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Registered address: 95, Shevchenko street, 14035, Chernihiv, Ukraine.

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Registered address: 3B, Petra Hryhorenka Avenue, office 111, Kyiv, 02068, Ukraine

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Telephones: +994 55 241 70 12; +994518648894.

E-mail: gulustanbssjar@gmail.com, sc.mediagroup2017@gmail.com, socioworldbsj@gmail.com

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OFFICIAL REPRESENTATIVES-COORDINATORS

Isazade Namig (Azerbaijan)

+ 994 552 41 70 12

Rudenko Olha (Ukraine, EU)

+ 380 674 08 20 28

Takalandze Larisa (Georgia)

+995 577 17 07 8

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ESCO IN THE FIELD OF HOUSING AND COMMUNAL ECONOMY OF MODERN UKRAINE: EXPERIENCE AND PROSPECTS

¹**Bizonych Dmytro**

¹Candidate of technical sciences, Director of «Etalontechservice» LLC,. E-mail: bizonychdv@ukr.net, <https://orcid.org/0000-0002-0155-7615>

ABSTRACT

The article highlights and summarizes the experience of ESCOs in the field of housing and communal services of modern Ukraine and identifies further theoretical and practical prospects for its improvement and development. The main conditions for the development of ESCOs in modern Ukraine are clarified. Ways to increase the level of energy efficiency and energy saving in the field of housing and communal services of modern Ukraine are proposed. The potential of energy saving in modern Ukraine is revealed. Further, prospects for the improvement and development of energy services and ESCOs in the field of housing and communal services of modern Ukraine are identified. The current concept of ESCO is given. The concept of energy service and the essence of the concept of energy service are revealed. ESCOs have been identified - barriers (budgetary, economic, institutional, motivational, technical, financial) that need to be addressed by law. Manifestations of unscrupulous behavior of energy service providers at the stages of implementation of the ESCO mechanism have been clarified. Prerequisites and tools for influencing the unscrupulous behavior of energy service providers are identified. Areas for improving the regulatory framework for ESCOs (access to finance, incentives for investment, coordination of supply and demand, promotion of the ESCO market), recommendations for further steps for each of the identified areas. Models of ESCO mechanism are described (widespread - classical, innovative - deepened partnership, perspective - ESCO - energy management). The content of the project on thermal modernization and energy efficiency measures in the buildings of housing and communal services (project goals, main measures, sources of funding, efficiency) is revealed.

Key words: state regulation, public administration, energy efficiency, energy saving, energy saving (energy efficient) measures, energy service, ESCO, ESCO barriers, ESCO mechanism, housing and communal services, models of ESCO mechanism, thermal modernization projects.

INTRODUCTION

The XXI century is characterized by a number of signs, one of which is the increase in population and lack of energy resources. The advanced countries of the world take a set of measures to ensure human life with the necessary amount of energy resources. Ukraine, with a population of 43 million, being one of the most energy-intensive countries in Europe, imports a total of about 60-70% of energy resources. The level of energy consumption in Ukraine is on average 3 times higher than in the European Union and 2 times higher than the world average. Therefore, today for Ukraine, increasing the level of energy efficiency and energy saving in various sectors of the economy is the key to ensuring energy security and reducing the burden on the budgets of different levels.



One of the most energy-intensive sectors of the domestic economy is housing and communal services. Therefore, the implementation, generalization of experience, improvement and further development of effectively proven European instruments to improve energy efficiency and energy saving for modern Ukraine is extremely important.

In the context of European integration, for Ukraine the implementation of European Union directives in the field of energy efficiency and energy saving is a specific obligation under the Association Agreement between Ukraine and the European Union and a necessary condition for the Ukrainian state to achieve energy independence and energy security. According to the current directives, one of the modern tools for improving energy efficiency and energy saving is ESCO, which requires analysis and generalization of existing domestic developments and identification of relevant prospects for further development.

Analysis of recent researches and published papers. Due to the urgent need to increase energy efficiency and energy saving in the field of housing and communal services of modern Ukraine, the issue of attracting investment and energy service companies in the implementation and implementation of energy saving projects and activities is the subject of research by modern scientists.

In the works of OV Novoseltseva and TO Yevtukhova [1] considered problematic issues and practical mechanisms for improving the efficiency of fuel and energy resources in the communal sector of Ukraine; mechanisms of economic stimulation of energy saving at the enterprises belonging to the property of territorial communities are offered; The specifics of application of the mechanism of financing of energy saving (energy efficient) measures through energy service companies with return of the means attracted from the city budget by the received economy of fuel and energy resources are analyzed in detail.

In the studies of O.Yu. Innkeeper [2] conducted an analysis of the state and development of state energy efficiency policy in the field of public utilities of Ukraine; identified regulatory and legal obstacles to the implementation of systemic measures for energy efficiency and energy saving in the field of utilities for budgetary institutions; developed proposals for the implementation of energy service mechanisms for energy savings in the field of utilities for budgetary institutions and organizations.

In the works of II Stepanenko [3] studied the planning and implementation of energy efficiency investment projects; the affiliation of ESCOs - companies to the subjects of energy efficiency and energy saving is substantiated; the direct management of the current activity of ESCO companies and the social effect of their activity are analyzed.

In scientific publications I.O. Vyshnyak [4] studied the state of regulatory barriers to the development of the market of energy service contracts in housing and communal services of Ukraine; a review of the state of legal development of Ukraine and some European Union countries regarding the use of energy performance contracts for the operation of ESCO energy service companies; ways to improve the legislation for the implementation of the ESCO mechanism in the housing and communal services of Ukraine are proposed.

Based on the existing scientific achievements, it should be noted that at the present stage of development of the Ukrainian state there is a need to summarize the already gained domestic experience in ESCOs in the field of housing and communal services and identify further prospects for their improvement and development.

Presentation of the main research material. The purpose of the article is to highlight and summarize the experience of ESCOs in the field of housing and communal services of modern Ukraine and to determine further theoretical and practical prospects for its improvement and development.

To achieve this goal, the following research objectives: to find out the main conditions for the development of ESCOs in modern Ukraine; to offer ways to increase the level of energy efficiency and energy saving in the field of housing and communal services of modern Ukraine; to reveal the potential of energy saving in modern Ukraine; to determine further prospects for the improvement and development of energy services and ESCOs in the field of housing and communal services of modern Ukraine.

The urgency of increasing the level of energy efficiency and energy saving in the field of housing and communal services of modern Ukraine is to release existing material and financial reserves and direct them to the development of networks, social facilities, buildings, structures, houses, settlements, etc. High prices, in relation to the average income of the Ukrainian population, for common energy sources (natural gas, electricity) set a priority for saving money through energy efficiency and energy saving.

Analysis of European and domestic experience in the field of energy efficiency and energy saving shows that one of the most effective energy-saving tools is ESCO (from the English. ESCO, energy service company, "energy service company"). By ESCO we mean commercial energy service companies that offer their customers a range of services for the development and investment in energy efficiency. ESCOs offer a wide variety of energy-saving solutions within the future savings economy mechanism, where energy audits and equipment supplies are just components of the services that ESCOs can provide. Thus, ESCOs make it possible to allocate private sector resources for long-term investments in energy efficiency, which is especially important in the context of limited public resources in Ukraine. A company is not considered an ESCO if it only sells equipment or personalized services without providing know-how and expertise. A service provider that does not provide funding requires the beneficiary to assume the risk of project implementation, or does not assume energy management responsibilities, also cannot be considered an ESCO. Since energy services always need to be adapted to specific facilities, ESCOs cannot sell their services as a universal solution for residential buildings [5, p. 24-25].

Thus, ESCO is an energy service company that performs work on the implementation of energy-saving (energy-efficient) measures (eg, insulation of facades, replacement of windows and doors with energy-efficient, modernization of the heating system, installation of ITP, etc.). Thanks to these measures, the customer saves energy resources and, accordingly, budget funds, part of which is received by the ESCO investor as payment for its services and returns the investment. It is important that the budget obligations of the customer return the ESCO investment occur only after the fact of achieving the savings provided for in the energy service contract. If as a result of energy-saving (energy-efficient) measures it is not possible to achieve savings, the energy service company does not receive payment from the customer. ESCO takes full responsibility for the project to improve energy efficiency and the associated financial and technical risks. Today, cooperation with energy service companies (ESCOs) is one of the most effective and efficient mechanisms for raising funds for thermal modernization of public facilities [6, p. 3].

Law of Ukraine "On the introduction of new investment opportunities, guaranteeing the rights and legitimate interests of business entities for large-scale energy modernization" dated



09.04.2015 № 327-VIII (as amended), provides a conceptual and categorical apparatus for the functioning of ESCOs (basic level of consumption fuel and energy resources and housing and communal services, energy service contract, energy service facility, annual payments to the energy service provider, an annual reduction of energy service customer costs, etc.). Since ESCO is an energy service company, it is necessary to clearly understand the basic concept of energy service. According to this Law [7], energy service is a set of technical and organizational energy saving (energy efficient) and other measures aimed at reducing the customer of energy service consumption and/or costs of payment of fuel and energy resources and/or housing and communal services compared to consumption (costs) in the absence of such measures. The essence of the concept of energy service is that energy saving (energy efficient) measures are implemented by private investors - ESCOs (energy service companies), and payment is made solely through savings (reduction of costs for consumption of utilities and energy), achieved as a result of energy-saving (energy) measures. [8].

The development of the energy service market is a fulfillment of Ukraine's commitments to implement EU directives, the National Energy Efficiency Action Plan for the period up to 2020, in particular, to ensure the leading role of budgetary institutions in achieving energy efficiency indicators and stimulating energy service agreements. According to the State Agency for Energy Efficiency and Energy Saving of Ukraine, the improvement of energy service legislation will allow to fully reveal the potential of this mechanism, which provides for the reduction of natural gas consumption by 700 million m³ per year. At the end of 2017, the State Agency for Energy Efficiency and Energy Saving of Ukraine expected to scale the energy service. The Ukrainian Association of Energy Service Companies surveyed 4/5 members on objective and subjective deterrents to investing. In 2018, the UNDP project "Removing Barriers to Investment in Energy Efficiency of Public Buildings in Small and Medium-Sized Cities of Ukraine through the ESCO" analyzed the results of the survey and described the real obstacles to scaling up energy services. Factors hindering the development of energy services are still there. For 3 years from this analysis, the practice of implementing energy services has shown the presence of additional challenges [6]. The ESCO barriers that need to be addressed are shown in the table below.

These ESCO barriers are objective circumstances that require long-term macroeconomic changes, the development of stakeholder institutions, and legislative and technical improvements in the near future. Elimination of these clusters of ESCO barriers is possible only by law, provided the agreed rule-making position of such energy service entities as Ministry of Energy, Ministry of Regional Development, Ministry of Economy, Ministry of Finance, Ministry of Justice, NCRECP, State Energy Efficiency, and the relevant stakeholders.

One of the characteristic features of modern Ukraine in the context of this issue is that in 2018 the country began to show manifestations of uncivilized partnership on the part of ESCO investors. The following are determined by the generalized manifestations of unscrupulous behavior of energy service executors according to the stages of the mechanism implementation: Stage I - Tender: anomalous savings; Stage II - Implementation of energy efficiency measures: minimization of investment and delay; Stage III - Acts of work performed: manipulation of calculations; Stage IV - Conclusion of the contract: distortion of inflation.

In this regard, all modern actors in the energy sector need to be clearly aware of the prerequisites and tools to influence the unscrupulous behavior of energy service providers. See table below.

The combination of legal norms to strengthen the rights of energy service customers and measures to develop the institutional capacity of public authorities should form a strong position of the budget customer and centralize the expansion of unfair practices by private partners [6].

		ESCO BARRIERS					
		<i>Budget</i>	<i>Economic</i>	<i>Institutional</i>	<i>Motivational</i>	<i>Technical</i>	<i>Financial</i>
CLUSTERS	Recipients are deprived of the right to energy service.	Unfair base level; Currency risks for the investor; Impossibility of complex thermal modernization.	Approval of essential conditions; Some central institutions are deprived of investment; Problem objects without ESCO; Unfavorable partnership climate during the term of the agreement; Decentralization of government; Autonomization of the budget sphere.	Material disinterest of responsible persons; The investor is the beneficiary of budget investments.	Imperfection of the software ESCO module; Low qualification of performers.	Lack of liquid collateral for ESCO lending; High lending rates.	

Source: author's development based on [6]



Analyzing the experience of ESCO in Ukraine in general, and in the field of housing and communal services, it should be noted a set of rational efforts and constructive steps to improve and develop the ESCO market by supporting the transition to energy efficiency and energy saving and expanding existing businesses. However, at the present stage of development of the Ukrainian state, all subjects of the energy service sector need to take many further regulatory steps to reverse the untapped potential of the ESCO market. Particular attention, in the context of determining further steps, deserves such areas of improvement of the regulatory framework for ESCOs as I. Access to finance; II. Incentives for investment; III. Coordination of supply and demand; IV. Promotion of the ESCO market.

This issue was considered in the OECD study (2019) "Increasing competitiveness in Ukraine in creating sustainable legislation in the framework of work for energy service companies" (OECD Publishing, Paris) [5], however, remains relevant. In this regard, recommendations are given for further steps for each of the four areas:



I. Proposal - access to funding:

- expansion of special programs of state financial support of ESCO;
- stimulating the diversification of commercial bank financing for ESCOs;
- expansion of financing in the field of energy efficiency through the State Fund for Regional Development;
- development of guarantees and support to secure loans;
- diversification of exemplary energy service agreements;
- deepening the understanding of the work of ESCOs by commercial banks, etc.

PREREQUISITES AND INSTRUMENTS OF INFLUENCE ON UNFAIR BEHAVIOR OF ENERGOSERVICE PERFORMERS	
Legislative gaps	Low institutional development of energy service customers
	
<i>Tools for influencing the unscrupulous behavior of energy service providers</i>	
<u>Improving legislation</u>	<u>Institutional development of public bodies involved in energy service</u>
<ul style="list-style-type: none"> - Cut-off of bidders with abnormally high rates of reduction of PEP consumption; - Mandatory examination of investments and rights of customers to terminate contracts in violation of DBN and DSTU during the design, assembly, and installation of equipment; - Obligation to install energy monitoring systems at the expense of the energy service provider with online access of the customer to the parameters of temperatures and energy consumption. 	<ul style="list-style-type: none"> - Conducting online seminars to train budget managers in the key principles of verifying the actions of ESCO investors; - Involvement of experts of the Ukrainian Association of Energy Service Companies in checks of accuracy of calculations of acts on energy service; - Implementation of the energy management system in budget cooperation with the material motivation of persons involved in the implementation of energy service; - Strengthening the role of energy managers of public bodies in the implementation of energy service agreements; - Formation of an open database of cases of dishonest behavior of private partners.

Source: author's development based on [6]

II. Demand - incentives for investment:

- implementation of pricing reforms in the energy sector and market reforms;
- improvement of the legal framework for the implementation of ESCO projects with private stakeholders;
- improving incentives to reduce start-up costs for companies;
- support for energy audits for the implementation of energy efficiency measures;
- use of building certification to accelerate energy-efficient modernization, etc.

III. Balancing supply and demand - coordination:

- accelerating the development of skills through the transfer of knowledge from abroad;
- active implementation of the standardized protocol of measurement and verification

(BB);

- strengthening the capacity of national market intermediaries that offer services in Ukraine;
- monitoring and regulation of tenders for concluding energy service contracts through the ProZorro system;
- further stimulation of the use of ESCO services by associations of co-owners of apartment buildings, etc.

IV. Awareness - promotion:

- uniform requirements for qualification standards for ESCOs;
- active provision of information on working with ESCOs during technical pieces of training;
- systematic notification of energy and financial savings of implemented projects;
- development of a single ESCO database, etc. [5].

Thus, I. Proposal - facilitating access to finance; II. Demand - invitation to introduce incentives for investment in energy efficiency; III. Balancing supply and demand - coordination and capacity building of market participants; IV. Awareness-raising the level of awareness of citizens and the popularity of ESCO models [5, p. 26].

Implementation of the above recommendations to promote the active disclosure of the existing potential of the ESCO market in Ukraine.

Today, within the framework of decentralization, the issues of connection with the activities of the ESCO in the field of housing and communal services of modern Ukraine should be actively implemented in the Implementation Plans of the Strategy for the Development of Newly Created United Territorial Communities. One of the two uses for the local development task should be the task of implementing a set of energy saving and energy efficiency measures. The united territorial communities are implementing projects on thermal modernization and energy efficiency measures in the construction of housing and communal services, in particular, with the use of the ESCO mechanism.

Currently, three models of the ESCO mechanism are being implemented in Ukraine, each of which has its own peculiarities: common - classical; innovative - deep partnership; promising - ESCO energy management. Within the classical model, the energy service provider invites energy efficiency measures with short (1.5–3 years) and medium (3–5 years) aggregate terms. According to this model, the ESCO investor uses not only its own activations but also innovative credit products of domestic banks (as from factoring) to implement the energy service project and provide the opportunity to obtain the maximum part of savings in terms of return on investment (from 80% to 100% of energy savings). receives the investor). The model of deep partnership allows achieving the higher performance of the economy through additional enthusiasm, which provokes the customer of energy service itself, in this case, the percentage of the economy, which remains higher in customers than the classified model and differs depending on the depth of energy-efficient pages. Since 2019, another combined model of cooperation between ESCO and the customer "ESCO-Energy Management" has been implemented, which combines them before ESCO and the implementation of energy monitoring measures for energy costs of the budgetary institution. Thus, the most common model currently remains the classic model for which 95% of



contracts have been concluded, but there is significant potential for development in the models of "deep partnership", which is effective given the deep energy modernization and the achieved economy. The ESCO-Energy Management model did not gain popularity due to its small-scale popularization among customers and contractors, and, according to the verification results, determined that after the expiration of the ESCO contract without effective management of purchased energy-efficient equipment (which gives the ESCO-Energy Management model ») [6].

In the newly created united territorial communities, the main objectives of projects for thermal modernization and energy efficiency measures in buildings of housing and communal services, in particular, and with the use of the ESCO mechanism are defined as follows: rehabilitation of the local housing and communal services; replacement of gas boilers with solid fuels; reduction of natural gas consumption; reduction of quantitative losses of thermal energy; rational use of different types of energy. The main specific measures of these projects may be as follows: the implementation of repair work of a capital nature; replacement of technically obsolete, energy-saving windows and doors; insulation of roofs and facades; laying waterproofing; replacement of boiler equipment and indoor networks; installation of meters; concluding agreements with ESCOs; development of projects for rehabilitation and modernization of buildings in the field of housing and communal services; development of energy passports, etc. Sources of funding for these projects can be the state budget (State Fund for Regional Development), local budgets, investments, ESCOs. As a result of the implementation of these projects will be: reduced consumption of natural gas; heat energy losses are minimized; rational and efficient use of different types of energy; saving local budgets.

Thus, the prospects of private investment for energy modernization of the public sector are undeniable against the background of complicated budget investments due to the economic crisis against the background of the pandemic. Energy service contracts have proven their effectiveness. Their verification showed significant energy savings. They are also economically justified given the lack of budget investment. ESCO demonstrates the rapid integration of new areas and technologies. The number of ESCO projects is growing, they are becoming deeper in terms of energy saving. A qualitatively new stage in the development of ESCO investment in Ukraine provides access to international financial resources and technologies. The development of the institutional capacity of public partners will prevent dishonest partnerships and increase the investment attractiveness of projects for communities [6].

CONCLUSIONS

The articles formulate and solve current scientific problems in the field of public administration, which determine the coverage and generalization of ESCO's experience in the field of housing and communal services of modern Ukraine and identify further theoretical and practical prospects for its improvement and development.

Responding to inquiries about the work in the field of goals and objectives, the generalization of the results of the study allowed to formulate a number of conclusions and proposals that have theoretical and practical significance.

I. One of the main conditions for the further development of ESCO in modern Ukraine is a change in the public worldview on energy efficiency and energy saving and the integration of energy service companies with professional energy management. The success of ESCO depends on the active involvement of civil society institutions and business structures in building a modern and effective system of energy management and variable motivation of managers of housing and

communal services and public authorities at various levels. Based on the latter, one of the main tasks today, in the context of ESCO success, is the theoretical development and active practical implementation of a modern flexible system of incentives (material, financial, moral, general, special, other) for energy efficiency and energy saving (for example, to serve the Italian experience).

The task of reducing energy consumption should become a nationwide one, and the idea of energy efficiency and energy saving should permeate all, without exception, spheres of human life.

II. One of the ways to increase the level of energy efficiency and energy saving in the field of housing and communal services of modern Ukraine is to change the amendments to the Law of Ukraine "On State Budget of Ukraine for 2021" and local budgets on the use of energy-saving measures. Also, this increase is possible due to the active implementation of ESCOs in all energy-intensive subsectors of housing and communal services: outdoor lighting, water supply, heat supply to others.

Today, taking into account the European experience (Berliner Energieagentur GmbH - Berlin, Germany; CODEMA - Dublin, Ireland; Agenzia per l'Energia e lo Sviluppo Sostenibile (AESS) - Modena, Italy), in the context of decentralization, the organization of self-government creates more active companies to create energy in the establishment of utilities, primarily for the implementation of projects financed by international financial organizations and donors.

