that in Ukraine there is an extensive system of influence on the formation of the national policy of memory by central ex-

ecutive authorities. To improve the role of central executive authorities in the field of national memory policy in Ukraine, it is necessary to take a number of measures aimed at improving the efficiency, inclusiveness and innovativeness of their activities. In particular, expanding the competences of the Institute and providing it with additional resources for the implementation of more ambitious projects will increase the effectiveness of their activities. In particular, it is expedient that the formation and development of aspects of a unified memory policy for each ministry and other subordinate bodies of the central government be dealt with directly by the Institute. This will prevent legal conflicts and inconsistencies.

The creation of an interagency coordination council on national memory within the structure of the Institute will facilitate a coordinated policy and take into account the characteristics of each ministry for better collaboration between various central executive authorities. Amendments to existing regulations would help ensure more effective implementation of the national memory policy.

Moreover, it is reasonable to establish regional offices of the Institute to take into account local specifics and needs in the national memory policy implementation. This will promote the representation of different population groups in the formation of the national memory policy, including national minorities, women, youth and the historical narratives of different regions, thereby providing a more comprehensive approach to national memory.

Thus, prospects for the development and improvement of the role of central executive authorities in the field of national memory policy in Ukraine include expanding the competences of the Institute regarding the development of educational and information activities for each of the ministries. It is also important to involve the public in cooperation. This will ensure a more effective and comprehensive implementation of the state policy on national memory, contributing to the consolidation of Ukrainian society and the strengthening of national identity.

Discussion

In the normative legal acts regulating state policy in Ukraine, there is no definition of the term 'national memory policy'. This gives rise to various interpretations in scientific and public discourse, especially taking into account the interdisciplinary nature of the concept of national memory.

The establishment of state policy on national memory in Ukraine started in the early 1990s, and in the mid-2000s its institutionalisation took place. From the very beginning, the term 'state policy on restoration and preservation of national memory' was used in legal documents (Cabinet of Ministers of Ukraine 2006). In 2013, the Institute, which at that time had the status of a research institution and carried out academic and analytical support of state

policy on national memory, prepared a dictionary of key terms which defined the concept of 'memory policy', 'state memory policy', 'memorial policy', etc., with the participation of historians (Kyrydon 2016).

Analysing the definitions available at that time in the Ukrainian academic literature, Babka (Babka 2014) defined the memory policy as a set of mechanisms, procedures and forms of interaction of subjects of the political process aimed at managing collective memory and as the purposeful activity of state authorities, parties, public organisations and individuals for managing public memory. Thus, the researcher proposed his own interpretation of the state memory policy. However, given the active participation of private structures and business in these processes, they should be added to the list of subjects of memory policy proposed by the scholar.

Furthermore, Ukrainian scientists paid attention to the analysis of definitions that are common in the academic and public discourse of other countries. So, Bondar (Bondar 2013) noted that these discourses are characterised by a wide range of issues that are related to the identity or to the search for the identity of the population, i.e., the state policy in the field of history, memorable places, culture of memory, historical consciousness, the ratio of history and memory.

Nevertheless, the formation by Ukrainian scholars of the conceptual apparatus in this area was undoubtedly influenced by national specifics and socio-political transformations. In particular, according to Kyrydon (Kyrydon 2015), the memory policy is built taking into account specific internal and external factors of the functioning of the state and the nature of political power; so, the implementation of this policy can minimise the impact of unfavourable factors for the development of the Ukrainian statehood (Kyrydon 2015). The change in socio-political reality, in her opinion, inevitably leads to the development and/ or transformation of the memory policy with the appropriate parameters for constructing an image of the past (Kyrydon 2020).

In modern conditions, researchers consider public memory policy to be a set of practices by which the state seeks to assert certain interpretations of historical events as dominant, and also performs symbolic, interpretive and identification functions (Ivanenko & Kryvoshein 2022). The importance of identification (with the national state and/or with the corresponding supranational entity) is also mentioned in the interdisciplinary analytical report of the National Institute for Strategic Studies 'Policy on historical memory in the context of national security of Ukraine' (Yablonskyi 2019). It defines the state memory policy as a system of goals and measures taken by the subject of this policy to create conditions for appropriate identification.

Thus, the memory policy constructs or sets the model and value-normative principles of identification, forms a kind of socio-cultural matrix for determining national identity, norms of national consolidation, and identification, etc.