III. Almost all sectors of the domestic economy in general, and the sector of housing and communal services, which have significant energy saving potential in modern Ukraine (according to the State Agency for Energy Efficiency and Energy Saving of Ukraine [8]):

- the total potential for energy saving and energy saving in the municipal sector of the country reaches about 40%;

- in accordance with the Energy Strategy of Ukraine for the period up to 2035 "Security, energy efficiency, competitiveness" of the approved distribution of the Cabinet of Ministers of Ukraine from August 18, 2017, № 605-r, thermal modernization of housing and communal services is one of the priority issues of Ukraine's policy energy efficiency;

- on average, larger objects-construction of housing and communal services up to 50% of thermal energy is lost;

- the total economy in the country from the implementation of energy-saving (energy efficient) measures in budgetary institutions can reach up to 800 million cubic meters. meters of gas annually;

- about 60% of the water supply in the country is in an emergency condition, and the degree of wear of heating systems on average reaches 35-40%. Up to 1.1 billion cubic meters of water are lost during the year due to leaks in the supply system. Of the total amount of data in the network, it loses losses in the distribution network within 30-50%.

IV. Further prospects for the improvement and development of energy services and ESCOs in the field of housing and communal services of modern Ukraine are seen in the following provisions (according to the State Agency for Energy Efficiency and Energy Saving of Ukraine [8]):

- in accordance with the requirements of Directive 27/2012 EU (DIRECTIVE 2012/27 / EU OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL) organizes public authorities together with civil society institutions of modern Ukraine to create the necessary



conditions for housing and communal services to play a role in exemplary roles in the complex of energy efficiency and energy-saving issues;

- the number of potential facilities in countries in need of energy efficiency and energy-saving measures on average up to 70 thousand;

- the need for investment to implement a set of measures for thermal modernization is about 7 billion euros;

- The total number of needs needed to regulate the efficient operation of the water supply system reaches about 14 billion euros.

- active further creation of municipal ESCO companies as joint participants in the implementation of energy-efficient and energy-saving large-scale infrastructure projects on the terms of public-private partnership.

Perspective directions of further theoretical and practical research on the development of ESCOs in the field of housing and communal services of modern Ukraine are considered as follows:

- vectors of implementation of European experience of energy service companies in domestic practice;

- ESCO mechanism as a synergy of efforts of the State Agency for Energy Efficiency and Energy Saving of Ukraine with international partners and central authorities and local authorities;

- ESCO-factoring as a guarantee of implementation of ESCO-projects;

- mechanisms to stimulate the creation of other ESCO facilities in the field of housing and communal services.

These conclusions and proposals serve as a basis for the development of ESCOs in the field of housing and communal services of modern Ukraine and further research.

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REGULATORY AND LEGAL SUPPORT OF INTERACTION BETWEEN PUBLIC AUTHORITIES AND CIVIL SOCIETY INSTITUTIONS IN UKRAINE

¹Dokalenko Varvara

¹Postgraduate student of the Department of Management, Public Administration. Dnipro State Agrarian and Economic University. Email: Dokalenkovv@ukr.net, <https://orcid.org/0000-0002-3353-3124>

ABSTRACT

The article examines the features of regulatory and legal support for the interaction of public authorities and civil society institutions in Ukraine, identifies existing problems and identifies promising areas for their solution. It is established that today there are a number of legislative acts that directly regulate the activities of civil society institutions, and other acts that contain certain aspects of the existence of civil society. This includes the Constitution of Ukraine, which defines the general principles of power-social interaction, laws governing the most important issues of power-social interaction, as well as bylaws that specify the legislation on power-social interaction for the prompt resolution of issues. It is determined that in Ukraine there is currently a problem with the regulation of media activities, as the authorities need to balance between strict control and full loyalty. The effectiveness of trade unions remains a big question, as a significant number of the employed population work in the private sector, often not quite legally, which does not allow to influence the protection of their rights. He is waiting for a solution to the issue of the activity of public councils under the authorities. It is concluded that the current regulatory framework does not ensure public interest in participating in their activities due to the complex procedure of formation and operation in general.

Key words: public authorities, civil society institutions, public associations, public councils, mass media, trade unions.

INTRODUCTION

Formulation of the problem. Today, researchers in public administration, legal, political and many other sciences are paying attention to improving the mechanisms of government-social interaction. To ensure such research, it is necessary to systematically analyze the current regulatory framework for the mechanisms of interaction between public authorities and civil society institutions. First, it plays a key role in the functioning of these mechanisms and ensuring their effectiveness, and secondly, it has a number of problems, including: weak regulations, inconsistencies between different pieces of legislation, constant changes and more.

Analysis of recent research and publications. The work of such scientists as Nesterovych V., Shaulska G., Zavydnyak I. and many others is devoted to the study of the legal framework of interaction between public authorities and civil society institutions in Ukraine. However, given the fact that Ukrainian legislation is developing dynamically, this issue needs to be clarified and conducted a thorough scientific analysis. The source base of the study is the Constitution of Ukraine, laws of Ukraine, decrees of the President of Ukraine and the Resolution of the Cabinet of Ministers of Ukraine.

Formulation of the goals of the article. The purpose of the article is to study the features of regulatory and legal support for the interaction of public authorities and civil society institutions in Ukraine, to identify existing problems and identify promising areas for their solution.

Presentation of the main research material. To study the normative and legal support of public relations, it is necessary to consider a number of legislative acts that directly regulate the activities of civil society institutions, and other acts that contain certain aspects of the existence of civil society (Figure 1).

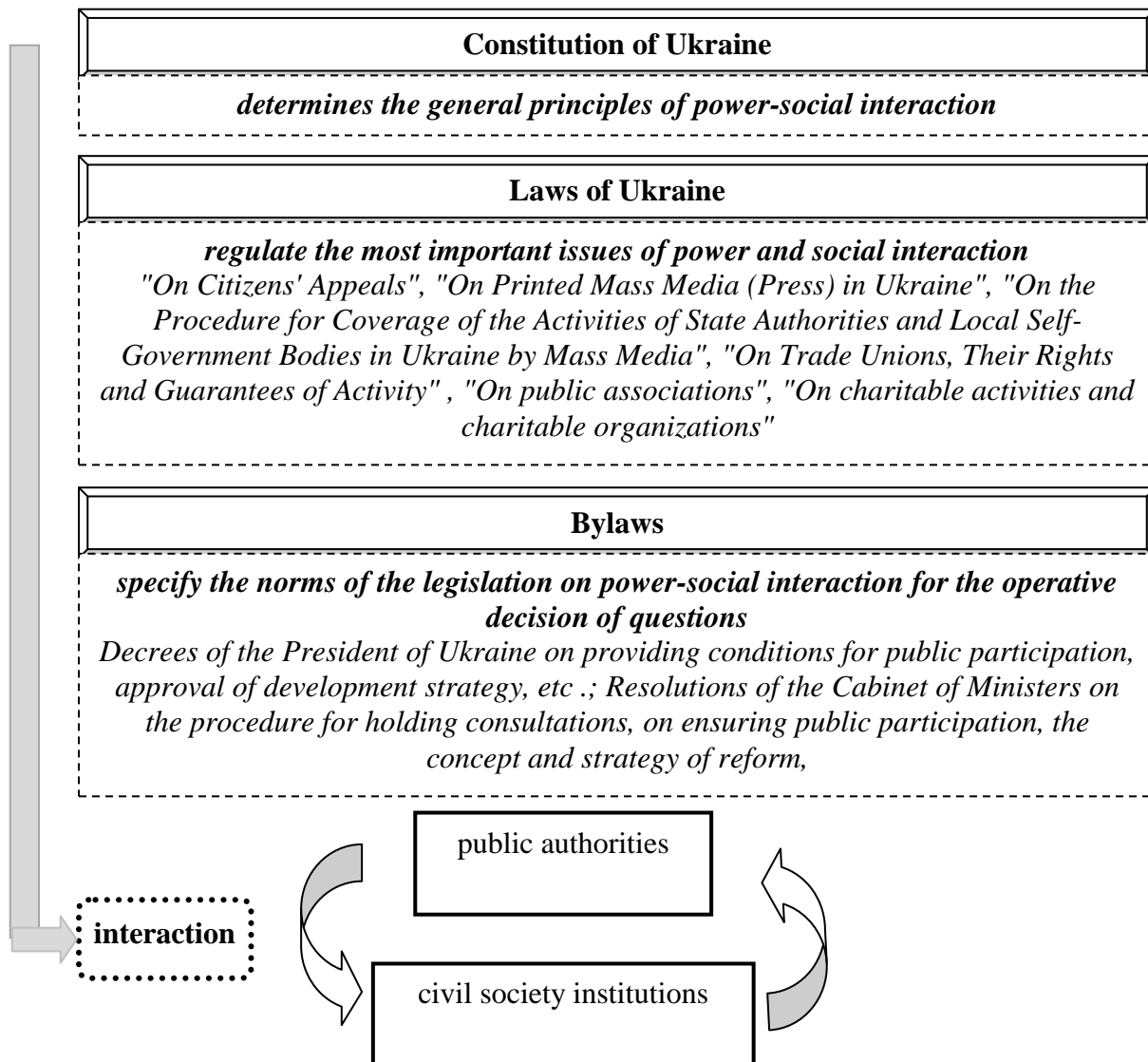


Figure 1. Regulatory and legal support of power and social interaction



The Constitution adopted in 1996 became the fundamental basis for the formation of the foundations for the development of civil society and its institutions in Ukraine. This is where the basic principles according to which the government's relationship with society is built are contained. Among them, first of all, are:

- the main duty of the state - to consolidate and ensure human rights and freedoms;
- the undisputed source of power is the people, who can exercise it both directly and indirectly through public authorities;
- the rule of law is enshrined;
- defined economic, political and ideological pluralism in society;
- censorship is prohibited and freedom of political activity is guaranteed [15].

In addition, section 2 is devoted to defining the rights and freedoms of citizens. One of the main points here is the right to associate in public organizations, political parties or trade unions, which primarily aim to ensure rights and freedoms, as well as the legitimate interests. The right to freely collect, use and disseminate information at one's own discretion is constitutionally enshrined. This clause creates conditions for the performance of both associations of citizens of any type and the media. The right of citizens to take part in state affairs is noted separately, first of all through participation in elections both in the role of a voter and in the role of a candidate for elected positions, the right of free access to public service, etc. An inalienable right of citizens of Ukraine is also the right of personal or written appeal individually or collectively to public authorities and public servants [15]. If we characterize the Ukrainian constitution, it fully meets the requirements of democracy and provides conditions for the free development of civil society institutions.

The law of October 2, 1996 "On citizens' appeals" can be considered quite significant [14]. This law regulates the issues of ensuring the constitutional right of citizens in the form of making proposals on the activities of public authorities, appealing against the actions of their representatives and generally ensuring public participation in public affairs. Since it was possible to appeal to both government agencies and associations of citizens or the media, we can talk about the legislative consolidation of interaction in the triangle of power - public associations - citizens. Subsequently, in 2015, amendments were made to this law, which added the possibility of filing and expressing a petition in electronic form, which greatly simplified both the procedure for submission by citizens and the participation of civil society institutions.

Among the institutions of civil society, a special place is occupied by the media, which not only participate in interaction with public authorities like other institutions, but also disseminate information about government activities and events in society. Therefore, it is extremely important to regulate the media, which is devoted to the following laws: "On the print media (press) in Ukraine" [11] of November 16, 1992 and "On Television and Radio" [13] of December 21, 1993. It was determined that the print media are free and have the right to act on the basis of the principle of freedom of speech, to act independently and freely express their own beliefs and views. At the same time, restrictions on activities and expressions could be limited only in cases of illegal actions: calls for a violent change of government; incitement to hatred on racial, religious, national grounds; intrusion into personal life, etc. The media, including the print media, are most often for profit, which is different from a significant number of civil society institutions. This dictates the multi-vector nature of the media, which act not only as a participant in the interaction with the government and distributor of information, but also as a producer and distributor of advertising, including political.

Most citizens receive information through the media, respectively, they influence the formation of public opinion and, accordingly, the mood of the population, which may ultimately affect the activities of civil society institutions, their directions in interaction with the government. Based on the above, we can say that the adoption on September 23, 1997 of the law "On the procedure for covering the activities of public authorities and local governments in Ukraine by the media" [16] satisfied the urgent need to regulate the interaction of government and media. One of the main principles of cooperation in this area is the need to provide public authorities with information about their activities and the right of the media to cover this information. In addition to providing current information, the following is also provided: creation of reports and special reports on socially important events; systematic thematic or problematic programs on TV and / or radio and relevant sections in the print media; providing clarifications on pressing issues and events. To organize the interaction between the government and the media, the functioning of special units within the government bodies - information services. It should be noted that due to the presence of such structures, professionalism, experience and activity of their employees provides active interaction with the media and, accordingly, with ordinary citizens.

An important place among the institutions of civil society is occupied by trade unions, which unite citizens on their professional or labor basis and act as mediators in the triangle of relations between government, citizens-workers and employers (citizens-entrepreneurs). Therefore, the law, which deals with the organization of associations of this type, occupies a prominent place in the existing legal framework of the study area. The Law "On Trade Unions, Their Rights and Guarantees of Activity" [17] was adopted on September 15, 1999, which gave a significant impetus to the development of civil society in modern Ukraine. First of all, trade unions were recognized as representatives of citizens to protect their socio-economic and labor interests, which contribute to the establishment of relations between employees and employers on the basis of partnership and mutual understanding. At the same time, the state retains the authority to provide informational and educational activities among trade union members. Equally important, trade unions have the authority to participate in the development and implementation of state policy in the field of labor protection, labor relations, wages and social dialogue. In fact, all draft regulations on socio-economic and labor relations should be submitted to trade unions and their associations, and their proposals should be taken into account by public authorities. Accordingly, we can say that this law creates conditions for the real activities of citizens to protect their rights and interests, public control over the activities of employers, the work of public authorities in the field of labor relations and expert assessment in this area.

The Decree of the President of Ukraine "On Ensuring Conditions for Wider Public Participation in the Formation and Implementation of State Policy" [2] of July 31, 2004 gave impetus to the development of civil society and the subsequent establishment of public councils at CEBs. The Decree noted the need for systematic dialogue with various social groups, as well as cooperation with the media to objectively cover information on the activities and interaction of the government with the public. A special place in the cooperation process was given to local governments, which were recommended to take measures to increase public participation in the discussion of draft regulations and management decisions. In order to carry out explanatory work and organize the interaction of the authorities with the institutions of civil society, the Ministry of Education and Science of Ukraine, the MDCSU, State Committee for Television and Radio Broadcasting and NAPA under the President of Ukraine were to be involved. Thus, it was planned to increase the professional competencies of civil servants through a network of educational



institutions, as well as to process information on public opinion for its consideration in further government activities.

The Resolution of the Cabinet of Ministers of November 26, 2009 "On Additional Measures to Ensure Public Participation in the Formation and Implementation of State Policy" [6] enshrined the participation of citizens and their associations in public administration and control over the authorities. The resolution approved the General Regulations on the Public Council under the executive authorities. This advisory body was to be elected, collegial and operating on a permanent basis in order to create conditions for the interaction of government with citizens, public participation in public administration, control and to take into account public opinion. As for election, the formation of the council was envisaged through voting at the annual meeting of representatives of local NGOs. Such a practice was another step in consolidating democratic principles in Ukraine and provided some freedom to the public in forming public councils.

Over time, the Resolution of the Cabinet of Ministers of November 3, 2010 approved the "Procedure for public consultations on the formation and implementation of public policy" [7] and the Standard Regulations on the Public Council at the CEB and MDA. This document normalized the process of cooperation and ensured the further development of civil society institutions in Ukraine through the organization of consultations of executive bodies with members of the public. Local self-government bodies were also recommended to be guided in their work by the above-mentioned Procedure and Standard Regulations. Thus, it can be said that on the one hand public authorities at various levels were obliged to create special structures with advisory functions for cooperation with the public, on the other hand - civil society institutions were able to participate in the process of development, approval and implementation of management decisions. There is also an opportunity to articulate public opinion in front of government officials to raise their awareness of the real state of affairs and attitudes in society, desires and expectations.

As defined in the Procedure for Consultations, their purpose should be to involve the public in the processes of public affairs management, to ensure the principles of transparency, openness and transparency, as well as to simplify the procedure for obtaining public information. It was envisaged that the organization of public consultations will improve the quality of management decisions by taking into account the views of the public, taking into account their interests, and the dialogue itself will be maintained in the future and organized on a systematic basis. At the same time, the range of issues to be consulted is quite wide and concerns political, socio-cultural, economic and other socially important issues. Public councils have been given the honorable role of liaison between government and citizens in this process. In contrast to the previous procedure for forming public councils, it was determined that they should include not only representatives of public organizations, but also other civil society institutions. Also, the emphasis has already been placed on the professionalism and professionalism of members of public councils - education, the availability of scientific publications, research, experience in implementing public projects, etc. should be taken into account [7].

On March 22, 2012, the Law "On Public Associations" was adopted [19], which led to a number of positive changes: regulatory consolidation of public organizations as non-profit legal entities; simplification of the registration procedure; bringing the practice of control over the functioning of public associations to European standards; simplification of economic activity by public organizations, etc. In contrast to the 1992 law [12], the rights of public organizations to participate in the activities of advisory bodies to public authorities, the organization of public consultations, participation in the rule-making process, as well as the general principles of

interaction between government and public associations. Instead, issues of political participation are no longer considered, as this has been attributed purely to the functioning of political parties. In general, the law was quite progressive and laid the foundations for modern democratic mechanisms of government interaction with civil society.

On June 20, 2012, a resolution of the Cabinet of Ministers was adopted, according to which the Council of Heads of Public Councils under the executive authorities was formed, its composition and Regulations were approved. The purpose of the formation of this body was to establish cooperation between the Cabinet of Ministers and public councils at executive bodies of different levels. Among the tasks of the Council were identified the following:

- coordination of public councils;
- analysis of the practice of interaction between the government and the public;
- assistance in taking into account public opinion during the development and implementation of CMU decisions;
- informing civil society institutions about reforms [8].

Thus, this Council has become a coordinating and information-analytical center at the Cabinet of Ministers, which should be a link between the authorities at different levels and civil society institutions. Regarding the activities of the Council, it should be noted that this issue remains open, as according to the Government portal [10] the latest actions relate to 2019. At this time, the rules, work plan and minutes of meetings. For 2020, there is no information other than the composition of the Council approved on February 11. The meeting was scheduled for February 21, but was postponed indefinitely. In addition, there is no information, but according to the approved Rules of Procedure of the Council, meetings must be organized at least once a quarter. From which it can be concluded that today the activity of the Council of Heads of Public Councils under the executive authorities is actually suspended. This has a negative impact on the development of civil society, as for a long time there has been no important link between the government and the public at the national level.

An important element of a developed democratic society are charitable organizations, the main purpose of which is to conduct charitable activities in various spheres of public life. According to researchers, the condition of their existence is a significant level of socio-psychological and intellectual development of citizens with an established political and legal culture [20]. On July 5, 2012, the Law "On Charitable Activities and Charitable Organizations" [18] was adopted, which established the general principles of creation, functioning, and termination of charitable organizations that act as important participants in socio-political life and occupy a significant place among civil society institutions. Although the focus of such organizations is social and narrowly focused mostly on working with citizens, they also interact with public authorities. In this interaction, they can be the object of control, the provider of financial and statistical reporting documentation, and a partner in socially oriented activities or participation in the work of advisory bodies. The most significant are the charitable activities of such organizations in the areas of social services, social security, protection of human rights, development of local communities, as well as the implementation of socio-economic development programs by the authorities. Thus, charitable organizations contribute to the consolidation of democratic principles in society, the consolidation of citizens, the promotion of tolerance and the preservation of harmony in the state.

Significant for the development of mechanisms of interaction between public authorities and civil society institutions was the approval of the "National Strategy for Civil Society



Development in Ukraine for 2016 - 2020" [3] by Presidential Decree of February 26, 2016. As noted in the document, the purpose was to establish partnership and effective dialogue between government and society. The authors of the Strategy identified the existing problems of civil society development and outlined ways to overcome these problems. Among the main problems: lack of transparency of public authorities; imperfection of national legislation, which hinders the formation of effective relations; lack or insufficient level of public control; insufficient practice of public involvement at the local level; non-use of associations of citizens to provide social services; lack of educational activities in this area, etc. To address these issues, the following strategic directions of development were proposed: providing financial support for public initiatives and a favorable tax atmosphere; raising the level of education; improving the practice of holding public consultations and other events at both central and local levels; stimulating social entrepreneurship to meet social needs; stimulating the activities of volunteers; conducting a broad information campaign; promoting research.

According to the specialists of the Ukrainian Independent Center for Political Studies, over the years of implementation of the Strategy, civil society has undergone significant positive changes and the situation in the field of government-social interaction has improved. However, at the same time, a number of unresolved issues are being identified that need to be addressed as soon as possible: the creation of effective public participation procedures; stimulating civil society institutions to actively participate in the socio-economic development of the country; updating of current legislation; creating conditions for financial support and tax preferences for public associations, etc. [1].

The draft strategy for the development of civil society for 2021-2026 is currently being worked out. Among the main conceptual principles are: emphasis on the activities of public councils and taking into account their decisions; expanding opportunities for public participation at the local level; digitalization of power and public relations and standardization of the process of providing public information through the use of modern technologies; popularization of active activity of civil society institutions; promotion of charitable and volunteer activities; expanding issues for public-private partnership; creating favorable conditions for communication between public authorities, civil society institutions and international organizations [5]. In general, the new strategy should be more balanced and take into account current trends in civil society in Ukraine. Among the obstacles to the successful implementation of the strategy should be noted, firstly, a certain tension and mistrust in the relationship between government and civil society institutions, and secondly, the difficult situation in the economy. However, the issue of trust can be smoothed over time by conducting successful outreach activities among citizens and gaining a positive experience of interaction. The economic issue is more complex and multifaceted, however, it can be expected to improve with the adoption of changes in legislation on the financing and taxation of social entrepreneurship.

Thus, today in Ukraine a sufficient regulatory framework for government-social cooperation has been formed. In summary, it should be noted the importance of basic legislation that regulates the mechanisms of interaction between public authorities and civil society institutions in Ukraine (Table 1).

In addition to these laws, which regulate the most important issues of power and social interaction, a number of bylaws have been adopted, which specify the rules of the legislation on power and social interaction for the prompt resolution of issues.

Table 1. Basic legislative acts on the regulation of power and social interaction in Ukraine

Legislative act	Напрямок застосування
Constitution of Ukraine	human rights and freedoms enshrined, economic, political and ideological pluralism in society defined, censorship prohibited
Law "On citizens' appeals"	ensuring the right of citizens to make proposals on the activities of public authorities, appealing against the actions of their representatives
Law "On printed mass media (press) in Ukraine", "On television and radio broadcasting"	freedom of speech and media independence, restrictions on calls for a violent change of government, incitement to hatred, intrusion into privacy
Law "On the procedure for covering the activities of public authorities and local governments in Ukraine by the media"	the need for the authorities to provide information on their activities has been recognized, and the functioning of information services has been envisaged
Law "On trade unions, their rights and guarantees of activity"	trade unions are recognized as representatives of citizens to protect their socio-economic and labor interests
Law "On Public Associations"	consolidating the activities of public organizations, simplifying their registration and operation
Law "On Charitable Activities and Charitable Organizations"	the general principles of creation, functioning, and termination of activity of charitable organizations are fixed

CONCLUSIONS

In general, the regulatory framework can be described as satisfactory, it considers the basic principles of interaction of public authorities with civil society and enshrines the activities of its individual institutions. At the same time, a number of problematic issues should be noted, which require careful research and determination of directions for solution by public authorities.

There is a problem with regulating the activities of the media, as the authorities need to balance between strict control and full loyalty. Today in Ukraine there is a large number of media, including electronic, which depend on certain political forces, due to which they do not always speak ethically and provide information in a biased manner. Of course, censorship is unacceptable, but there is a need to create conditions to increase the objectivity of the information disseminated in society. The effectiveness of trade unions remains a big question, as a significant number of the employed population work in the private sector, often not quite legally, which does not allow to influence the protection of their rights. He is waiting for a solution to the issue of the activity of public councils under the authorities. The current regulatory framework today does not ensure public interest in participating in their activities due to the complex procedure of formation and operation in general. For example, the activity of the Council of Heads of Public Councils under the executive bodies of the Cabinet of Ministers of Ukraine has actually been suspended during the last year.



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BALANCING THE INTERESTS OF ECONOMIC AND ENVIRONMENTAL SUBSYSTEMS OF STATE REGULATION OF SUSTAINABLE NATURE

¹**Dragan Iryna**

¹Ph.D. (in Economics), Associate Professor, Public Institution «Institute of Environmental Economics and Sustainable Development of the National Academy of Sciences of Ukraine». E-mail: Gggira2013@i.ua, <https://orcid.org/0000-0002-6906-5000>

ABSTRACT

The article states that based on an analysis of national wealth, the long-term coherence of environmental and economic factors expedient to determine its structure and dynamics, since the effects of irrational nature, pollution, etc., may be to a certain extent economically justified - the loss of natural capital as one of the components of the national wealth offset by an increase of its other components. A scientific and methodical approach to the determination of the efficiency of intertemporal allocation of natural resources and practical aspects of its application in the management of natural resources.

Key words: public administration, national wealth, natural resources, resources, factors.

INTRODUCTION

It is known that the condition of fair distribution of resources between generations is the basis of the concept of sustainable development, which is why in the study of long-term coordination of environmental and economic factors we use different generations as carriers of these interests. The separation of different generations as subjects of economic interests is an abstraction that allows to theoretically investigate the relationship and relationship between modern environmental and economic characteristics of the process of resource use, the impact of production on environmental quality and future results (both positive and negative) of socio-economic development. In the existing evaluation system can be detected (predicted) and economically evaluated. The contradiction in the aspirations of present and future generations, the coordination of which should be focused on managerial influence, can be seen as an analogy of contradictions, which in the economic sphere are defined as a choice between accumulation and consumption - the contradiction between long-term and short-term goals. That is, the criterion for dividing the goal of "present generation" and "future generation" can only be a temporal criterion. Today, the justification of the calculation period - the so-called time horizon of economic calculations is a rather complex theoretical and methodological task, as it requires a significant list of factors of economic, social and technological nature.

Problems of efficiency of use of natural resource potential and nature protection activity have long been considered in the works of domestic scientists and scientists from near abroad, in particular in the works of O. Balatsky, B. Burkinsky, O. Veklych, T. Galushkina, L. Hryniv, A. Gusev, O. Kashenko, N. Lukyanchikov, L. Melnyk, E. Mishenin, V. Mishchenko, P. Oldak, N. Pakhomova, O. Ryumina, E. Khlobystov, L. Shostak and others. However, the issues of transformation of the system of state management of nature management in terms of harmonization of environmental and economic factors need further development.

Problem formulation. To offer a scientific and methodological approach to determining the rate of efficiency of intertemporal allocation of natural resources and practical aspects of its application in nature management.

Results. In calculating the economic efficiency of capital investments, justification of the duration of the evaluation period was identified as one of the main problems, as taking it too long would increase the uncertainty and probability of valuation errors, and a significant reduction in such a period would not take into account all economic consequences.

With regard to the field of nature management, the task of determining the calculation period is complicated by the need to take into account a number of environmental factors, the nature of which differs from economic ones. If in relation to economic factors it can be argued that the impact of remote events and conditions on today's events is reduced, then in relation to environmental factors there may be an inverse relationship. The urgency of solving this problem in the context of taking into account the interests of present and future and defining the time limits of economic damage from environmental pollution is growing.

In the context of the problem under study, the connection between the justification of the duration of the calculation period based on the duration of the cycles of updating equipment and technology is obvious. The dominant technology, such as energy consumption, involves the use of certain natural resources and equipment that has the appropriate characteristics of environmental impact (level of emissions, discharges, waste, the possibility of their reuse, etc.). Equipment focused on the consumption of such a resource will operate for a certain period of time, and therefore, during this period to determine the level of cost indicators of interaction between social production and the environment - damage from environmental disturbances, the use of the dominant resource, emissions, discharges and more. Forecasting the timing of the use of such equipment requires taking into account the pace of scientific and technological progress, changes in technological systems, the rate of obsolescence, etc. However, the study of factors that determine the patterns of reproduction cycles, shows a decisive influence on the duration of the operation of machinery and technology, not only the factors of STP, but also the limitations of environmental nature. That is, today we can talk about the close relationship between technical, economic and environmental preconditions and factors that shape the cyclical dynamics of socio-economic development and determine the time intervals of change not only economic but also environmental and economic characteristics of economic development.

Each of these aspects indicates the need to study the environmental characteristics (consequences) of economic activity in relation to the service life of machinery.

Therefore, we propose to determine the duration of the period of coordination of environmental and economic factors based on the duration of the cycles of reproduction of fixed capital. Today, the results of research indicate a reduction in the duration of cycles of renewal of equipment and technology and average 20 years [2; 6].

The next task to be solved in the process of substantiating the rate of efficiency of intertemporal allocation of resources is to determine a list of two groups of factors: factors that reduce environmental debt, and therefore considered by us as contributing to long-term coherence of present and future generations; factors that cause the growth of environmental debt.

Hereinafter, we will call the factors of the first group "reduction factors", and the factors of the second group - "growth factors". Factors of growth and reduction of ecological debt we will consider as factors of reduction or growth of components of national wealth.



The allocation of financial capital formally requires consideration of its size in the amount of national wealth. However, we believe that based on the modern understanding of the essence of financial capital, it is impractical to consider it as a real accumulated wealth. The authors of this approach also note that financial capital makes it possible to buy and sell other types of capital, but unlike other components, financial capital itself has no real value, it represents social, human or produced capital.

Therefore, we propose to consider the factors of growth and factors of reduction of environmental debt as factors of reduction or growth of produced, natural and human capital, respectively.

The isolation of these factors can be considered as a problem of valuation of the components of national wealth, which is one of the most pressing problems of modern economics. Thus, BM Danylyshyn notes the impossibility of implementing the provisions of the theory of national wealth due to the lack of statistics to take it into account. Today, despite the general recognition of the urgency of taking into account the environmental factor in the amount of national wealth, especially in terms of assessing natural resources and environmental damage, management practice shows the focus of actions and measures on inefficient areas of socio-economic development [1].

Therefore, distinguishing between growth factors and reduction factors, we proceed from the possibility of calculating the relevant indicators today, ie, the availability of data offered by national statistics. We understand that further research, which will expand the theoretical and methodological basis for assessing national wealth, will expand the list of factors and contribute to a more accurate determination of the rate of efficiency of intertemporal allocation of resources as a criterion for long-term consistency of environmental and economic factors.

Among the factors reducing environmental debt, we propose to highlight the following:

1. Net investment, which potentially increases the amount of (physical) capital produced. In addition, net investment may include soaring to improve the skills and retraining of employees, so they can also be considered as a factor in human capital growth.

2. Expenditures on education, which can be considered as contributing to the growth of human capital as a component of national wealth. Improving the general level of education is evidence of improving the quality of labor resources, therefore, leads to an increase in the economic value of human capital.

3. The cost of science can be seen as a factor in the growth of three components of national wealth: produced capital, as such costs may result in the creation of new equipment, technology, etc.), natural capital, as research can invent new energy sources involved in new resources, etc., which will lead to a revaluation of natural capital as a component of national wealth, and human capital, as its qualitative and, consequently, economic evaluation increases [8; 9].

The result of spending on education and science is knowledge and information, which today are considered not just as a prerequisite for the formation of more efficient production (technological processes, means of production, etc.), but as part of the productive forces of society, as a separate type of production resources. Some scientists note a decrease in the evaluation of goods and natural resources in relation to information [3; 7].

This list of reduction factors is due to the availability of data for their quantification and generally accepted approaches to the assessment of national wealth.

Substantiation of the list of factors of growth of ecological debt is a more difficult task from the point of view of possibility of their economic estimation. Moreover, such factors should

characterize the consequences of nature management, as it is a question of calculation of ecological debt as an indicator of coherence.

Among the growth factors, we propose to highlight the following:

1. The amount of used natural resources (in their economic evaluation) taking into account changes in their quality.
2. Economic damage from environmental violations, which is a consequence of economic activity.

Taking into account the economic damage from environmental violations in the growth factors is due to the requirements of the principle of complexity in the study of environmental and economic consequences of management.

Considering the loss as expressed in value actual or possible loss, negative changes in the environment, living beings that occur as a result of any action or inaction, the occurrence of certain events or combinations thereof [5], we can talk not only about the actual but also about possible losses of national wealth. In this case, the question arises as to the economic meaning of including these "possible" losses in the factors of environmental debt growth: if the actual losses are a direct reflection of the decline in national wealth, then taking into account what the economic system could gain but does not receive because it operates, seems debatable.

However, we consider such consideration quite justified, because it is in some sense identical to the principle of incurring opportunity costs ("lost" benefits) in microeconomic analysis and the principle of macroeconomic (economic) approach to calculating the efficiency of investment, which provides for the so-called communication.

The proposed list of factors can be supplemented by factors that directly affect the change in the size of human capital, provided that such factors can be economically assessed. In our proposed list, the increase in human capital is taken into account, as already mentioned, by taking into account the costs of education and science, and its reduction - in the amount of economic damage from environmental violations in terms of damage to health.

Thus, by forming a list of growth factors and reduction factors, we can obtain a cost estimate of conditional "cash" flows, which on the one hand characterize the reduction of environmental debt, and on the other - reflect its growth. Within the analyzed forecast period, such flows can be compared taking into account the time factor.

In fact, the procedure of comparison in time was considered by some scientists as a mechanism for reconciling environmental and economic factors.

In general, agreeing with the above justifications, we note that the proposed approach is even less developed in both theoretical and methodological terms - the lack of unity in determining the economic discount rate is complemented by uncertainty of economic content and procedure for calculating the environmental rate. Therefore, the application of such an approach in the practice of valuation requires thorough research, which may allow to form a theoretical and methodological basis for determining this integral discount factor only after a certain period of time.

According to the World Bank, the calculation of national wealth justifies the need to apply the social norm (The Social Rate of Return on Investment - SRRI implementation) as the norm that underlies the distribution of resources between generations. It is proposed to set the size of this rate for industrialized countries in the range of 2% - 4%. Moreover, there is a possibility of raising the rate for fast-growing economies and reducing - for economically backward countries [3].



Thus, the analysis shows that the use in the assessment of natural resources and investments of environmental orientation less value of the social discount rate compared to the rate of evaluation of individual investment decisions is justified: taking into account the impact of a much larger list of factors; the need to take into account the interests of future generations; different duration of the evaluated activities.

In our opinion, the theoretical basis for substantiating the size of the social discount rate can be a theoretical and methodological approach, which was based on the assessment of natural resources and investments in nature management in the Soviet economy. The essence of this approach is that the discount rate was not considered as a capitalization rate, because the rent received from the exploitation of natural resources in a planned economy is not capitalized, ie not converted into capital, but only as a parameter that characterizes the decline in economic value [4]. With this approach, it is theoretically possible to apply a negative discount rate, but there is no single point of view today.

The described approach is based on the so-called macroeconomic approach to assessing the effectiveness of investments. The need to separate the assessment of environmental investments from a microeconomic point of view and the macroeconomic approach is also emphasized in the paper. The main difference between these approaches is that it is not correct to apply the principle of opportunity cost to macroeconomic assessment, as a significant part of natural resources has no substitutes.

Thus, in determining the rate of efficiency of intertemporal allocation of resources in bringing growth factors and factors of reduction, we propose to use the social discount rate.

Traditionally, economic estimates of dynamic indicators use the procedure of reduction to one point in time (discounting or compounding) - one-time reduction. However, in this case, we consider it appropriate to use the procedure of two-moment reduction, because this technique allows, firstly, to compare flows that are differently estimated for the current time and for some remote moment, and secondly, to determine the relative efficiency of resource allocation, which on the one hand are used in the development of society, and on the other - are distracted from current consumption and embodied in national wealth.

The proposed calculation is based on the assessment of the relevant factors at two different points in time - their reduction at the beginning and end of the coordination period. This technique is used to assess some dynamic indicators of investment efficiency and is called "two-point" or two-point reduction. In this case, we propose to assess the factors of environmental debt reduction at the end of the reconciliation period, and the factors of its growth - at the beginning, as given by the procedure of compounding and discounting, respectively.

So, if we get a negative value of the rate of efficiency of interim allocation of resources (increasing the assessment of environmental debt), we can say that long-term reconciliation of environmental and economic factors is not provided. The pressure on the environment (within certain permissible limits) and the use of resources is not compensated by the amount of costs that society spends on self-development. However, the proposed calculation mechanism requires some explanation for the application of the same or different discount rates for growth factors and reduction factors.

The use of different discount rates in investment analysis is not new. So many scientists justify this approach in bringing the positive and negative cash flows of the investment project.

Different assessment of the temporal inequality of cash flows is justified by the following factors:

1. The priority of liquidity, ie for the investor, the cash flows received as a result of the project are more liquid compared to the investments embodied in tangible and intangible assets. Therefore, the assessment of relatively less liquid flows requires an increase in the discount rate on the notional premium.

2. The objective need to divide the received income from investments into consumption and reinvestment (accumulation), ie only a certain part of the cash income from the project can provide the profitability that has developed in the market and is included in the discount rate. Although in this case the problem is not so much the justification of the size of the discount rate, as the choice of a function that describes the actual process of accumulation of the effect of the investment.

We consider it appropriate to use different discount rates to reduce growth factors and reduction factors, due to different estimates of the distance over time of the respective factors. If we consider the discount rate as the rate of time preferences, the "benefits" that have growth factors related to different points in time can be estimated differently than the temporal inequality of the reduction factors. The reasons for this are the discrepancy between the rate of use of natural resources and the rate of economic growth, as well as the above-described features of the manifestation over time of environmental consequences, which may not decrease, but rather increase. Therefore, it will be advisable to apply a lower discount rate for the reduction factors compared to the growth factors.

The advantage of using a single discount rate to cite various factors is the simplicity of calculations and the reduction of the probability of errors in valuation, as there is a need to determine not two but one valuation parameter. Therefore, in the absence of appropriate recommendations, it is allowed to use a single rate to cite various factors.

As mentioned above, the proposed indicator can be used as an indicator of long-term consistency of environmental and economic factors of sustainable nature. However, based on its economic content, we propose to use it as a financial tool for environmental management, in particular as a basis for determining the fee for the use of natural capital and as an evaluation parameter in the analysis of the effectiveness of environmental innovations.

CONCLUSIONS

Long-term coherence of environmental and economic factors should be determined on the basis of analysis of national wealth, its structure and dynamics, as the consequences of irrational use, environmental pollution, etc., can be economically justified - the loss of natural capital as one of the components of national wealth. The calculation of the rate of efficiency of intertemporal allocation of resources, which is determined by the ratio of the reduced cost of environmental debt reduction factors and the given cost estimate of its growth factors using the method of two-step reduction, the list of two groups of factors is substantiated: factors causing environmental debt growth. In determining the rate of efficiency of intertemporal allocation of resources in bringing growth factors and factors of reduction, it is proposed to use the social discount rate as the rate that underlies the distribution of resources between generations. In economic terms, the rate of efficiency of intertemporal allocation of resources is a conditional rate of return, which is formed as a result of expanded reproduction of productive forces and production relations, if we consider the value of national wealth formed at a certain time as the amount of capital invested at some initial moment. time.



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INSTITUTIONAL SUPPORT FOR THE IMPLEMENTATION OF STATE DEMOGRAPHIC POLICY IN UKRAINE

¹Dragan Ivan, ²Dolinchenko Olga

¹Doctor of Science in Public Administration, Associate Professor, Head of the Department of Economic Security, Public Management and Administration at the Zhytomyr Polytechnic State University. E-mail: Dragan2011@i.ua, <https://orcid.org/0000-0002-5716-1273>

²Assistant of the Department of Public Administration, Interregional Academy of Personnel Management. E-mail: DOIga2020@i.ua, <https://orcid.org/0000-0001-5056-8524>

ABSTRACT

The article substantiates the theoretical provisions for improving the implementation of state demographic policy based on the development of its institutional support. It is proposed to create a single subject of organizational and economic influence on demographic development. The concept of activity of such subject on blocks is specified: the purposes and tasks, principles of activity, sources of financing, a product of activity (strategy of the state regulation of demographic development of region, the program of its realization), expected result.

The main tasks of the Regional Commission for Demographic Development should be: ensuring cooperation between state executive bodies, local governments, public organizations; conducting demographic examination of regulations, socio-economic programs to identify possible demographic factors and the consequences of management decisions at the regional and local levels that may affect the demographic development of the region, or relate to those aspects of regional development that depend on demographic processes; monitoring of the demographic situation in the districts and cities of the region, analysis of the practice of implementation of demographic policy in the region, evaluation of the effectiveness of the measures taken; preparation of proposals for improving policies in the field of stimulating the birth rate, reducing mortality and regulating migration processes; organization of sociological research on the implementation of demographic policy measures; holding meetings, conferences, seminars on issues related to the development and implementation of state regulation of demographic development; interregional cooperation on the regulation of demographic processes.

Key words: state demographic policy, state regulation, institutional support, development of the region, mechanisms of influence, strategy.

INTRODUCTION

In the late XX - early XXI century. socio-economic development of Ukraine took place in conditions of insufficient in terms of state interests of the demographic potential of the population. The population deficit is an objective reality that must be taken into account in the formation and implementation of socio-economic policy of the state. Therefore, the regulation of demographic processes is a priority of socio-economic policy of the state, and in this regard the task of improving it can be solved in three directions: increasing the birth rate, reducing mortality, effective migration policy.

Demographic problems of the domestic economy in the context of their impact on population reproduction in Ukraine are studied by Ella Libanova, Olena Makarova, Oleksandr



Gladun, Tetyana Zayats, Iryna Kurylo, Natalia Levchuk, Larysa Lisohor, Valery Novikov, Natalia Ringach, Volodymyr Sarioglo and other scientists. However, despite the significant achievements of the above authors, the theoretical and applied principles of the study of mechanisms of state regulation of demographic development are insufficiently developed, need further development of institutional support for the implementation of state demographic policy.

Formulation of the problem. Substantiation of theoretical provisions for improving the institutional support for the implementation of state demographic policy in Ukraine.

Results. Among the developed countries of the world, Ukraine ranks the lowest in the ranking in terms of life expectancy. The low level of quality of life leads to high mortality, unfavorable qualitative changes in the structure of morbidity and mortality, a characteristic feature of which is the strengthening of the socially determined component. To solve such problems, it is necessary not only to take into account the indicators of mortality, birth rate, migration processes, but also to identify and eliminate the causes and factors that negatively affect them. This is especially important at the regional and local levels, because each region, each territory has its own specific features. Therefore, the set of factors that have a significant impact on demographic processes in one region may be insignificant for others. The formation of trends in demographic development is closely linked to the specifics and factors that determine the nature of internal regional relations.

Improving the institutional support of state demographic policy, in our opinion, should be to create a single entity of organizational and economic influence - the Regional Commission for Demographic Development (Figure 1).

In practice, in many regions a decision has already been made to create such a subject of regulatory influence on the processes of demographic development, in particular in Donetsk, Rivne, and Luhansk regions. The experience of their work shows the need to establish such a body in order to increase the effectiveness of the implementation of state regulation of demographic development in the region. Thus, the Regional Commission for Demographic Development should include representatives of the subjects of state regulation of the population - departments, main departments of health, education and science, youth policy and sports, ecology and natural resources, finance, the Social Insurance Fund. , The State Migration Service, the Pension Fund of Ukraine, village, town, city mayors, media representatives. The chairman of the Regional Council for Demographic Development is the chairman of the regional council.