(Kyrydon 2020). In this regard, in our opinion, it is appropriate to focus not so much on the national as on civil identity. Therefore, the national memory policy in Ukraine should aim to consolidate and develop the Ukrainian civil nation through the establishment of Ukrainian civil identity by developing the identity of the Ukrainian people and other peoples living in Ukraine, restoring and preserving their historical and cultural memory.

The situation regarding the definition of 'state policy' and 'public policy' is quite similar. In modern academic discourses in Ukraine there are significant differences in the interpretation of these terms. Due to improper attention to the essential component, these concepts are sometimes replaced by each other. According to Ukrainian scholars, one of the reasons that led to this situation was the ambiguous translation of the term 'public policy' into Ukrainian. At the same time, despite the differences, the relationship between these concepts is obvious. Therefore, Ukrainian researchers in the field of public administration use a combination 'state/public policy' (Honiukova & Kozakov 2018).

Some scholars refer to the specifics of the development of the Ukrainian society, in particular, the formation of civil society. This explains the transformation of the term 'public' from 'state' to 'public', 'civil', 'social'. In particular, back in 2000, Demyanchuk (2020) noted that the use of the term 'public policy' instead of 'state policy' is more generalising because the purpose of this policy should be to satisfy the interests of society as a whole, individual social groups and individuals, solving urgent and distressing problems, ensuring the development of components of social activity and the nation as a whole.

In the future, Ukrainian experts in the fields of public administration and political science in their scientific works continue to analyse various definitions of 'public policy' and offer their own interpretations and options for their application. For example, Puhkal and Homoliako (2017) believe that in the interpretation of the concept of public policy the term 'civil' in relation to politics is too broad and recommend using the term 'public'. They are convinced that the terms 'state policy' and 'public policy' can be both identical and different depending on the mechanisms of development.

In this context, it would be appropriate to refer to the statements of Andriyash (2013), who defines state policy as the direction of action (or inaction) of an authority or several public authorities that have the appropriate competences to solve a certain problem or a set of interdependent problems. So, public policy is the state's reaction to specific problems of society or groups of society (ibid.). In our case, this concerns problems related to national memory, which nowadays in Ukraine have an extremely high level of public interest.

The current system of public administration in Ukraine in the field of national memory ensures the formation and implementation of state policy. However, it is not stable and is constantly transforming, responding to the demands of a developing society. This causes changes in the legal acts regulating the activi-

ties of public authorities and also requires constant research, in particular the study of the experience of different countries of the world, especially the post-socialist states of Central and Eastern Europe (Preda 2023).

It is undeniable that the activities of executive authorities play a significant role in the formation and implementation of state policy aimed at meeting social needs and solving social problems (Teškevičius 2023; Borges & Ribeiro 2023). To this end, the executive authorities use the available tools and carry out various activities, while interacting with other subjects of public administration. Thus, they provide a state policy aimed at creating conditions for the most complete realisation of the functions of the state, observance of the fundamental rights and freedoms of citizens, coordination of various groups of interests in society and between the state and society, and ensuring social development with appropriate resources (Kovbasiuk 2011). Moreover, exploring the rule-making activities of the central executive authorities, Baranenko (2020) emphasises their special place in the management system because they ensure the daily life of the state by implementing management activities. At the same time, he notes that each central executive authority, as part of the management system, can act effectively and perfectly realise its competences only within this system (ibid.).

However, the achievement of high-quality and effective functioning of the public administration system requires reforms, as Ukrainian scientists in the field of law and public administration Yosyfovych and Andrusyshyn (2018) constantly note. They emphasise the existence of a number of problems that prevent the creation of effective public administration, namely: insufficient legal support, legislative uncertainty about the responsibility of public authorities and their officials; lack of a mechanism for interaction and teamwork, ineffective management of innovative technologies, insufficient financial support, and low awareness of the population. These problems are gradually levelled, but the attempts to eliminate them do not completely succeed.

Many of these problems are observed in state policy on national memory. In particular, the analysis of the state and activities of the Ukrainian Institute of National Remembrance gives grounds for arguing about the instability in financing, problems with staffing, unresolved issues regarding their own premises for the Institute and the Museum of the Revolution of Dignity, the arrangement of the building of the State Archive of the Institute, etc. For example, between 2016 and 2022, the range of funding from the state budget of the Institute's activities ranged from UAH 13.569 million to UAH 95.425 million (Ukrainian Institute of National Remembrance 2024). Obviously, these problems only worsened after the beginning of the full-scale Russo-Ukrainian war. Thus, in July 2023 the head of the Institute Anton Drobovich announced a reduction in funding and a large shortage of employees, which makes it impossible to simultaneously conduct as many projects as before the war (Myhal 2023).