The Regional Commission for Demographic Development will act to: ensure the comprehensive implementation of measures to influence the demographic development of the region; coordination of activities of public authorities, local governments, public associations, scientific and other organizations on the implementation of state demographic policy.

Based on the goals, we can identify the following tasks of the Regional Commission for Demographic Development. First, ensuring interaction between state executive bodies, local self-government bodies, and public organizations.

Secondly, conducting a demographic examination of regulations, socio-economic programs in order to identify possible demographic factors and consequences of management decisions at the regional and local levels that may affect the demographic development of the region, or to address those aspects of regional development that depend on the impact of demographic processes.

Third, monitoring the demographic situation in the districts and cities of the region, analysis of the practice of implementing demographic policy in the region, assessing the effectiveness of the measures taken.

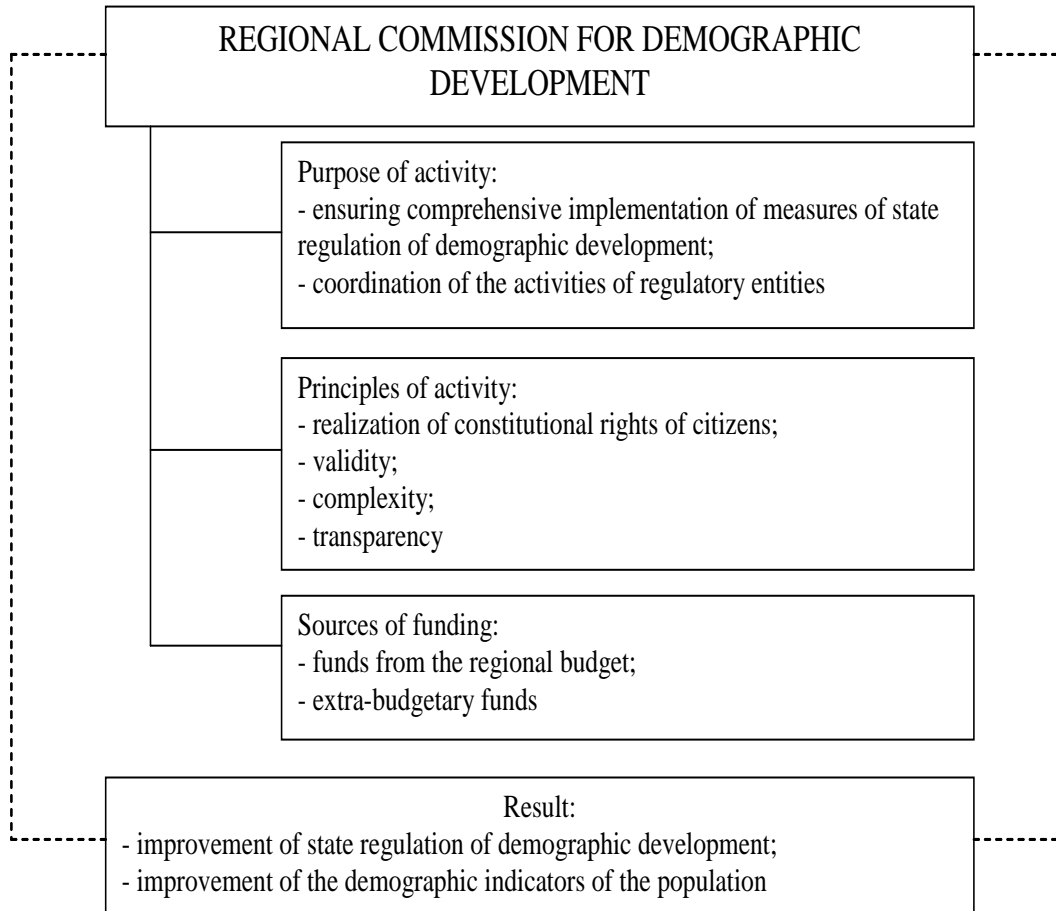


Figure 1. Concept of activity of the Regional Commission on Demographic Development

Fourth, the preparation of proposals to improve policies to stimulate the birth rate, reduce mortality and regulate migration.

Fifth, the organization of sociological research on the implementation of demographic policy measures.

Often, holding meetings, conferences, seminars on issues related to the development and implementation of state regulation of demographic development.

Seventh, interregional cooperation on the regulation of demographic processes.

The council may also discuss specific proposals to improve housing conditions, build social facilities, create modern infrastructure, create new high-performance and high-paying jobs, so that the quality of life in the region eventually approaches European standards.



In our opinion, the activity of the Regional Commission on Demographic Development should be based on the following principles: first, the realization of the constitutional rights of citizens; secondly, validity; third, complexity; fourth, transparency.

The principle of realization of the constitutional rights of citizens means that the Regional Council within the limits of the activity should not contradict observance of human rights and freedoms. For example, the Commission cannot impose any restrictions on the type of family behavior (marital, reproductive, etc.), its activities should be aimed at improving working conditions and health, support for motherhood, fatherhood, childhood, and so on.

The principle of validity stipulates that the Regional Commission for Demographic Development should provide specific guidelines for calculating the effectiveness of measures to regulate the population of the region.

The principle of comprehensiveness means that the Commission should have a comprehensive impact on all aspects of the demographic development of the region, ie on stimulating the birth rate, reducing mortality, improving the quality of life and regulating migration processes simultaneously, in order to stabilize the region's population.

The principle of transparency is aimed at informing the population about the formation and implementation of measures to regulate the population of the region, the results achieved by the Commission in order to interest and increase the demographic literacy of citizens and senior officials of the region. It can also increase the effectiveness of demographic policies. Relevant information should be published in the media. The sources of financing the activities of the Regional Commission for Demographic Development will be the funds of the consolidated budget of the region and extra-budgetary funds (voluntary donations of legal entities and individuals).

Thus, the body coordinating the activities of the subjects of state regulation in the region (local authorities, as well as local governments) will be the Regional Commission for Demographic Development, which is a key element in improving the institutional support of state demographic policy (Figure 2).

Together with local authorities, the Regional Commission will determine the main strategic directions of state demographic policy in the region, which will take into account the specifics of the strategy of socio-economic development of the region and the peculiarities of its demographic development. Adherence to the principles of regulation in practice, as well as ensuring a sufficient level of funding for state demographic policy will lead to positive results, which will be manifested in reducing mortality, increasing life expectancy; increasing the birth rate, strengthening the institution of the family; improving the quality of life; positive migration flow in accordance with the requirements of socio-economic development of the region.

In our opinion, the following are among the areas of improvement of the state demographic policy at the initial stage of the Regional Council's activity.

First, some women refuse to have children for fear of losing their qualifications. Therefore, it is important to create conditions for combining work with child care. It is also possible to offer various free refresher courses for women who have taken work on childcare leave.

Secondly, the analysis of young people's attitudes to measures of regulatory influence on demographic development according to research shows that the so-called "maternal capital" would influence the decision to have more children in more than half of respondents. At the same time, half of them would spend it on housing. But the most promising material measures of birth

policy are young people called assistance in improving living conditions (not only through "maternal capital" - about 30% of respondents), a significant increase in wages (32% of women and 39% of men), providing a system of minimum guarantees (respectively more than 15% of women and more than 17% of men) [1]. This provides a basis for the implementation of public administration measures to support families and demographic development. For example, you can develop and offer a "guaranteed minimum". The essence of such a regulatory instrument of demographic development is that if the average per capita income of families with children under the age of 16 is below the subsistence level, they are paid benefits. The amount of such assistance is determined as the difference between the amount of the subsistence minimum of the family and the family income. To obtain a "guaranteed minimum", the family must submit documents confirming the amount of income to the Regional Council for Demographic Development.

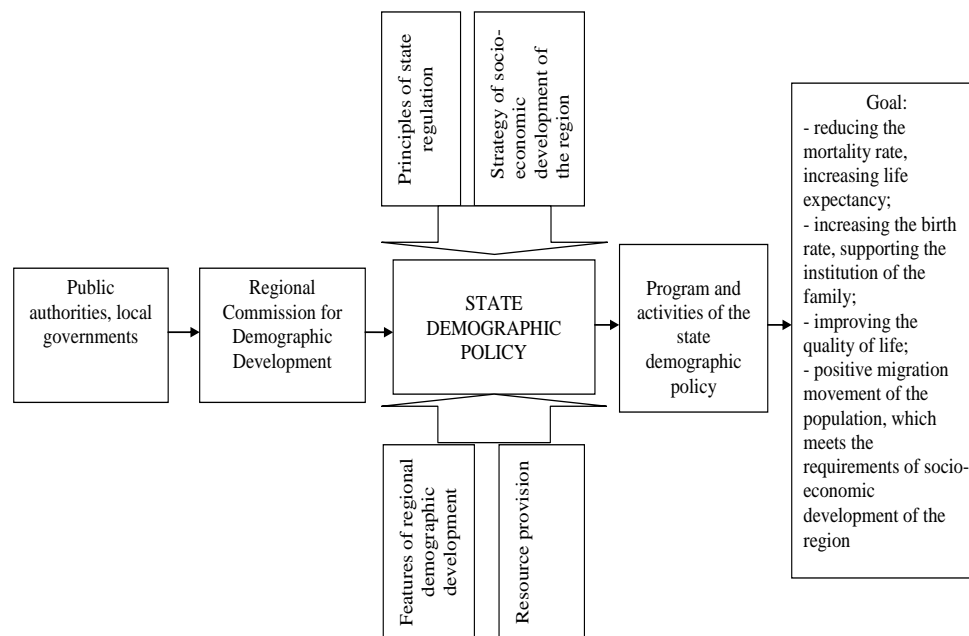


Figure 2. Institutional support of the state demographic policy

The practical implementation of such a regulatory mechanism will make it possible to improve the financial situation of families, which may affect the decision to have a child, the use of additional funds to improve health, and so on.

Third, it is necessary to take measures to develop a responsible attitude to young people's health, including reproductive. It is necessary to consider the possibility of reimbursement of part of the costs (partial or full) for the treatment of infertility, the introduction of new reproductive technologies for the birth of children. Thus, for the period from 2000 to 2018 inclusive, the number of women diagnosed with infertility increased by 20%: in 2001, per 1,000 women of childbearing age, infertility was registered in 2.9, and in 2018 - 3, 5. If, for example, in 2018 infertility were cured by 100%, and each relevant woman gave birth to at least one child, the



overall birth rate would increase by 2%, reaching a value of 12.7 births per 1,000 people, which would indicate improving the demographic situation in the country [2].

It is also necessary to note the following. According to the Institute of Demography and Social Research named after MV Birds of the National Academy of Sciences of Ukraine [3] in 2018 in Ukraine, according to official data, the ratio of abortions to all inseminations is 22%. Compared to 1990, in 2018 the value of this indicator decreased from 1 million to 90 thousand abortions, ie by 91%. This is due to the rising level of sexual culture, education, gender equality. But, in any case, the available statistics show a high rate of abortion - every fifth pregnancy is terminated. This circumstance is further exacerbated by the fact that abortions negatively affect women's reproductive health. To alleviate this problem it is necessary to extend the practice of mandatory consultation with a specialist (psychologist) with women who have decided to have an abortion. Such a specialist should find out the reasons and explain the possible consequences of abortion, the positive moments in the birth of children and so on.

The Regional Commission on Demographic Development should pay special attention to such issues, as their successful solution will make it possible to identify additional reserves for increasing the birth rate and strengthen family relations.

Fourth, in order to increase the birth rate, it is necessary to pursue an active state family policy aimed at forming family values among young people, adherence to registered marriage with several children, preparing children and adolescents for family life, providing psychological assistance to spouses in various life situations. situations for the development of family, cultural and sporting activities.

Fifth, the Ukrainian phenomenon of ultra-high mortality is manifested among citizens of working age. Compared to European countries, mortality in Ukraine is 3-5 times higher for men and more than twice as high for women. This necessitates the introduction of more effective regulatory measures to reduce mortality in the country's regions.

The undoubted priority of improving the lifestyle of the population is to develop a program to combat alcohol consumption. In order to imagine the scale of the problems, it is possible to compare the scale of deaths from alcohol-related causes in Ukraine and, for example, EU countries. It is significant that today, according to the World Bank, the difference in mortality of these causes is more than 5 times for men and 4 times for women [5]. At the same time, in the early 1980s, when the high level of alcoholism of the population of the USSR provoked an anti-alcohol campaign, the difference did not exceed twice [4].

Regarding anti-alcohol regulatory measures, it is possible to propose: restriction of alcohol sales by time, to organize special anti-alcohol classes in educational institutions, education of the population on the harmfulness of alcoholic beverages through the media, etc.

Sixth, according to the Ministry of Health of Ukraine, non-communicable diseases occupy a major place in the structure of morbidity, early disability and premature mortality of the population. Such socially significant non-communicable diseases include cardiovascular, gastrointestinal, oncological, neuropsychiatric, respiratory and metabolic diseases. The main risk factors for the development of such diseases include tobacco smoking, alcohol abuse, sedentary lifestyle, low consumption of fruits and vegetables. These diseases cause significant economic damage to the state, affecting an increasing number of people, especially those of working age. Infectious diseases, which include various strains of influenza, viral hepatitis, etc., also have a negative impact on the health of citizens.

The regional authorities must focus on addressing these issues. As one of the ways to reduce mortality and improve the health of the population, we can offer the placement of posters in public places with information about the basic signs and rules of treatment of infectious and non-infectious diseases, the possibility of preventive vaccinations, quarantine measures, television programs and more.

The implementation of the above measures is designed to stop the negative dynamics of demographic development of Ukraine, to create conditions for the transition to more active state regulation of demographic development in order to create conditions for maintaining and strengthening health, impact on family values and the decision to have children. citizens. The sooner the measures of state regulation of demographic development processes are fully implemented, the higher their efficiency will be. Failure to do so may lead to the development of the demographic situation following a pessimistic scenario with even greater depopulation than today.

CONCLUSIONS

The necessity of improving the institutional support of the state demographic policy in Ukraine is substantiated. As the main element of such institutional support, the creation of the Regional Commission for Demographic Development is proposed and the concept of its activity is developed, which takes into account: goals and main tasks of its activity (ensuring comprehensive implementation of measures to influence demographic development of the region; coordination of public authorities, local governments). , public associations, scientific and other organizations on the implementation of the mechanism of state regulation of demographic development); principles of activity (realization of constitutional rights of citizens, validity, complexity, transparency); sources of funding (budget and extrabudgetary funds). It is shown that the product of such subject of state regulation is the strategy of state regulation of demographic development of the region, as well as the program of its implementation.

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INSTITUTIONALIZATION OF PUBLIC FINANCIAL AND CONTROL ACTIVITY AS A TOOL FOR FIGHTING ECONOMIC CRIME

¹Grytsyshen Dymytrii, ²Opanasiuk Andrii

¹Doctor of Economics, Professor, Dean of the Faculty of Public Management and Law, Zhytomyr Polytechnic State University. E-mail: gritsishen.do@gmail.com, <https://orcid.org/0000-0001-5484-6421>

²Candidate of the Department of information systems in management and accounting, Zhytomyr Polytechnic State University. E-mail: opanasiuk.aa@gmail.com <https://orcid.org/0000-0002-2685-9468>

ABSTRACT

The essence of institutionalization of the state financial and control activity is defined in the article. The activity of the Accounting Chamber as the highest audit body in Ukraine is studied. The normative legal acts regulating the activity of the State Audit Service of Ukraine are analyzed and generalized. The tasks and functions of the State Tax Service of Ukraine and the State Customs Service of Ukraine as institutional subjects of the state financial and control activity are defined. The institutional principles of the state financial and control activity in the focus of the fight against economic crime in the format of the activity of the State Treasury Service of Ukraine have been worked out. The functional directions and peculiarities of the activity of the State Financial Monitoring Service are analyzed. The matrix of institutionalization of financial control activity as a tool for combating economic crime has been formed.

Key words: economic crime, institutionalization, state financial and control activity, institutional principles.

INTRODUCTION

Further development of the domestic economic model is carried out in parallel with the formation of fundamentally different mechanisms of public administration against the background of a rather complex political, economic and social situation. Under these conditions, such phenomena as "economic crime" are intensifying, which, forming the basis of the shadow economy, are a direct threat to the economic security of any country. At the same time, the domestic economic space is characterized by a certain emphasis on economic crime on public funds, which form the basis of state and local budgets. Researchers of economic crime note that "... among the first typical are complexes of crimes related to: fraudulent theft of budget funds; possession of budget funds by officials of budgetary institutions at the disposal of entrusted property in the course of current economic and administrative activities; receiving bribes by officials, concluding and executing unprofitable contracts in public procurement; abuse of office or excess of official authority in receiving or disposing of budget funds".

In general, the issue of economic crime was studied by the American criminologist E. Saterlendum in 1939, who introduced the concept of "white-collar" crime (crimes of heads of banking institutions, various commercial firms, government officials, etc.), describing it as "... anti-social, enrichment-oriented behavior of persons who occupy a socially prestigious place in society and in the framework of their professional activities act in such a way that, while law-abiding behavior of other persons, they abuse the public trust enjoyed by their group. Obviously, the prevention of such crimes should primarily serve the state financial and control activities, the

institutional bodies of which in our country are the Accounting Chamber of Ukraine, as well as relevant bodies under the Ministry of Finance: State Audit Office of Ukraine, State Tax Service of Ukraine, State Customs Service of Ukraine, The State Financial Monitoring Service, as well as the State Treasury Service of Ukraine.

Analysis of recent researches and published papers. The following Ukrainian scientists have taken care of the issue of economic crime at different times: O. Kalman, V. Hlushchenko, V. Biletskyy, O. Dudorov, A. Klymenko, O. Horban, I. Karpets, V. Bilous, V. Popovych, O. Korystin, Turchynov Z. Varnaliy, V. Korzh, V. Lysenko, M. Smirnov, R. Stepanyuk, D. Kharko, P. Tsymbal, P. Orlov, A. Zakaliuk. The following domestic scientists devoted their works to the study of state control / audit: I. Drozd, O. Doroshenko, S. Bardash, O. Shevchuk, O. Redko, I. Chumakova, E. Ye. Kaliuha, N. Obrushna, N. Fuks, V. Ulozhenko, I. Chuhunov, V. Fedosov, Yu. Slobodanyk, Y. Slobodyanyk, T. Kosova, V. Shevchenko, O. Koycheva, V. Nevidomyi, L. Gutsalenko, V. Pykhotsky, V. Maksimova, I. Stefanyuk, V. Symonenko, L. Chyzhevska, T. Butynets and others.

In the works of these scientists, a number of questions were considered on the theoretical provisions and practical approaches to economic crime and public financial control (audit), respectively. However, none of the authors cared about the semantics of the complex vocabulary construction "state financial and control activities in the prevention of economic crimes". We propose to begin consideration of this issue with the very concept of "state financial - control activities", which, in the process of developing certain scientific approaches, it is proposed to understand the type of state activity in the management of financial, property, tax, customs, budget relations. control over the legality, correctness, timeliness of these relations, as well as the prevention, detection and termination of violations, abuses and crimes in these areas.

Problem formulation. The purpose of this article is to study the institutionalization of state financial control activities as a tool to combat economic crime in Ukraine.

Presentation of the main research material. In general, institutionalization is understood as "the process of defining and consolidating social norms, rules, statuses and roles, bringing them into a system capable of acting in the direction of meeting a certain social need. In science - the stage when the process of producing knowledge becomes methodologically ordered, as well as dependent on the organizational forms in which it acquires the qualities of specialized social practice; formation of various communicative bodies of science - scientific institutions, which occurs during the transformation of scientific research into specialized social activities "[1]. In the context of the object orientation of the study, it is proposed to understand the institutionalization of state financial control activities as the process of identification of relevant institutions, formalization and systematization of fundamental provisions (object, purpose, principles, functions, tasks, forms, norms) of such activities of these institutions. in general or in the context of the relevant focus request. Consider consistently each of these institutions from the standpoint of forming the institutional foundations of their activities in the field of prevention of economic crime.

The highest audit body in Ukraine is the Accounting Chamber, which, according to the Law of Ukraine "On the Accounting Chamber" [2]: is a state collegial body that on behalf of the Verkhovna Rada of Ukraine (to which it is accountable and regularly informs about the results of its work) funds to the State Budget of Ukraine and their use; in its activities is guided by the



Constitution of Ukraine, the above Law of Ukraine and other regulations of Ukraine and carries out the latter on the basis of the principles of legality, independence, objectivity, impartiality, transparency and impartiality; endowed with certain powers exercised through public external financial control (audit) (including financial audit, performance audit, examination, analysis and other control measures) in the relevant areas. The analysis of a wide range of normative positions indicates the absence of identified fundamental provisions of this institution of state financial and control activities and systematization of the latter in the context of the selected vector of research. Elaboration of the normative-legal field of activity of the Accounting Chamber, results of scientific researches and opinions of experts [1-5] has led to formation of such set of starting positions of institutionalization of the state financial and control activity in the context of fight against economic crime concerning the Accounting Chamber as primary institute of such activity:

1. Purpose - prevention and detection of economic crimes in the field of public finance and property in order to prevent and stop them;

2. Functions - control, protective, informational;

3. Tasks - carrying out high-quality independent professional competent control measures on public finances and state-owned property; promoting the prevention and detection of economic abuses and criminal acts against public finances and state-owned property for the protection of the rights of the state, communal communities, legal entities and individuals; providing reliable and timely information to the relevant law enforcement agencies;

4. Powers:

- "Performs financial and performance audits on: revenues to the state budget of taxes, fees, mandatory payments and other revenues, including the administration of such revenues by regulatory authorities; state budget expenditures, including the use of budget funds to support the activities of the Verkhovna Rada of Ukraine, the President of Ukraine, the Cabinet of Ministers of Ukraine, the Constitutional Court of Ukraine, the Supreme Court of Ukraine, higher specialized courts, the Verkhovna Rada Commissioner for Human Rights, the High Council of Justice, the Prosecutor General's Office and other bodies directly determined by the Constitution of Ukraine; use of state budget funds provided to local budgets and funds of compulsory state social and pension insurance; implementation of secret expenditures of the state budget; management of state-owned objects that have financial consequences for the state budget, including ensuring the deduction (payment) to the state budget of funds received by the state as the owner of such objects, and the use of state budget funds directed to the relevant objects; granting loans from the state budget and returning such funds to the state budget; operations on state internal and external borrowings, state guarantees, servicing and repayment of state and state-guaranteed debt; use of credits (loans) attracted by the state to the special fund of the state budget from foreign states, banks and international financial organizations, implementation of international agreements of Ukraine, which leads to financial consequences for the state budget, within the limits related to such consequences; procurement at the expense of the state budget; implementation of state target programs, investment projects, state order, provision of state aid to business entities at the expense of the state budget; management of state budget funds by the central executive body that implements the state policy in the field of treasury servicing of budget funds; the state of internal control of managers of state budget funds; other operations related to the receipt of funds in the state budget and their use; execution of the estimate of income and expenses of the National Bank of Ukraine; revenues of national taxes and fees assigned to local budgets or their share and the use

of local budgets in part of expenditures that are determined by the functions of the state and transferred to the Autonomous Republic of Crimea and local government;

- carries out at the request of local governments, funds of compulsory state social and pension insurance, state enterprises and other economic entities of the public sector of the economy measures of state external financial control (audit) of the relevant local budgets and activities of the subjects of appeal;

- in case of detection of signs of a criminal or administrative offense, inform the relevant law enforcement agencies about them" [1];

5. Forms of control activities - financial audit, performance audit, examination, analysis and other control measures;

6. Normative and legal support of activity: the Constitution of Ukraine and relevant decisions of the Constitutional Court, the Budget Code of Ukraine, the Code of Ukraine on Administrative Offenses, the Criminal Code of Ukraine [6], the Law of Ukraine "On the Accounting Chamber", the Law of Ukraine "On Basic Principles of Public Financial Control in Ukraine", Presidential Decrees, etc.

According to the Resolution of the Cabinet of Ministers of Ukraine №375 "ensuring the formation and implementation of state policy in the field of control over compliance with budget legislation, state financial control, state internal financial control, treasury servicing of budget funds, customer funds in accordance with legislation, prevention and counteraction to money laundering obtained by criminal means, financing of terrorism and financing of proliferation of weapons of mass destruction "[7] is the concern of the Ministry of Finance of Ukraine. However, the actual implementation of these tasks is carried out by the relevant central executive bodies within the competence of the Ministry of Finance of Ukraine.

The first of such bodies is the State Audit Office of Ukraine, which is called to: "implement state policy in the field of public financial control; to submit for consideration to the Minister of Finance proposals to ensure the formation of state policy in the field of public financial control; to carry out the state financial control directed on an estimation of effective, lawful, target, effective use and preservation of the state financial resources and property, achievement of economy of budgetary funds; provide administrative services in cases provided by law "[8]. In accordance with the assigned tasks, the last body of executive power carries out control measures in the form of state financial audit; inspection (audit); verification, and monitoring of procurement within the established powers.

Analysis, substantive generalization, and information separation of regulations governing the activities of the State Audit Service of Ukraine [7-9], allowed the formation of such a set of starting points for the institutionalization of public financial control activities with the focus of combating economic crime against the institutional entity - the State audit service of Ukraine:

1. Purpose - to identify economic crimes in the field of financial and property relations with the involvement of their attribution and prevention in the future;

2. Functions - control, protective, informational;

3. Tasks - carrying out high-quality independent professional competent control measures on the activities of financial and property relations; assistance in the detection and further preliminary fact of economic crimes and criminal cases in the field of financial and property relations with the support of the protection of the rights of the state, communal communities, legal entities and individuals; providing reliable and timely information to the relevant law enforcement agencies;



4. Powers:

- "Monitors: targeted, efficient use and preservation of public financial resources, non-current and other assets; achievement of budget savings and efficiency in the activities of budget managers; targeted use and timely repayment of loans obtained under state (local) guarantees; the accuracy of determining the need for budget funds during the preparation of planned budget indicators and the compliance of budget commitments of budget commitments with the relevant budget allocations, the budget program passport (in the case of application of the program-target method in the budget process); compliance of the long-term obligations under the service approved by the managers of budget funds with the approved in the prescribed manner conditions for the purchase of energy service; compliance with the law at all stages of the budget process for state and local budgets; compliance with procurement legislation; accounting, as well as preparation of financial and budgetary reports, passports of budget programs and reports on their implementation (in the case of application of the program-target method in the budget process), estimates and other documents used in the budget execution process; condition and reliability of accounting and financial reporting; performance of functions on management of objects of state property; the state of internal control and internal audit of budget managers, the state of internal control in other controlled institutions; elimination of identified shortcomings and violations; implementation of investment projects; legal and efficient use of public funds and other assets for the use (implementation) of information technology (systems, processes, resources); legality and legality of expenditures of beneficiaries (partners) within the framework of implementation of joint operational programs of cross-border and cross-border cooperation; evaluates: management of budget funds, achieving their savings, the state of financial and economic activities, efficiency and effectiveness in the activities of controlled institutions; reliability of financial statements of controlled institutions; contributes to ensuring the legal and efficient use of state and communal funds and / or property, other state assets, the correctness of accounting and preparation of financial statements by economic entities of the public sector of the economy, identified in the prescribed manner;

- takes measures within the powers provided by law to eliminate the identified shortcomings and prevent them in the future, namely: analyzes the state of financial and budgetary discipline, identifies the causes and conditions that led to shortcomings and violations, prepares recommendations and proposals for their elimination and preventing them in the future; submits the above recommendations and proposals to the Cabinet of Ministers of Ukraine, ministries, other central executive bodies, other state bodies, local self-government bodies and heads of controlled institutions; monitors the status of consideration and implementation of the submitted recommendations and proposals; and also takes in the prescribed manner measures to eliminate violations of the law identified during the state financial control and prosecute the perpetrators, namely: requires managers and other persons of enterprises, institutions and organizations under control to eliminate the identified violations of the law; monitors compliance with such requirements; appeals to the court in the interests of the state in case of non-compliance with the requirements for elimination of violations of the legislation on preservation and use of assets identified during the implementation of state financial control; applies measures of influence for violation of the budget legislation, imposes administrative penalties on the persons guilty of violation of the legislation; submits in the prescribed manner to law enforcement agencies materials on the results of state financial control in case of violations of the law, for which criminal liability is provided or which contain signs of corruption;

- ensures the participation of: representatives of the State Audit Office in the audit commissions of economic organizations in which the corporate rights of the state exceed 50 percent of the authorized capital; in conducting on-site inspections (inspections) by the European Anti-Fraud Office in order to protect the EU's financial interests from fraud and other violations on the territory of Ukraine" [8];

5. Forms of control activities - state financial audit; inspection (audit); procurement inspections and monitoring;

6. Regulatory and legal support of the activity: the Constitution of Ukraine and relevant decisions of the Constitutional Court, the Budget Code of Ukraine, the Code of Ukraine on Administrative Offenses, the Criminal Code of Ukraine, the Law of Ukraine "On Basic Principles of Public Financial Control in Ukraine", Presidential Decrees, Cabinet Resolutions, Orders of the Ministry of Finance of Ukraine, etc.

Another institutional subject of state financial control is the State Tax Service of Ukraine, which, according to the Resolution of the Cabinet of Ministers of Ukraine "227" implements state tax policy, carries out within the powers provided by law, control over budget revenues and state trust funds, fees, payments, state policy in the field of control over the production and circulation of alcohol, alcoholic beverages, tobacco products, fuel, state policy on the administration of a single contribution, state policy in the field of control over the timeliness of foreign currency payments within the statutory period. cash payments for goods (services), settlement operations, as well as the availability of licenses for economic activities subject to licensing in accordance with the law; as well as submission to the Minister of Finance of proposals to ensure all the above measures "[10].

The study of the provisions of regulations of the regulatory sphere of action on this body [10, 11], allowed to form the following set of starting points for the institutionalization of state financial control activities of the State Tax Service of Ukraine in the context of requesting a mechanism to combat economic crime:

1. Purpose - prevention and detection of economic crimes in the field of tax relations in order to prevent and stop them;

2. Functions - control, protective, informational;

3. Tasks - carrying out high-quality independent professional competent tax control measures on: receipts in budgets and state trust funds of taxes, fees, payments, contributions, production and circulation of alcohol, alcoholic beverages, tobacco products, fuel, timeliness of settlements in foreign currency in the established by law the term, observance of the order of carrying out cash settlements for the goods (services), carrying out settlement operations; assistance in the prevention and detection of economic abuses and criminal acts in the field of tax and other relations within the competence of the State Tax Service of Ukraine in order to protect the interests of the state; providing reliable and timely information to the relevant law enforcement agencies;

4. Powers:

- "Monitors: compliance with the requirements of tax legislation, legislation on the administration of the single contribution and legislation on other issues, control over which is entrusted to the State Tax Service; legality of budget reimbursement of value added tax; observance by executive committees of village, settlement councils and councils of the united territorial communities created according to the law and the perspective plan of formation of territories of communities, the order of acceptance and accounting of taxes and fees from



taxpayers, timeliness and completeness of transfer of the specified sums to the budget; establishing compliance with the conditions of controlled operations on the principle of "outstretched arm"; timeliness of submission by taxpayers (single contribution payers) of statutory reporting (declarations, calculations and other documents related to the calculation and payment of taxes, fees, charges), timeliness, reliability, completeness of accrual and payment of taxes, fees, charges, single contribution ;

- organizes work: and controls: within powers provided by law to repay debts on other payments, the control over the collection of which is attributed to the competence of the State Tax Service; for work on installments, deferrals and restructuring of monetary obligations and / or tax debt, as well as arrears of payment of a single contribution; on the application of seizure of property of taxpayers who have a tax debt, and / or suspension of expenditure transactions on their bank accounts, financial sanctions against single contributors; on detection, accounting, storage, assessment, disposal of ownerless property, as well as other property that becomes the property of the state, and on accounting, preliminary assessment, storage of property seized and confiscated for violation of tax legislation;

- monitors the production, circulation and sale of excisable goods, their intended use, provides intersectoral coordination in this area; takes measures to prevent and detect violations of legislation in the field of production and circulation of alcohol, alcoholic beverages, tobacco products and fuel, agrees on the loss and yield of alcohol, wine, alcoholic beverages, tobacco products, the procedure for their development and use; monitors compliance with business entities that conduct: retail trade in tobacco products, the requirements of the legislation on maximum retail prices for tobacco products set by manufacturers or importers of such products; wholesale or retail trade in alcoholic beverages, the requirements of the legislation on minimum wholesale or retail or retail prices for such beverages; conducts work related to the fight against illegal production, movement, circulation of alcohol, alcoholic beverages, tobacco products, fuel and other excisable goods (products);

- monitors compliance with the statutory deadlines for settlements in foreign currency, compliance with the procedure for accepting cash for further transfer (except for accepting cash by banks), the procedure for conducting cash payments for goods (services), settlement operations, as well as licenses to conduct types of economic activities subject to licensing in accordance with the law;

- exercises control over the timeliness, reliability, completeness of accrual and payment: part of the net profit (income) to the budget by state and municipal unitary enterprises and their associations, as well as companies whose authorized capital is state and / or communal property, as well as recovery of arrears from these payments to the budget in the manner prescribed by the Tax Code of Ukraine; to the budget of dividends on the state share by companies, in the authorized capital of which there are corporate rights of the state, as well as companies, 50 and more percent of shares (shares, units) which are in the authorized capital of companies in which the state share is 100 percent;

- takes measures to identify, analyze and verify financial transactions that may be related to the legalization (laundering) of proceeds from crime or terrorist financing in cases and within the powers provided by law;

- applies to taxpayers (single contribution payers) financial (penalty) sanctions (fines) provided for by law for violation of the requirements of tax legislation or legislation on other issues, the control over the observance of which is entrusted to the State Tax Service;

- informs: local governments about the state of settlements with local budgets; public authorities on the status of payers' settlements with budgets and payment of a single contribution; appeals to the court in cases provided by law; as well as draws up protocols on administrative offenses and makes decisions in cases of administrative offenses in the manner prescribed by law "[10];

5. Forms of control activities - tax control and other control measures;

6. Regulatory and legal support of the activity: the Constitution of Ukraine and relevant decisions of the Constitutional Court, Tax Code of Ukraine, Budget Code of Ukraine, Code of Ukraine on Administrative Offenses, Criminal Code of Ukraine, Presidential Decrees, Cabinet Resolutions, Orders of the Ministry of Finance.

The next important subject of state financial control is the State Customs Service of Ukraine, which provides: "implementation of: state customs policy, including customs security and protection of customs interests of Ukraine and creating favorable conditions for foreign economic activity, maintaining a proper balance between customs control and simplification of legitimate trade; state policy in the field of combating offenses during the application of legislation on customs, prevention and counteraction to smuggling, combating violations of customs regulations; makes proposals to ensure the formation of state customs policy for consideration by the Minister of Finance "[10].

The study of the substantive positions of regulations governing the activities of the central executive body [10, 12], provided the formation of such a set of starting points for the institutionalization of state financial and control activities of the State Customs Service of Ukraine in terms of combating economic crime:

1. Purpose - prevention and detection of economic crimes in the field of customs relations in order to prevent and stop them;

2. Functions - control, protective, informational;

3. Tasks - carrying out of qualitative independent professional competent customs control measures for the purpose of struggle against offenses during application of the legislation concerning customs business, prevention and counteraction to smuggling, fight against violations of customs rules; assistance in the prevention and detection of economic abuses and criminal acts in the field of customs and other relations, which are within the competence of the State Customs Service of Ukraine in order to protect the interests of the state; providing reliable and timely information to the relevant law enforcement agencies;

4. Powers:

- provides and monitors compliance with: the requirements of legislation on customs matters and within the powers defined by law, legislation on other issues, control over which is entrusted to the State Customs Service, during the movement of goods across the customs border of Ukraine and after customs control operations and customs clearance; requirements of the legislation on customs matters throughout Ukraine, including in free customs zones, territorial sea, checkpoints across the state border, border zone and controlled border areas, the exclusive economic zone of Ukraine and the adjacent zone of Ukraine; enterprises and citizens of the order of movement of goods, vehicles across the customs border of Ukraine established by the legislation; enterprises and citizens of the requirements of the legislation on state control over international transfers of military and dual-use goods; the order of customs regimes, the intended use of goods placed in the relevant customs regime; rules for moving currency values across the customs border of Ukraine; protection of intellectual property rights during foreign economic



activity, prevention of movement of counterfeit goods across the customs border of Ukraine; provides and controls: provision of guarantees to territorial bodies to ensure payment of customs duties, organizes and collects funds in case of non-fulfillment of obligations under customs duties to pay customs duties, interacts with guarantors; delivery of goods under customs control to the customs offices of destination; non-food products during its import into the customs territory of Ukraine;

- organizes and conducts operational and investigative activities in accordance with the law and monitors its implementation by operational units of the State Customs Service and its territorial bodies that fight smuggling; takes measures to compensate the state for damages within the powers defined by law; prevents and counteracts smuggling, fights against violations of customs rules in the customs territory of Ukraine; identifies the causes and conditions that contributed to the commission of smuggling and other offenses in the field of customs, takes measures to eliminate them; organizes and carries out accounting and administration of customs and other payments, control over which is assigned by law to the State Customs Service, ensures control over the timeliness, accuracy, completeness of their accrual and payment in full by taxpayers to the budget when moving goods across the customs border of Ukraine and after completion of customs control and customs clearance operations; ensures and controls the correctness of determining the customs value of goods in accordance with the legislation on customs matters, as well as the correctness of classification and determination of the country of origin of goods moving across the customs border of Ukraine, including after customs control and customs clearance; interacts with customs administrations and other authorized bodies of foreign states on issues of verification of authenticity of documents provided to confirm the declared customs value, classification and country of origin of goods; organizes and conducts verification (establishment of authenticity) of documents on the origin of goods from Ukraine and carries out in cases specified by international agreements, the issuance of certificates of origin of goods from Ukraine and granting the status of authorized (approved) exporter; conducts, in accordance with the legislation, documentary checks of compliance with the requirements of the legislation on customs matters, including timeliness, reliability, completeness of accrual and payment in full of customs payments, and cross-checks; applies to taxpayers statutory penalties (financial) sanctions for violation of customs legislation and legislation on other issues, the control of which is entrusted to the State Customs Service, other sanctions and restrictions on trade with individual countries in accordance with international instruments;

- organizes and carries out accounting, storage, assessment of seized, accepted for storage, placed in the customs regime of refusal in favor of the state of goods, as well as goods that were found (found) during customs control in customs control zones and / or in transport means crossing the customs border of Ukraine and the owner of which is unknown, and their disposal; carries out in the manner prescribed by law, activities related to the storage of: narcotic drugs, psychotropic substances and precursors seized, as well as detected (found) during customs control in customs control zones and / or in vehicles crossing the customs border of Ukraine; and orders seized, accepted for storage, placed under the customs regime of refusal in favor of the state, as well as detected (found) during customs control in customs control zones and / or in vehicles crossing the customs border of Ukraine and the owner of which is unknown, military , hunting firearms, pneumatic and melee weapons, ammunition for weapons, means of self-defense, charged with tear gas and irritants, as well as conducts these activities with other goods that require special permits and / or licenses;

- organizes and carries out proceedings in cases of violation of customs rules, monitors compliance with the law during proceedings in cases of violation of customs rules; interacts and exchanges information with state bodies, customs, and other bodies of foreign states, international organizations in accordance with the law "[10];

5. Forms of control activities - customs control and other control measures;

6. Normative and legal support of activity: Constitution of Ukraine and relevant decisions of the Constitutional Court, Customs Code of Ukraine, Tax Code of Ukraine, Budget Code of Ukraine, Code of Administrative Offenses, Criminal Code of Ukraine, Presidential Decrees, Cabinet Resolutions, Orders of the Ministry of Finance of Ukraine, etc.

The State Treasury Service of Ukraine acts as an indirect subject of state financial and control activities, as, according to the relevant regulatory and legal support, its tasks include [13]: "... implementation of state policy in the areas of treasury servicing of budget funds, customer funds in accordance with the legislation, accounting for budget execution; submission of proposals to the Minister of Finance to ensure the formation of state policy in these areas. " However, certain financial and control powers under the State Treasury Service are enshrined in the entire Budget Code of Ukraine and other regulations: in particular, it is about the registration and accounting of obligations of managers and recipients of budget funds [13-18]. Therefore, the consideration of the State Treasury Service of Ukraine as a relevant institution of state financial control is legitimate.

Working out the institutional principles of state financial and control activities in the focus of combating economic crime in the format of the State Treasury Service of Ukraine [3, 13], we note the following basic already known structural provisions:

1. Purpose - prevention and detection of economic crimes within the mechanism of treasury servicing of budgets for the purpose of their suspension or final termination;

2. Functions - control, protective, informational;

3. Tasks - carrying out high-quality independent professional competent treasury control measures within the treasury system of budget service; assistance in detecting and further preventing the facts of economic abuse and criminal actions within the process of treasury servicing of budgets in order to protect the interests of the state; providing reliable and timely information to the relevant authorities;

4. Powers: "exercises control over: accounting of revenues and expenditures of the state and local budgets, preparation and submission of financial and budgetary reports by managers and recipients of budget funds; budgetary powers when crediting budget revenues; compliance of budget managers' estimates with budget schedule indicators; compliance of the budget commitments made by the managers of budget funds with the relevant budget allocation, the passport of the budget program; compliance of payments with the budget commitment and the corresponding budget allocation; compliance with the rules for transactions with budget funds in foreign currency; compliance with the procedure for conducting lotteries using electronic systems for accepting payment for participation in the lottery in real-time; compliance by managers and recipients of budget funds, other clients with the requirements of the legislation in the field of procurement in terms of the availability of documents by reviewing them in the electronic procurement system"[13];

5. Forms of control activities - treasury control and other control measures;

6. Regulatory and legal support of the activity: the Constitution of Ukraine and relevant decisions of the Constitutional Court, the Budget Code of Ukraine, the Code of Ukraine on



Administrative Offenses, the Criminal Code of Ukraine, Presidential Decrees, Cabinet Resolutions, Orders of the Ministry of Finance of Ukraine, etc.

The last in the chronology of education is a specific subject of state financial control - the State Financial Monitoring Service, which: "implements state policy in the field of preventing and combating legalization (laundering) of proceeds from crime, terrorist financing and proliferation of weapons of mass destruction; submits to the Minister of Finance proposals for ensuring the formation of state policy in the field of preventing and combating legalization (laundering) of proceeds from crime, terrorist financing and financing the proliferation of weapons of mass destruction; collects, processes and analyzes (operational and strategic) information on financial transactions subject to financial monitoring, other financial transactions or information that may be related to the suspicion of legalization (laundering) of proceeds from crime or terrorist financing or financing the proliferation of weapons of mass destruction; ensures the functioning and development of a unified information system in the field of prevention and counteraction to legalization (laundering) of proceeds from crime, terrorist financing and financing of proliferation of weapons of mass destruction; conducts a national risk assessment; establishes cooperation, interaction and information exchange with state bodies, the National Bank, competent bodies of foreign states and international organizations in the field of prevention and counteraction to legalization (laundering) of proceeds from crime, financing of terrorism and financing of proliferation of weapons of mass destruction; provides in the prescribed manner the representation of Ukraine in international organizations to prevent and combat legalization (laundering) of proceeds from crime, terrorist financing and financing the proliferation of weapons of mass destruction.