At the same time, there are positive changes, for example, in the information support of management decisions, the use of innovative information technologies in the activities of authorities at different levels, etc., which is a modern world trend (Doran et al. 2023; Kawabata & Camargo 2023; Mahlangu & Ruhode 2021; Umbach & Tkalec 2022). Thus, one of the successful ones was the use of electronic applications for the implementation of decolonisation processes. In July 2022 the online application of public services 'Diia' was used to conduct a survey of citizens on the image of the coat of arms of the USSR on the shield of the Motherland Monument in Kyiv (the coat of arms was replaced in August 2023). Through the electronic application 'Kyiv Digital', the Kyiv City State Administration carried out the survey of the city residents on the changes of the names of streets, avenues, metro stations, etc., in the capital of Ukraine.

It is undeniable that constant social development requires dynamism in making managerial decisions in the field of national memory, improving the management system and innovations in regulatory and legal support. This, in turn, requires new research on the world experience and establishing cooperation with foreign institutions and international organisations operating in this field.

Conclusions

Ukraine has an extensive system of executive authorities which ensures the formation and implementation of state policy on national memory. It is represented by the Cabinet of Ministers of Ukraine, central and local executive authorities. Since 2006 the functions of the state in the formation and implementation of the national memory policy have been entrusted to the central executive body, i.e. the Ukrainian Institute of National Remembrance. From 2006 to 2023, the status, subordination and competences of the Institute underwent significant changes, but its main tasks regarding the national memory policy remained fundamental. Currently, the Ukrainian Institute of National Remembrance is the central executive authority implementing the state policy on national memory whose activities are directed and coordinated by the Cabinet of Ministers of Ukraine through the Ministry of Culture and Information Policy of Ukraine.

Compliance with the provisions of regulatory legal acts that determine the distribution of competences and regulate the relationship between authorities is an integral factor in the functioning of the system of subjects of public administration in the field of national memory, like any other management system. An effective state policy on national memory is possible only if a strategy and clear mechanisms for its implementation by state institutions are developed with the obligatory involvement of the public.

This aspect concerns the relationship of public authorities at all levels with local governments and civil society institutions. This not only ensures the qualitative formation and implementation of the national memory policy, but also

facilitates adhering to the principles of openness and transparency. In addition, public involvement in strategic planning, development of the legal framework and management activities is important from the point of view of taking into account public opinion and satisfying public interests in the field of national memory. Hence, it is necessary to establish productive cooperation and build trust between the government and society.

Furthermore, the formation of a holistic understanding of national memory is important in state policy, which is based on the most significant historical events, facts and personalities for the majority of the Ukrainian society. The need for a normative definition and scientific justification of the essence and content of the term 'national memory policy' remains relevant nowadays. In addition, a prerequisite for the effective implementation of the national memory policy is the public imperative that will oblige citizens to know and remember history, observe and honour traditions. In our opinion, the existence of the state programme 'National Memory' would make it possible to improve and develop a holistic national policy on national memory in Ukraine. Moreover, the development and adoption of the Law of Ukraine on the principles of state policy on national memory is on the agenda.

In the context of socio-political changes and reforms of management taking place currently in Ukraine under the influence of internal and external factors, more and more challenges appear in the national memory policy. This, in turn, requires not only regulatory support, but also institutionalisation, financing, information, etc. In particular, it is necessary to consider the acceleration of European integration processes and the new challenges associated with Ukraine's possible rapid acquisition of membership in the European Union (on 23 June 2022 the European Parliament decided to grant Ukraine the status of candidate for EU membership).

Therefore, the question of revising the system of public administration in the field of national memory is relevant, given the compliance with European standards for the formation and implementation of European collective memory. This stipulates the need for research into the world practice of implementing memory policy with the possible further application of positive results in Ukrainian realities, with adaptation to the national characteristics of Ukraine. Further scientific research will be aimed at studying local executive authorities and local self-government bodies that ensure the formation and implementation of the national memory policy at the regional level.

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