The analysis of functional directions and features of activity of the State service of financial monitoring, has allowed to allocate such institutional bases of the state financial and control activity in a foreshortening of fight against economic crime in activity segment of the above-stated executive body:

1. Purpose - prevention and detection of economic crimes through the mechanism of financial monitoring in order to suspend or terminate them;
2. Functions - support, protective, analytical, information;
3. Tasks - ensuring the implementation of quality independent professional competent control measures by the subjects of primary financial monitoring; assistance in detecting and preventing the facts of economic abuse and criminal actions within various economic transactions in order to protect the interests of the state and strengthen its economic security; implementation of analytical mechanisms for processing information on financial transactions subject to financial monitoring and its generalization; providing credible timely information to the relevant authorities;
4. Powers:
 - "Analyzes the methods and financial schemes of proceeds of crime or the financing of terrorism or the financing of the proliferation of weapons of mass destruction; carries out typological research in the field of combating money laundering or terrorist financing or financing the proliferation of weapons of mass destruction; requires the subjects of primary financial monitoring to comply with the legislation governing relations in the field of preventing and combating money laundering, terrorist financing and financing the proliferation of weapons of mass destruction, and in case of violations of the law takes measures provided by law, and also informs the relevant subjects of state financial monitoring, which perform the functions of state

regulation and supervision of the subjects of primary financial monitoring; provides coordination of activities of state bodies in the field of prevention and counteraction to money laundering, terrorist financing and financing of proliferation of weapons of mass destruction;

- provides, in accordance with the legislation, information to the subjects of state financial monitoring to increase the effectiveness of supervision over the observance by the subjects of primary financial monitoring of the legislation on prevention and counteraction to legalization (laundering) of proceeds from crime, terrorist financing and proliferation; notifies the subject of primary financial monitoring after receiving information from courts or law enforcement agencies authorized to make decisions in accordance with the Criminal Procedure Code of Ukraine, to serve a written notice of suspicion of committing a criminal offense, to close criminal proceedings initiated by such sub ' the project received by the SCFM, as well as provides it with information on court decisions on such criminal proceedings with the simultaneous sending of a notification to the relevant subject of state financial monitoring;

- provides accounting: information on financial transactions that have become the object of financial monitoring; generalized materials and additional generalized materials provided to law enforcement or intelligence agencies, as well as procedural decisions made as a result of their consideration; information on the results of the pre-trial investigation and court decisions in criminal proceedings in which the provided generalized materials were used (are used), and on the number of persons who have committed or are suspected of committing criminal offenses, as well as persons convicted of crimes; information on confiscated assets and assets seized in criminal proceedings in which the provided generalized materials were used (are used), and on the number of persons in respect of whom the court decided to confiscate assets and whose assets were seized; sent and executed international requests for cooperation in the field of prevention and counteraction to legalization (laundering) of proceeds from crime, terrorist financing and financing of proliferation of weapons of mass destruction; subjects of primary financial monitoring;

- sends to officials, state bodies (except the National Bank), including law enforcement agencies, prosecutors and courts, local governments, state executive service bodies, enterprises, institutions, organizations requests for information in accordance with the law (including copies of documents) required to perform the tasks assigned to the SCFM; cooperates with executive bodies, the National Bank, other state bodies included in the system of prevention and counteraction to legalization (laundering) of proceeds from crime, or financing of terrorism or financing of proliferation of weapons of mass destruction; provides information to the subjects of primary financial monitoring of the list of persons connected with terrorist activities or subject to international sanctions, and publishes on the official website of the SCFM a list of states (jurisdictions) that do not follow or improperly implement the recommendations of international , intergovernmental organizations involved in the fight against money laundering or terrorist financing or the proliferation of weapons of mass destruction; submits, if there are sufficient grounds: to consider that the financial transaction or a set of related financial transactions may be related to the legalization (laundering) of proceeds from crime, or the financing of terrorism or the financing of the proliferation of weapons of mass destruction, to law enforcement and intelligence agencies relevant generalized materials (additional generalized materials) and receives from them information on the progress of their consideration; to suspect that the financial transaction or client is related to the commission of a socially dangerous act, defined by the Criminal Code of Ukraine as a crime not related to legalization (laundering) of proceeds from crime or terrorist



financing, information to the relevant law enforcement or intelligence agency as generalized materials or additional generalized materials; provides protection and storage of information received from the subjects of primary and state financial monitoring and other state bodies, relevant bodies of foreign states; provides interaction with the media and the public";

5. Forms of control activities - financial monitoring and other control measures;

6. Regulatory and legal support of the activity: the Constitution of Ukraine [15] and relevant decisions of the Constitutional Court, the Budget Code of Ukraine, the Code of Ukraine on Administrative Offenses, the Criminal Code of Ukraine, the Law of Ukraine "On Prevention and Counteraction to Money Laundering terrorism and financing the proliferation of weapons of mass destruction", Presidential Decrees, Resolutions of the Cabinet of Ministers, Orders of the Ministry of Finance of Ukraine, etc.

The presented institutional principles of activity of the corresponding institutes of the state financial and control activity in the context of the address inquiry concerning struggle against economic crimes allow to generate a matrix of institutionalization of actually financial control activity as the tool of struggle against economic crime (table 1).

Table 1. The matrix of institutionalization of financial control activities as a tool to combat economic crime

Elements	Characteristic
Goal	prevention and detection of economic crimes in the field of financial and property, tax and customs, budget relations in order to prevent and stop them
Subject	financial, property, tax, customs, budgetary relations
Objects	institutional units of sectors: financial corporations, non-financial corporations, general government, households, non-profit organizations
Subjects	The Accounting Chamber of Ukraine and relevant bodies within the competence of the Ministry of Finance of Ukraine: State Audit Office of Ukraine, State Tax Service of Ukraine, State Customs Service of Ukraine, State Treasury Service of Ukraine, State Financial Monitoring Service, subjects of primary financial monitoring
Principles	legality, objectivity, system, synergy, unity of goals, division of competencies, independence, systematicity, regularity, efficiency, effectiveness, mass and selectivity, socio-economic orientation, openness and publicity, planning, economy, scientificity, efficiency
Forms	state financial control and audit, tax control, customs control, treasury control, financial monitoring and other control measures
Functions	control, security, protective, analytical, informational
Task	ensuring and actually implementing high-quality independent professional competent control measures on the subject of activity in the context of certain objects; promoting the prevention and detection of economic abuses and criminal acts by the objects of activity in relation to the subject of the latter for the protection of the rights of the state, communal communities, legal entities, and individuals and strengthening the economic security of the state; implementation of analytical mechanisms for processing information on financial transactions to be studied in the process of financial control activities and its generalization; submission of timely and reliable information to the relevant, including law enforcement agencies, as well as its presentation to the public



<i>Norms</i>	Constitution of Ukraine and relevant decisions of the Constitutional Court, Budget Code of Ukraine, Code of Ukraine on Administrative Offenses, Criminal Code of Ukraine, Tax Code of Ukraine, Customs Code of Ukraine, Law of Ukraine “On the Accounting Chamber”, Law of Ukraine “On Basic Principles of Public Financial Control in Ukraine”, Law of Ukraine “On Prevention and Counteraction to Legalization (Laundering) of Proceeds from Crime, Financing of Terrorism and Financing of Proliferation of Weapons of Mass Destruction”, Presidential Decrees, Resolutions of the Cabinet of Ministers, Orders of the Ministry of Finance of Ukraine, etc.
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The presented elements of this matrix reflect the already identified and systematized institutional principles of each of its subjects and, at the same time, present the fundamental provisions of state financial control in the context of combating economic crimes as an institutional direction in the general mechanism of public administration. Building the institutional foundations of state financial and control activities in the context of combating economic crime is an important area of recovery not only of the economy of our society, but also its moral and spiritual sphere. The synergistic effect of such changes will ensure the achievement of real effective results in achieving the goals of sustainable development of Ukraine.

CONCLUSIONS

Thus, the directions of institutionalization of state financial control activity as a tool to combat economic crime are substantiated through: formation of appropriate definitions ("state financial control activity" - a type of state activity in the management of financial, property, tax, customs, budget relations, which aimed at ensuring control over the legality, correctness, timeliness of these relations, as well as prevention, detection and termination of violations, abuses and crimes in these areas; "institutionalization of public financial control" - the process of identifying relevant institutions, formalizing and systematizing fundamental provisions (object, purpose, principles, functions, tasks, forms, norms) of such activity of these institutes in particular and in general in the context of the corresponding focal request); identification and systematization of institutional bases for each of the selected institutions of such activities; generating a matrix of institutionalization of the actual state financial and control activities as a tool to combat economic crime, which includes the purpose, subject, objects, subjects, principles, functions, tasks, forms and norms.

This will contribute to the recovery not only of the economy of society, but also its moral and spiritual sphere, and the synergetic effect of such changes will ensure the achievement of real effective results in achieving Ukraine's goals of sustainable development.

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GEORGIAN PARADIGM OF PEACE

¹**Khonelidze Zurab**

¹Professor, Doctor of Political Sciences, Rector of Sokhumi State of University. E-mail: rector@sou.edu.ge, <https://orcid.org/0000-0002-4625-7632>

ABSTRACT

The author has no intention to surprise the readers or to impose on them (people are already tired of the extraordinary lifestyle) his original vision even if it is based on his inner belief. He wishes to awaken the readers, and in full observance of Western pragmatism, Eastern deference and traditions (to which everything is subject), to pull them out of the odd vagueness in which they have been so badly engrossed, to give them more confidence, and to predispose them (primarily the Abkhazian and Ossetian readers) to get familiar with this work. That, in our opinion, will be useful for the readers themselves, who are experiencing their own failures and are interested in a better future for their people.

Key words: Peace, Conflict, Georgia, Regional Cooperation, Caucasus, Geopolitical Space.

INTRODUCTION

For Georgia, the 30 years of unsystemic dismantling of the soviet system, and the nation's state-building course has turned out to be full of contradictions. On the outset of the post-soviet space transformation, like in several other countries, we too were betrayed by our political intuition, having not been able to escape the 'mines' planted by the empire – the imposed ethnopolitical conflicts in the first place, the tragic consequences of which still affect the Georgian state and society.

The author's interest towards the set of issues in question is not just a matter of demand of time, or a passion for politics. The analysis of the problems, accumulated for decades in Georgia, is urging us to recognize the inadmissibility of the existing status quo. The given is a temporarily divided, politically ill, and morally distressed national body whose future the author sees only in terms of organic integrity.

Although the 21st century has been dubbed as the age of ideas along with the change in the conceptual system of the world order, the indispensable in-depth research in Georgia, instead of pursuing the truth and replacing the old approaches with a new rectifying idea, has led to unjustified public confusion, conformism, and even worse- to the sad fact of impoverishment and victimization of the long-suffering Georgian nation. In fact, the Georgian state has been moving in the same groove for three decades, which is not compatible with national, state-oriented, cultural, civilizational, geoeconomic, and geopolitical interests, connected with the country's development.

Instead of dramatizing the problems, Georgians, who have not lagged behind anyone in intelligence, must admit that where there's a will, there's a way. The answers to those petty irrelevant questions like - What's wrong with us? What ill are we inflicted with? Is there a way out? Who is going to help us? - should be sought for not beyond us, somewhere in an unreachable profundity, but right here in our own selves, in our way of thinking, in a novel reconsideration of the role of this country, in an inevitable acquisition of the nation's additional

function, in the extant ineffectual system, in our society, our state, and in politics which we have turned into anti-politics.

The current unfavorable situation and the actual development of the Georgian state require getting rid of certain bad habits like distancing ourselves from the perpetuated fear of telling the truth, based on the irrefutability of the cause-and-effect law, thus escaping the accusation of treason, keeping in mind that the result is always compatible with the cause. We also have to acknowledge the fact that, from the very past up until now, any individual, having worked on a state level in Georgia, is more or less guilty of some wrong because the state of the country depended and depends on the appropriate usage of their political will, knowledge and vision. For instance, regardless of subjective or objective reasons.

None of the Georgian authorities:

- Have managed to objectively assess the ongoing processes in the world, to find a suitable natural-historical place of Georgia, compatible with its mission, to define the goal and separate it from the means, to take adequate steps towards meeting the demands of time, because they chose to place emphasis on wrong values, based on a distorted perception of both freedom and politics instead of consolidating the nation around the eternal idea of liberty and independence.

- Have identified the inherent confrontational forces of external factors, traditionally involved in the future fate of Georgia, have determined their real interests and motivating causes, have escaped the imminent threat of fatal verdict in 1993 and 2008, the ethnic cleansing of Georgians and the continuing Russian occupation, turned into an aggravated legacy, have become the patron of the integrated Georgian space, have grasped the truth that the existing given, including the territory of Georgia, is insufficient space for the interested countries and forces to act together and bring these interests in line with the interests of the Georgian state.

- Fearing to look directly at their own history and convincing themselves of their own lies and obsessed with revenge against the erstwhile authorities, have been able to fully understand the essence of the Georgian phenomenon (knowing oneself without intermediaries), limiting themselves to so called reforms instead of radically transforming the country, changing it only in form, which is a completely different task, and has a different technology, a totally different way of reasoning.

In general, most of the so-called elite, primarily the political elite:

- Is fake and has not been able to elevate itself to the level of our national essence; it is characterized by low-level political culture, self-interest-motivated alteration of party affiliations, defiance of judgment aptitude instead of adopting rational and critical thinking ability, contagious parasitic lifestyle, involving the entire country – this all being an impediment on the way of democratic development.

- Is inflicted with the virus of selfishness, being unable to liberate itself from the harmful influence of a few destructive politicians and small groups, affiliated with them, constantly bringing in a negative charge and false expectations, including the emergence of imminent danger; manages to polarize society, dividing it into two deficient parts – the elite and the rest.

- Is morally deprived, narrow-minded and boring, but immersed in their own ambitions, they often stubbornly continue preaching to society, wearing the mask of the state caretaker, need for personal gain, and most tragically, contribute to the aggravation of national resentment in the Georgian society.

Part of the Georgian society:



- Especially, the intelligent and educated one, distinguished by the token of national disposition, almost does not participate in the political processes, not even realizing that it is yielding the arena to the non-state-minded, unconscionable, irresponsible individuals, and in fact, to ignorance, dilettantism and conformism; it cannot fully utilize the lore, created by civilizations; it fails to transform the negative energy of the nation into a positive one, and to turn the already deficient vigor into a common national power instead of fighting the worst consequences;

- Instead of demanding a change of the political system and the implementation of institutional reform, it found itself in the old psychological captivity of the 'father-provider', who has become the idol of a centralized system. It could not reify the truth that the center of political power should not be formed only around a political figure, one person, an individual, even intertwined with the destiny of the nation and the country, regardless of their merits (Zviad Gamsakhurdia, Eduard Shevardnadze, Mikheil Saakashvili, Bidzina Ivanishvili), and the future of the state should not depend on them. Due to the personification of political systems, it could not separate itself from those morally and reputedly damaged selfish persons, unconscionable, irresponsible individuals, even systems that have exhausted their time on the Georgian political forefront;

- Is characterized by a nihilistic attitude towards the main problem of the country - conflict resolution, which is explicable not via disillusionment with the idea of Georgia's unity, but due to frustration towards the institutions, involved in conflict resolution and monitoring the peace process.

Finding a way out of a difficult but, mind it, not a deadlocked situation, requires a deep ideological breakthrough, strategic thinking (First and foremost, putting together our own way of thinking!) and philosophical changes that bring us back to the ideas and attitudes that make the foundation of the perennial universal values: freedom, justice, righteousness and a human belief in love. Such a faith, reinforced by intellectual arguments, together with a thorough understanding of the essence of the problem, will give rise to the necessary intellectual confidence, that is, an awareness based not on imitation of others and not on reliance on others, but only on an objective vision, including the following:

- Georgia is not and cannot be a locked autonomous system. The country, as a cohesive living organism and a spatial phenomenon, creates a political given, exists, is governed, and lives thanks to this space. It cannot accept the void, it is changeable, and is characterized by the properties of space: it is born, it grows and it dies;

- The functioning of the state, its well-being, the provision of stability, and the cessation of the process of emerging threats, including the emergence of separate spaces, prone to dying out (implied is the aboriginal population of Abkhazia and the so-called South Ossetia), must be sought in a change in the existing given in accordance with the rules of the political game;

- The definition of the country's goal and the formulation of its strategic action plan, compatible with the achievement of that goal, worldview, environmental conditions, time, and space, which will enable Georgia to maintain balance of the key policy regulators, their additional interest and the entire world order, to acquire the country's renovated (international) function, to substantiate the need for a unified space (including for the outside world), to restore or create a new full-fledged space-environment and to become the patron of Georgia, as an organically unified multiethnic state.

At the same time, as a precondition, we should concentrate on a topic that, taking into account the necessary internal and external factors, will be connected to the realization of the

nation's consolidating idea, which is Georgia's unity and freedom as its highest value –this happening within the country! And the mutual national and international stand, concerning the approach of the civilized world to the territorial integrity of the Georgian state within its internationally recognized borders–this taking place beyond the country! The topic that meets these criteria is a singular one, and it is connected with the settlement of the pseudo-ethno political conflict - the problem of Abkhazia (as well as the so-called South Ossetia). The topic which meets the pertinent criteria stays on the agenda of the reputable International institutions; the theme is singular and is associated with a lack of respect not just towards a plain sectoral economic development of one given country, but with a sense of disregard for the state, the national, and even the fundamental norms of international law, thus impairing the resolution of another pseudo-ethno political conflict of global significance, known as the conflict in Abkhazia (as well as in so-called South Ossetia).

It is a fact that the highly intellectual Georgian nation and the Georgian state are faced with a challenge: for ensuring unity, prosperity, and a secure, guaranteed future of Georgia, the primary task is the resolution of the so-called ethno-political conflicts. Using the way of pragmatic reasoning, the achievement of this goal demands the following:

I. Change the attitude towards the conflict in the country that has remained unresolved since 1993, changing first of all the governmental attitude

II. Recognize that the reason for procrastinating the conflict is not the lack of a prospect of settlement, but our blurred vision and the fact that we do not see the way and go in an unlikely direction;

III. Let's revive the topic of the conflict, which, if approached correctly, will not only exclude putting the country in a deadlock with additional difficulties, but on the contrary, will be rendered as a latent opportunity to break the existing deadlock, which will lead to a new path to transform Georgia into a full-fledged state.

It is exactly this idea, born of the inner need and the attempt of its realization that makes the present work 'The Georgian Paradigm of Peace', which carries not only a theoretical sense, but also a practical value (nothing is more practicable than a good theory). In fact, by way of following the political rules, it creates the possibility of making a profound change in our thinking in terms of peaceful coexistence with other nations and countries. This is also a chance to create a new and more desirable narrative, to change the existing given and, consequently, to alter the Georgian state, its fate, its future.

The work consists of two parts, issuing from one another. The first part is about a new direction in education policy –the University Diplomacy as a renovated mission of the university, a modern form of peace building, a new type of international relations and diplomacy. It makes it clear that:

- The way of resolution of the main problem of Georgia's sovereignty and unity - conflict - is peaceful and goes through universal values based on humanism: education, its highest peak - science, and the healthiest, most motivated and pragmatic part of society - the youth. Clearly, all three components come together and coexist peacefully only in a free university space. However, unfortunately, in modern conditions, the university, which along with its basic educational function is an indicator of the peace process, has not fully found an adequate place in relation to time, has failed to realize its historical responsibility;

- The idea of a university is in crisis, however, the university, as a universal model, due to its great possibilities, has the internal resources to prove its viability, and is able to fill the political



field of the peace strategy with more university resources, actively involve, and moreover, turn into the epicenter of the peace process. By the example of Georgia, we mean not the university in general, but the Sokhumi State University in particular – the ‘victim of politics’ that shares the fate of the country, the living organism that connects Abkhazia with the rest of Georgia. The university, issuing from its strategic importance (there are several "refugee universities" in the world with a similar fate) has the opportunity to simply bring into the academic space the theme in question and to unify the non-university community, to establish a scientific-humanistic dialogue with the parties of the conflict, first of all, with the government (as well as with the civil society, international organizations and "parties"), to determine the causes of the conflict and to provide for a real settlement of the problem instead of entering the conflict or using the nation's already deficient energy on fighting the consequences of the conflict.

- The realization of the goal required from the university not only the transformation, but also the emergence of qualitatively new knowledge - new life. This, in the form of an additional, non-university resource, led to the search for and merging with the second essential, as well as the only peaceful subject – diplomacy as the science of negotiation and the art of communication. The combination of two compatible qualities - university and diplomacy - has created a new paradigm: ‘from theory to action’, constructing not a classical or formal, but a completely new kind of international relations and diplomacy –the University Diplomacy as a creator of conflict-regulatory system (not just ethno-political or the indigenous conflicts) and not the servant, this being a distinctive uniqueness - a new original means of ensuring peace.

The second part of the book - "South Caucasus - Geopolitical Space (New Format of Regional Cooperation)", due to the topicality of the theme and the highly vital interests of the Georgian state and a number of other states, offers a reprint of the project "Georgia's Choice" (2013). We reaffirm and introduce Georgia's main geopolitical, geo-economic, and cultural-civilizational resource on the plane of integration processes, which, together with its own necessity and indispensability, will give the country an additional and more (more or less) acceptable function of the unifier of the region. At the same time, it will enable the settlement of the conflict, as well as the process of de-occupation and self-development of the region, depending not only on its own forces, but also on the support of the countries, whose backing is strategically important - the United States and EU.

Although the modern Caucasus is one solid region, it consists of two geopolitical "levels" - the political entity of the North Caucasus - a part of the Russian Federation, and the South Caucasus with three independent states: Georgia, Azerbaijan, and Armenia. However, speaking about the regional space, which in its own way is a synthesis of the Caucasian, Eastern, and Western phenomena, we should keep in mind only the South Caucasus where, not only in terms of geographical location and historical-political-cultural development, but also morphologically, the priority of the organizing center has long been given to Georgia. Thanks to Georgia, the South Caucasus has a natural-historical-genetic function of a clearly-cut role-player, who balances both spaces - West and East. As for the Caucasus - the cradle of world civilization, where Georgia belongs, is also a part of the history, called Caucasian unity. However, the fact is that the unity of the region has not been realized since ancient times.

Thus, Georgia, which has a future besides the past, instead of clinging the old idea, especially today, when even the Caucasian solidarity is unacceptable to the accountable foreign powers, first and foremost to the real ruler of the North Caucasus - Russia, and the instability of the South Caucasus is hidden danger for the North Caucasus, let us consider the Caucasus only as

a cultural-civilizational unity of Caucasian peoples, and the South Caucasus as a distinct single regional space consisting of sovereign states, which, without the formation of a global vector of development - the unified security system, dividing and confronting lines, will together stand before the main geopolitical centers, primarily the US, the EU and through them, Russian Federation and other players interested in the region.

It is certainly true that Georgia's advantage (which is not limited to geographical, the so-called "corridor" factor) is a significant and historic responsibility, and our future destiny goes beyond the boundaries of our country. We must understand that muting of international initiatives or the policy of a passive observer, refusal to participate in the process due to the involvement of the Russian Federation in the format, or Georgia's involvement in the so-called "reintegration" projects, similar to the Caucasus Platform, where the South Caucasus is not represented by the three equal parties - Georgia, Azerbaijan, Armenia, while US and the EU do not participate in the process as its leader, the Georgian state will limit its scope and lose its function as a religious, ethnic and cultural connector in the Caucasus -its unique geopolitical and geo-economic status.

The South Caucasus, where the idea of a regional policy is a winner, unless the already sounded so-called platform expands and is filled with players from our book (the United States, the EU and, in the case of a general agreement, China) should not be perceived as a Georgian-global reintegration project, since it will create a real threat, namely:

I. The unified ethno-cultural space of the region will be violated and the countries of the South Caucasus will be restricted to make free and independent choices (sovereignty);

II. Instead of the long awaited for de-occupation of the South Caucasus, we will promote the process of occupation and its legitimization;

III. Instead of integration, the process of separation of states will continue and we will witness the emergence of the new types of borders in the region in addition to the existing de jure and de facto borders.

Taking into account these and other factors, we hope that Georgians, who are not inferior to anyone in wisdom, at least this time, will take into account the past grave experience and our actions will be more thoughtful.

The publication of this work in a book format was prompted by several major circumstances:

First: The author does not represent any of the parties; neither has he expressed the interests of a politically oriented populist or revanchist groups. Despite his involvement in the most important processes in Georgia's recent history, he has not participated in the tragic events, related to Abkhazia and the so-called South Ossetia. Notwithstanding his futile attempts in the past, his motivation and goal remain unchanged - to assist the Georgian, Abkhaz and Ossetian communities, the authorities, the so-called political elite and the elite in general, in conceiving not only the familiar notion of homeland, for which we keep making unconscious sacrifices, but also the significance of a modern state, which can only be created by our unity and the Georgian diversity at large, which offers the opportunity to serve the homeland with conscious dedication.

Second: The peaceful settlement of the conflict has no alternative, but all our attempts to keep up peace and maintain the conflict resolution opportunity have unfortunately been unproductive in the past three decades. Today, when regional politics 'is winning' and the world strives for nationalism and regionalism, the tendency is manifested in the disintegration and unification of states (disintegration on the basis of rationality, unification on the basis of interests). Silence is equal to crime, and a new circumstance - the rector ship of a strategically



important university, as well as the presidency of the Georgian Academy of Education, '... as a debt and a burden, not as a position and honor'(the citation by Antimoz Iverieli) provide additional motivation: let us turn Sokhumi State University, problem solver - from the point of view of the fans, into a modern educational center and an example of a qualitative renewal of the peace process.

Third: To take our thoughts out of the university space and bring it to the public, and to move the discussion from the academic space to the judgment of the general public to make it a subject of public discussion.

To make the government and the society more active and purposeful in search for a way of peaceful settlement of the conflict and a new format of regional cooperation - an alternative discourse of peace. In fact, we should all "fight together like our heroic ancestors did to protect our share of Georgia in ourselves and around us. Today that war is your Didgori and your Basiani." (quoted from the Christmas Epistle by Catholicos of all Georgia Ilia the Second).

We think that the fact of Georgia's being a Paradigm of Peace has originated in a country (the identification of which should not raise questions, is not an accident. Georgia is not only associated with, but is an organic and integral part of Europe, moreover, one of its most important branches - the synthesis of the East, the West and the Caucasus proper, which forms the boundary between the two continents. In fact, it is the bearer of the elements of European and Asian civilizations, the worldview of the first civilization of mankind, which bequeathed to the world the principles of tolerance and humanism. The Georgian state is not a corridor, but a bridge, a junction of civilizations, histories, religions, traditions, global international activities, comprising economy, energy, transport, finances, trade, tourism, education, culture, technology transfer, logistics, international capital formation, etc.

CONCLUSIONS

The aim of the work, together with a brief historical excursus, is to review our non-standard vision and our firm statehood-oriented position, based on new knowledge. As a guide to the reader's judgment, let us put forward the following issues for discourse: how is the essence of university and diplomacy, the synergy of these two concepts (University Diplomacy) manifested in the emerging global space, and the importance of forming the South Caucasus (which is greater than the plain arithmetical sum of three). As a peace space, how it helps the expansion and the improvement of the stereotype of their behavior, deepening and developing both public and intercultural relations, changing the surrounding world for the better by using all the pragmatic good that the parties might provide to this end.

We strongly believe that the Georgian Paradigm of Peace has the potential to be a new (existing, unseen and still unused) effective mechanism for ensuring peace that will help the United States, Europe, and the international community in general, including the Russian Federation, become acquainted with Georgia, recognize the need of turning Georgia from a problematic into a predictable state and, through it, to restore spatial integrity, see the need for the formation of a regional security system and the realization of other additional interests.

The theoretical-methodological postulate (starting point) of our visions to promote the primary dream of mankind – peace by way of rejecting the time-consuming violence, and to this end create a "happy space-arena" of global, regional and national interests. It is not just a piece of bold optimism, but a reality that has historical, still viable roots and is based on:

- I. The idea of creating a new educational model with a renewed mission to prove the viability of the University;
- II. The parties to the conflict and every participating side, interested in resolving the conflict, as well as the logic of the development of modern trends and processes;
- III. The understanding of balanced interests of dominant forces, more substantial and effective involvement of the West, and the need for modernization of the role of the countries of the region, especially of Georgia's historically established role.

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INNOVATIVE APPROACHES TO THE PROCESS OF FORMATION AND IMPLEMENTATION OF STATE POLICY IN THE FIELD OF HEALTH

¹Krynychko Feliks

¹Candidate of the Department of Economic Security, Public Management and Administration, Zhytomyr Polytechnic State University. E-mail: felixkrinicko@gmail.com, <https://orcid.org/0000-0003-2378-3418>

ABSTRACT

The peculiarities of the concept of "public health" as the basis of social development are considered. The process of formation and implementation of public policy in general and in the field of public health, in particular, is studied. The views of scholars on the stages at which public policy is implemented are analyzed. An approach to the processes of formation and implementation of public policy in the field of public health is proposed. The structure of the problem of public policy in the field of public health is presented and its symptoms are described. The form and direction of interests of state policy stakeholders are studied.

Key words: public health, public policy, stakeholder, national interests, policy, approach.

INTRODUCTION

Public health is an extremely important part of the state and the relevant public administration. This is due to several reasons: first, the impact of public health on the economic development of the state; second, public health can exacerbate social conflict; third, public health characterizes various spheres of public life; fourth, the state of public health characterizes the observance of the constitutional human right to health. Accordingly, public policy should ensure all aspects of effective public health management, for the stability of economic development, ensuring social consensus. In addition, the implementation of effective public policy in the field of public health will characterize the role of public administration in guaranteeing the constitutional human right to life and health. "In general, public policy in any field is a response to the practical problems of understanding and controlling the complex nature of society. There is much controversy over the definition of "public policy". This is due to the multifaceted and multifaceted nature of the phenomenon. " Accordingly, the object of study is the actual features of public policy and the properties of public health.

The problem of human health has long gone beyond the medical-practical orientation and can't be considered out of connection with the negative trends of social development. The scale of the problem has reached the level when it is necessary to philosophically understand the issues of human health, consideration of this problem in the context of political, economic, sociocultural and other factors"[1, p. 257]. Accordingly, public policy in the field of public health is much broader than the health care system.

This significantly raises these issues, given that public health as an object of public administration and as a separate field of scientific knowledge was formed in Ukraine recently. Accordingly, the activities of scientific research on the development of public administration concerned the health care system itself, but the issue of public health itself goes beyond this system and concerns a much wider range of issues.

Analysis of recent researches and published papers. The issue of public policy development in the field of public health is little studied by domestic scientists, but has been widely considered by foreign scientists. Theoretical and methodological basis for the development of public policy in the field of public health are dissertation research on the problems of public administration of the health care system, in particular: Buravlov L.O., Bedryk I.O., Bilous I.V., Banchuk M.V., Bilynska M.M., Buhaitsov S.H., Vovk S.M., Vysotska T.Ye., Halatsan O.V., Dzhafarova D.M., Dudka V.V., Dub N.Ye., Zhylyka K.I., Karlash V.V., Kotliarevskiy Yu.O., Kravchenko Zh.D., Kryzyna N.P., Korolchuk O.L., Kovalenko T.Yu., Kuzminskiy P.Y., Kurylo T.M., Klymenko O.V., Leshchenko V.V., Liermontova Yu.O., Liakhovchenko L.A., Martyniuk O.I., Mokretsov S.Ye., Nadiuk Z.O., Parashchych I.M., Nadiuk Z.O., Parashchych I.M., Pitko Ya.M., Radysh Ya.F., Rynhach N.O., Rudyi V.M., Ustymchuk O.V., Torbas O.M., Shtohryn O.P., Shehedyn Ya.Yu., Shevchuk V.V., Filts Yu.O., Firsova O.D., Furtak I.I., Yurystovska N.Ya., Yarosh N.P. Proposals of scientists aimed at the development of the actual health care system, which is only one of the components of public policy aimed at ensuring public health.

Among foreign scholars, the issues of public policy in the field of public health were raised by: Aum S., Lee SYT, Shin Y., Ham J.C, Ueda K., Cordilha A.C., Dhrifi A., Behera D.K., Mohanty R.K., Dash U., Hunt D.J., Link C.R., Naim M., Ozuem W., Kim T.T.I., Bargain O., Aminjonov U., Allcott H., Boxell L., Conway J., Thaler M., Yang D., Leung T.Y., Sharma P., Adithipyangkul P., Hosie P., Nishita C., Fernandes R., Reichhardt M. and others. However, the proposals of scientists were more concerned with foreign countries, and the dependence of public health on social relations in society requires attention to this issue in the context of domestic realities.

Problem formulation. The purpose of this article is to identify innovative approaches to the process of forming and implementing public policy in the field of health care.

Presentation of the main research material. The 21st century has brought many new and difficult challenges to humanity. The political development of states has accelerated tremendously, the priorities of international relations have changed, and the norms and values of the political culture of citizens are being renewed. All these innovative processes pose new challenges to public policy, which requires basic research, scientific study, and adaptation to specific aspects of the political dynamics of specific countries.

These problems are especially acute in the context of the need to ensure a high level of public health in the post-Soviet countries and especially in Ukraine. "Currently, in many post-Soviet countries there is an actualization of political processes, democratic transformations are taking place and, as a result, the issue of public policy and its effectiveness is acute. It is through public policy as a sphere of relations between different social groups, classes, nations, and peoples that their common needs, living conditions, and involvement in power and the state are articulated. Of course, public policy must be implemented through legislation, because public policy is a guarantee of human rights and freedoms "[2]. "The actualization of the problem of social health is associated with a number of challenges posed to modern society. One of them is due to the global trend towards human self-determination, initiated by the modification of the socio-economic structure of society, ideas about the driving forces of history, and the development of humanistically oriented concepts and social practices. As a result, people on a qualitatively new basis began to influence public life, were able to act as an independent social



force, whose power largely depends on the level and degree of consciousness, the creativity of participants in the historical process. The influence of an individual in solving life's problems has sharply increased. He began to demonstrate fundamentally new features of behavior and lifestyle "[3].

"Effective management requires the development of a new social model of public health based on the principle: not social health is a problem for society, and the state of society - the cause of social ill-health. Thus, in the sociology of management, we can only talk about the social health of the population as the main life-supporting factor in the functioning and development of the social system and an integral indicator of the effectiveness of its management "[4 c, 109]. It is worth noting that public policy in the field of public health is much broader than public policy in the field of health care, as it includes much more in the field of public relations.

Modern realities of society development necessitate a change in the vectors of public policy development and the formation of new approaches to the goals and objectives of public administration. Today, public administration and public policy in any sphere of public life should be aimed not only at achieving certain strategic or current goals, or the formation of mechanisms for state regulation of public relations but should create social value. Public health can be considered a public value, because as noted by Naidanov B.N. "Care for the population, for all its groups and the creation of normal conditions for their full life - this is one of the main states and social tasks to which attention should be paid, instead of making unwise management decisions" [5, p. 109]

Domestic scientist O.P. Demianchuk believes that in order for public policy to be effective, it must comply with the following provisions:

"1) policy must be coherent, ie all components of one policy must be consistent with each other, forming a single organizational unit, a system, the development of which is determined by public policy. At the same time, various "actors" interact with each other in the process of implementing public policy, taking measures aimed at achieving the policy goal, in accordance with their own aspirations and interests;

2) policy should have a clear hierarchy, according to which the whole process of its implementation is carried out from top to bottom. Administrative decision-makers transfer them "down" for execution according to the established hierarchy of powers. In addition to policy administrations, this hierarchy should include executive, expert, and oversight bodies. Ideally, management actions at different levels should be coordinated and have clear feedback;

3) policy should have a full toolkit: a system of tools for the transfer of decisions, monitoring their implementation, adjusting plans and measures, attracting the necessary material and human resources, evaluation of policy implementation" [6, p. 32].

Accordingly, there is a need to change the conceptual provisions of public policy in strategically important areas that most clearly define social value. This area is public health as the basis of social development.

Public health today should be considered as a public good, which is formed by the health care system and other equally important areas of public administration (economy, industry, environment, and others). The value of public health today cannot be overestimated, despite existing methods of assessing the impact of public health on social development. It should be emphasized that the phenomenon of public health in public administration is manifested in diversity and interdisciplinary, which in turn requires the use of diverse mechanisms for the formation and implementation of public policy. As a result of the formation and implementation

of public policy in the field of public health, the system of public administration should create a special kind of public value, which is possibly provided the effective use of strategically important assets endowed by public authorities, namely:

- first asset: public financial resources, the effectiveness of which depends on the quality of the health care system, the formation of prevention programs, the formation of public opinion, the formation of a special attitude to a healthy lifestyle, and other aspects of public health;

- second asset: public trust, the level of which usually determines aspects of the effectiveness of initiated reforms. Thus, one of the barriers to health care reform has been the loss of public confidence and skepticism about public health care reform;

- third asset: the powers of public authorities delegated by the population. These powers include the function of regulating the activities of all, without exception, participants in public relations, who act as carriers of public health.

All three of these assets are particularly important in the formation and implementation of public policy in the field of public health, as a basis for ensuring social consensus in society. After all, this policy should transform not only the health care system but also all spheres of public relations. Domestic scholars believe that for "public health" the "patient" is society, so the goal of public health is the prevention of disease and disability, and the main tasks - assessment, policy development and provision, or, in other words, development, monitoring and correction concepts, strategies and tactics in the implementation of health policy in Ukraine. Public health diagnoses community health using the health sciences.

There is no single approach in the scientific literature to the process of formation and implementation of public policy in general and in the field of public health in particular. Accordingly, there is a need to clarify the stages of public policy in the field of public health, which take into account modern approaches to the methodology of public administration and the properties of public health as a multifaceted phenomenon.

Foreign scholars E. Young, L. Quinn believe that public policy provides for the following provisions:

- authorized actions of the authorities. Public policy is an action taken by a government body that has the legislative, political, and financial authority to do so;

- reaction to real-life needs or problems. The public policy seeks to respond to specific problems of society or social groups, such as citizens, non-governmental organizations (NGOs), or the authorities;

- focus on achieving the goal. The public policy seeks to achieve several defined goals in an attempt to address or address specific problems or needs in a particular society;

- course of action. Public policy is usually not a single decision, action, or reaction, but a carefully designed approach or strategy;

- the decision to do something or the decision to do nothing. A particular policy may lead to action in an attempt to solve the problem, or it may be based on the belief that the problem will be solved within the framework of the current policy, and therefore not lead to any action;

- carried out by one player or a group of players. The policy can be implemented by one government official or authority or by many players;

- justification of actions. The defined policy usually contains an explanation of the logic on which it is based;

- the decision is made. Public policy is a decision that has already been made, not an intention or promise [7, p. 5–6].



Domestic scientists Petrenko I., Smorhunov L.V., Dann V.N., Valevskiy O.I., Rebkalo V.A., Lohunova M.M., Lobanov V.V., believe that public policy, in general, is implemented by a set of the following stages:

The first stage (policy initiation) - definition and analysis of social problems, formation of goals and priorities of public policy; There are two types of social problems: those that are under the control of the government and are solved by it, and those that arise in society, but so far - out of political attention;

The second stage (policy formation) - the development of public policy, which involves the coordination of interests, goals, and means of achieving them;

The third stage (policy adoption) is the legitimization and financing of state policy, which provides for the consolidation of the developed policy in a number of decisions and programs;

The fourth stage (policy implementation) - implementation and monitoring of public policy, which provides a set of measures to implement decisions and programs;

The fifth stage (policy evaluation) - evaluation of public policy, aimed at verifying its effectiveness and quality, and regulation of public policy; the consequence of this stage may be either an adjustment or a waiver of the policy pursued.

Domestic scientists Yu.V. Kovbasiuk, K.O. Vashchenko, Yu.P. Surmin, and others [8, p. 23] believe that the formation and implementation of public policy involve the following stages:

- problem analysis;
- goals and objectives of public policy;
- programs, plans, and their evaluation;
- consultations and discussions;
- choice and identification;
- implementation and coordination
- monitoring and control.

Domestic researcher Palahniuk Yu.V. [9, p. 32] proposes to identify the following stages of formation and implementation of public policy:

- policy initiation;
- policymaking;
- policy adoption;
- policy implementation;
- policy evaluation.

Domestic scientist of state policy problems Grytsyshen D.O. [10] believes that the process of formation and implementation of public policy takes place in the following stages:

- identification and detection of symptoms of the problem in public life;
- identification of stakeholders and identification of their interests;
- substantiation of the content of criminal policy as a system and as a process;
- formation of the object-subject field of state policy;
- definition of the purpose and tasks of state policy;
- substantiation of directions of formation and realization of the state policy;
- identification of subjects of formation and implementation of state policy;
- definition of objects of state policy;
- establishing relationships with other types of public policy;
- substantiation of methods and principles of state policy;
- establishing mechanisms of state policy.

Given the presented approaches to the formation and implementation of public policy, we believe that in the case of public health should not apply the classical approaches. Therefore, we propose a modified approach to the processes of formation and implementation of public policy in the field of public health:

1. Identifying the symptoms of public health as a public policy problem;
2. Substantiation of material (financial), informational, social, and other interests of stakeholders;
3. Defining the goals and objectives of public policy in the field of public health;
4. Identification of directions of the state policy in the field of public health and spheres of public relations on which the state-administrative decisions extend and substantiation of objects of the state policy;
5. Defining the mechanism of interaction with other types of public policy;
6. Determining the directions of transformation of the functioning of the subjects of formation and implementation of state policy in the field of public health;
7. Defining methods of formation and implementation of public policy and mechanisms of public administration that allow them to implement;
8. Establishment of a mechanism for monitoring and control over the implementation of state policy in the field of public health.

Consider the features of each of these stages as a basis for the development of methodology for the formation and implementation of public policy in the field of health care.

In Figure 1 presents the structure of the problem of public policy in the field of public health and the characteristics of its symptoms.

The symptoms that determine the essence of the problem of public policy in the field of public health are as follows:

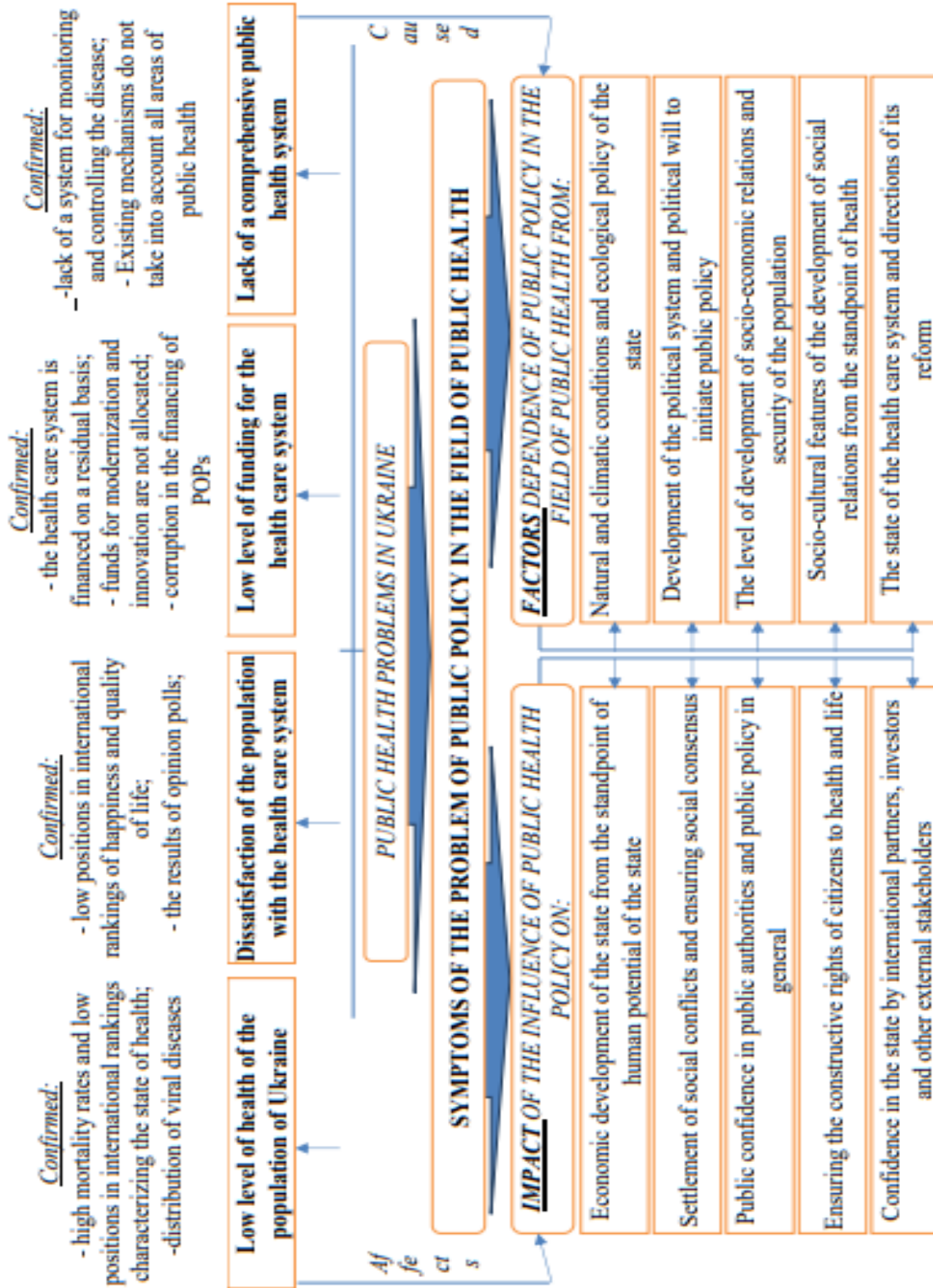
1. Public health problems in Ukraine. Our analysis of international ratings, static data on health status, and state and local budgets allowed us to identify the following public health problems in Ukraine, which are part of the formation of public policy in the study area:

- First, the low level of health of the population of Ukraine. The infant mortality rate in Eastern Europe (2016-19) shows that in Ukraine this index is the highest (8.4) among the nearest neighbors. A study of the state of health in the countries of the world according to the reports of the World Health Organization indicates the prevalence of viral diseases in Ukraine.

All this indicates the low level of public health in Ukraine, which is provoked by a combination of factors and the current health care system;

- Secondly, the dissatisfaction of the population with the health care system. According to the international ranking of quality of life among European countries, Ukraine ranks lowest, and the value of the index is 4.98 points. The minimum value of the happiness index among Eastern European countries during the study period (2016-2019) was recorded in Ukraine, as the level of happiness of residents is estimated at only about 4 points (4,096-4,561).

The results of sociological research indicate a high level of public dissatisfaction with public health policy, especially since this issue escalated in early 2020. Acute respiratory disease COVID-19 caused by coronavirus SARS-CoV-2, together with the crisis in the energy and raw materials markets (and thus - the global economy in general) has created an unprecedented situation in the world and Ukraine, which affects the sociopolitical mood of the population ». This identifies a public problem of public health, which requires its solution through the introduction of new approaches to public policy and the formation of innovative mechanisms;



- Third, the low level of funding for the health care system. The study of the current state of health care financing as a fundamental factor of public health indicates the following: first, the financing of the health care system is carried out on a residual basis and, accordingly, is not sufficient for quality health care (primary health care reform).

Assistance does not fully provide funding for all necessary services); secondly, funds for modernization and innovation are not allocated and as a result, it leads to the use of outdated technologies for prevention and treatment of the country's population; thirdly, a significant level of corruption in the health sector leads to public distrust of health care facilities, leads to self-medication, which in turn leads to a decrease in public health. This indicates the importance of the financial mechanism of public policy in the field of public health;

- Fourth, the lack of a comprehensive public health system. This problem is primarily due to the lack of a system for monitoring and controlling the disease.

This problem was exacerbated after the liquidation of the sanitary-epidemiological service and the cessation of training of relevant specialists in medical institutions of higher education. The current mechanisms do not take into account all areas of public health, but rather focus on the health care system, which is only a component of public policy in the study area.

2. The impact of public policy in the field of public health on public relations. Public policy in the field of public health determines its own level, and as a result has an impact on:

- economic development of the state from the standpoint of human potential of the state. The state of human resources affects the investment attractiveness of the state, the formation of labor potential of economic entities, which in turn determines the development of the real sector of the economy in the state;

- settlement of social conflicts and ensuring social consensus. The state of health of the population is determined by a set of factors, both natural and social, which in one way or another can be restrained by public policy in the field of public health. It is these factors that can be determinants of social conflicts in a society that exacerbates inequality;

- public confidence in public authorities and public policy in general. Public policy in the field of public health covers most areas of state influence (economic, environmental, security, information, health care, etc.), and this determines the level of public confidence in the subjects of formation and implementation of public policy;

- ensuring the constructive rights of citizens to health and life. The human right to health is guaranteed by the state and must be ensured by a set of mechanisms of state policy in the field of public health. Such mechanisms cover not only the health care system but also the spheres of public life;

- trust in the state by international partners, investors, and other external stakeholders. The effectiveness of public policy in the field of public health indicates that the state adheres to international agreements and the basic principles of democracy.

3. Dependence of public policy in the field of public health on the following factors:

- natural and climatic conditions and environmental policy of the state;

- development of the political system and political will to initiate public policy in the field of public health;

- the level of development of socio-economic relations and the provision of the population with resources for prevention and treatment;



- sociocultural features of the development of social relations from the standpoint of health. Attitudes towards health vary from national to national, so that the behavior of people in Europe differs significantly from the behavior of people in Asia, Africa, and the Middle East;
- the state of the health care system and directions for its reform. The medical reform initiated in Ukraine is aimed at improving the quality of medical services and, as a result, raising the level of public health.

The above problems of public health in Ukraine, the factors influencing public administration in this area, and its dependence on the components of social development, determine the symptoms of the problem of public policy in the field of public health.

The identification of symptoms of public health policy indicates a wide range of stakeholders in public administration and their diverse interests. This is due to the fact that public health is a determining factor in the quality of life of the population.

Syvak T.V. characterizing the quality of life of the population points to the following: The main idea of national social development should be to achieve a self-sufficient level of sociodynamic in society, awareness, and a realization that the full reproduction of human potential, society, in general, is an advantage not only of the state and government, but also of each citizen of Ukraine. Important interests of citizens, public associations, public authorities and local governments "[11, p. 164].

It is worth noting that public health is at the intersection of the interests of most participants in public relations, each of them pursues different goals. Certain groups of stakeholders are directly involved in the formation and implementation of public policy in the field of public health, in other areas, certain provisions of public policy. However, the main stakeholder is still society and the state as the bearer of national interests. It should be noted that the harmonization of stakeholder interests in the formation and implementation of public policy in the field of public health should always be in line with national interests, and national interests in the field should be aimed at full respect for the rights and freedoms of citizens.

The position of domestic scientists-researchers of the problems of public lobbying of R. Kobtsia S. Pansyria most fully characterizes the importance of identifying the interests of stakeholders and their involvement in the formation and implementation of public policy. "Politics, as a phenomenon associated with attempts to solve a problem that affects many people, has the ability to affect them differently. This influence is not always seen by people as "positive". And this is understandable because the minimum number of problems in any society at each stage of its development far exceeds the available opportunities (resources) to solve them. Definitely prefers to solve some problems; while the decision of others is postponed to the future or postponed altogether. In other words, there are always those groups of people whose urgent needs do not fall within the priorities of state / regional/municipal policy. In addition, any attempt to solve the problem is a violation of the current state of distribution of property, funds, powers, appointments, influences, etc. (status quo). And this, in turn, causes dissatisfaction with the plans for any changes on the part of those parties who are interested in maintaining their positions. So, there are social groups that win and those who lose from one policy or another. It is impossible to imagine a policy that "satisfies everyone." The current illusion in Ukrainian society that a "scientifically sound" policy should be pursued in the state is a clear indication of a misunderstanding of the main feature of the latter: politics is always a balance of interests. Lack of ability to balance interests is a sign of undemocratic (despotic, totalitarian or brutally authoritarian) power "[12, p. thirteen]. Therefore, the balance of interests of the participants of

public relations should be a red line at all stages of formation and implementation of public policy in the field of public health, which will result in effective and efficient public administration decisions.

"Policy analysis should be aimed at identifying stakeholders - all those persons (groups of persons) who are involved in the policy process (both in government and outside the government), all those affected by the existence of the problem and possible solutions. Related costs, output, and policy implications). These individuals are in a sense "shareholder" of the policy process because they have a "share" - they must be taken into account in the policy-making process "[8, p. 65]. "Any person or social group affected by a collective (social) problem that is considered in the field of public policy is potentially an actor in public policy. It can be one person (minister, deputy, mayor, head of Vodokanal, etc.), several people representing a department or department in the local state administration, a legal entity or a social group - schoolchildren, university graduates, drug addicts, unemployed retirees, etc. " [9, p. 166].

We believe that public policy stakeholders can have different forms and directions of interests, which can be grouped as follows:

- material (financial) interests. Types of interests of participants in public relations, which are associated with obtaining certain economic benefits, which may be manifested in: profits (income) or expenses of health care institutions, economic entities providing industries, economic entities operating in industries, affecting public health; income, expenses, and savings of the population; efficient use of state and local budget funds;

- social interests are manifested in the receipt of quality medical and preventive services, ensuring the reduction of factors affecting public health, ensuring quality monitoring and control over the health of the population. At the same time, any social measures should not limit the social activity of citizens;

- information interests. All participants in public relations should receive information about the state of public health and the procedure for implementing public policy in this area. In addition, public policy in the field of public health should provide an information mechanism that will raise public awareness of lifestyles and public health;

- national interests related to ensuring a high level of public health, observance of constitutional rights, preservation of the integrity, and economic independence of the state. In some cases, public policies in areas that affect public health may affect the national interests of other states;

- other interest groups that are manifested in related areas of public relations that are in one way or another influenced by public policy in the field of public health.

It should be noted that it is not possible to group stakeholders by types of interests, because most participants in public relations have intertwined interests. "Of great importance for understanding the interaction of people in the context of meeting their own needs and values through social interaction and influence on social processes, played the development of the concept of civil society, which from the late 18th and 19th centuries from theory gradually turns into a social reality. G.F. Hegel spoke of civil society as a system of connections and interests that ensures the free realization of each person's natural rights to life and dignified existence, family, freedom to do what does not harm others, property, equality before the law, i.e. the structure of society in terms of the interests of each of its members. The viability of this concept is ensured by the main points: meeting the needs of the individual through the general; the presence of freedom in this general mediation; justice that will guarantee freedom and protection of property;



protection of the interest of the individual and the general with the help of the police and corporations "[3].

Consider the features of the interests of the following stakeholders of public policy in the field of public health:

- a person - an individual from the standpoint of respect for his or her constitutional rights to health and life. Public policy in general and in the field of public health should be aimed both at ensuring national interests and be human-centered;

- population. If public health policy is targeted at people, public health is targeted at the general population. The state should provide not only access to medical services, but also preventive and informational measures to preserve the health of the population. The mechanisms of state policy in the economic and industrial spheres that affect the environment are becoming important. The social policy of the state and the preservation of the psychological health of the population are extremely important;

- health care facilities. The interests of security institutions are aimed at providing resources for the purpose of providing quality medical care. It is important in the state regulation of private medicine is to establish such requirements that would allow to implement a quality medical service and run a successful business. While public health facilities have a social mission, private ones pursue both social and economic goals;

- institutions of higher education of medical and non-medical profile. Higher education institutions form a social awareness of personal health, hygiene, and environmental impact. Significant importance is attached to higher education institutions from the standpoint of forming a conscious citizen, environmentally responsible;

- business entities of various sectors of the national economy. Public policy in the field of public health affects economic entities in various sectors of the national economy, as it establishes appropriate standards for human resource management, safety of life, environmental safety. Such norms affect the costs of the enterprise on the one hand, and on the other their observance determines the level of social responsibility of the business, which can be used as marketing strategies;

- central executive bodies formulate and implement policies in the field of public health and other related areas. This requires communication between different government agencies in the fields of health, ecology and natural resources, industry and energy, economics, culture and information, digitalization of education and science. Effective communication is a fundamental factor in resolving interests between the authorities on the one hand and the public on the other;

- local governments. Local governments are the subjects of formation and implementation of state policy, and therefore their interests are related to the task of forming effective mechanisms of socio-economic and stable development of the territory;

- international governmental and non-governmental organizations. The interests of international governmental and non-governmental organizations are more inherent in the purpose of their activities and constituent documents. Most international organizations address public health issues around the world in one way or another.

Thus, the interests of different groups of stakeholders are different in some cases they come into conflict. That is why public policy in the field of public health must be designed to harmonize them and address pressing issues. This identification of stakeholder interests determines the purpose and objectives of public policy, its directions and mechanisms to be developed. More detailed indications of the issue will be considered in further research.

CONCLUSIONS

Thus, we have substantiated the process of formation and implementation of public policy in the field of public health, which involves the following stages: 1. Identification of symptoms of public health as a public policy problem; 2. Substantiation of material (financial), informational, social, and other interests of stakeholders; 3. Defining the goals and objectives of public policy in the field of public health; 4. Identification of directions of the state policy in the field of public health and spheres of public relations on which the state-administrative decisions extend and substantiation of objects of the state policy; 5. Defining the mechanism of interaction with other types of public policy; 6. Determining the directions of transformation of the functioning of the subjects of formation and implementation of state policy in the field of public health; 7. Defining methods of formation and implementation of public policy and mechanisms of public administration that allow them to implement; 8. Establishment of a mechanism for monitoring and control over the implementation of state policy in the field of public health.

According to these stages, the symptoms of the state policy problem were identified, which are: 1) identified public health problems in Ukraine, low health of the population of Ukraine, public dissatisfaction with the health care system, low level of funding for the health care system (lack of a comprehensive public health system); 2) certain factors influencing public policy; 3) substantiated consequences of the state policy in the sphere of public health.

In general, this determines the direction of development of public policy and the development of mechanisms for its implementation. It is important to expand knowledge about the individual symptoms of public health policy and on their basis to identify key objectives, justify the directions and mechanisms of public policy. We believe that the proposed procedure most fully characterizes the sectoral features of public health and modern approaches to the formation and implementation of public policy.

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ESTABLISHMENT OF INFORMATION AND COMMUNICATION RELATIONS IN THE PUBLIC ADMINISTRATION OF THE HEALTHCARE SYSTEM

¹Krynychko Liliia, ²Vatanov Andrii

¹Ph.D. (Medical Sciences), candidate of the Department of Economic Security, Public Management and Administration, Zhytomyr Polytechnic State University. E-mail: krynychkoliliia@gmail.com, <https://orcid.org/0000-0002-2067-9925>

²Candidate of the Department of Economic Security, Public Management and Administration, Zhytomyr Polytechnic State University. E-mail: vatanovandrii@tutanota.com, <https://orcid.org/0000-0001-6653-0125>

ABSTRACT

The article identifies approaches to communication models and the formation of communication theory considers modern theories and communication models as a basis for the formation of public administration decisions in the health care system. Approaches to the essence of communications in public administration are described. The views of domestic and foreign scholars on the composition of communication functions in public administration are studied. Information flows in public administration are classified. Elements of the information and communication system of public administration in the field of health care have been studied. The levels of information and communication system of public administration of the health care system are analyzed.

Key words: information and communication relations, public administration, health care system, communication, communicative space, communicator, communicator.

INTRODUCTION

Modern conditions of society's transformation are transforming the system of public administration in such areas as health care. Transformations of public administration of the health care system bring to the fore new information and communication links, on which depends the effectiveness and efficiency of public administration decisions, which is especially important in the context of health care reform. "Communicative processes in public administration play an extremely important role in the process of preparation and decision-making because the use of information about the needs of the public and its attitudes towards the activities of public authorities is the key to the development of a democratic society." This actualizes the scientific search for the formation and establishment of information and communication links in public administration of the health care system, as the basis for the formation of methodological influence of the subject of management and the object and feedback as the basis for public policy transformation.

Analysis of recent researches and published papers. The issues of information and communication relations in the state management of the health care system were raised in the works of domestic and foreign scientists: H.O. Slabkyi, Yu.B. Yashchenko, L.V. Yashchenko, R.P. Knut, M.A. Znamenska, O.R. Sytenko, Ye.M. Kryvenko, D.O. Samofalov, O.V. Kopniak



N.M. Drahomyretska, K.S. Kandahura, A.V. Bukach, J. Graham, B. Amos, T. Plumptre, P. Kirk, I. Kickbusch, D. Gleicher and others.

Problem formulation. The purpose of this article is to study the information and communication links and their establishment in the public administration of the health care system.

Presentation of the main research material. In the conditions of dynamic development of globalization processes, socio-economic relations, digitalization of society, political systems, social institutions, the purpose of which is to establish social consensus, a new task arises: combining different types of social behavior of public relations in general. An important social institution that can provide social consensus in society is the state. "Many experts say that today the world is paying more attention to communication. It is believed that this is a new wave aimed at developing modern approaches to the practice of public communications. The main in understanding communications is the postulate that public administration is a specific type of specially constructed activity as a special type of social management activity. Accordingly, communicative activity has its own specific features and should be aimed at building strong social ties "[3, p. 14].

Through the system of public administration, it is possible to establish ties between all members of society, which will harmonize their sometimes diametrically opposed interests. This issue is particularly acute in the context of ensuring the constitutional human right to health. Accordingly, the system of public administration should be built in such a way as to ensure a high level of communication between all elements of the system. Domestic scientists N.M. Drahomyretska, K.S. Kandahura, A.V. Bukach notes: "Today is characterized by the great attention of many governments around the world to the communicative activities of public administration, as it solves a number of problems in building the relationship between state and society, government and the public. New approaches, methods, and practices of state communications are being developed. It is a communicative activity that is part of the activities of civil servants and contributes to building strong social ties "[3, p. 5].

"In the 1960s and 1970s, the dominant empirical paradigm in the United States underwent modifications. This was due to significant changes in the methodological framework: behaviorism has lost its influence, sociopsychological approaches have become less popular, researchers have increasingly turned to the sociocultural components of media influence. There is a separate disciplinary field of research - mass communication, to study the new discipline, special departments are created in universities, research centers, scientific publications "[14].

Masuda E. described communication as "economic category and the public good, which affects the development of all spheres of public life "[9]. We see ensuring public health as a particularly important sphere of public life as a factor in the development of the socio-economic system of society and ensuring social consensus. The health care system is at the intersection of different socio-economic interests of members of society, and therefore the government faces the task not only of state regulation of health services, but also the formation of a set of measures for its dynamic development that takes into account the transformation of social institutions. The effectiveness of public administration of the health care system will depend on the established system of information and communication links. Yes, communication today reaches a qualitatively new level in public administration. Domestic researcher of management problems

Masuda E. believes that “information flows provide direct and feedback to its generator, which has a positive effect on the effectiveness of management decisions. Data is perceived by the recipient as information in the case when in his "memory" laid the concepts and models that allow understanding the content of the information obtained "[12, p. 9].

Considering public administration as a system of direct and feedback is especially important from the standpoint of the influence of the subject of public administration on the object that can be represented by the public health of the population. In addition, in the conditions of a decorative society, the communication between public administration and civil society is significantly relevant, which may relate to the support of medical reform. Domestic researcher of functions and essence of communications in public administration Ye.V. Drachov points out that “communication between the government and the public is one of the most important components of the public administration system. One of its main functions is to ensure the legitimacy of the dissemination of messages in the information space, gaining public support and approval of management decisions. It is of great importance for the implementation of this function to establish an effective dialogue between the state and the public and gain the appropriate level of trust in the authorities "[2, p. 159].

In a similar position is P.Ya. Unhurian, noting that “State communication is one of the most important components of the system of public administration for sustainable development. One of its main functions is to ensure the legitimacy of the state policy of sustainable development, to obtain public support and approval of management decisions in this area. Establishing an effective dialogue between the state and the public and gaining the appropriate level of trust in the authorities is of great importance for the implementation of this function "[16, p. 112].

Mazur V.H. also points to the importance of communication in the democratization of society: “Communication is the basis of public administration and an important factor in the democratization of public life. In general, it can be defined as a process of information exchange that unites government agencies, local governments, and groups of the public; strengthens the necessary feedback between the administrative apparatus, management structures, society, individual communities and individuals "[10].

For the first time, the question of communication theory and the formation of its scientific paradigm was justified by a rebellious political scientist with the United States Harold Lasswell in 1948. In His point of view, the political scientist justified from the standpoint of a sequence of questions that determine the transmission of information, namely: who transmitted? What did you pass on? On which channel? Whom? With what result?

All these issues are relevant and especially important in the public administration of the health care system. After all, the actual result of such communication affects the public health of the population, and as a consequence on the set of socio-economic indicators of the state. Lasswell created a model of a unidirectional linear model of the communicative act. His scheme "who - what - through which channel - to whom - with what effect" provides a behaviorist reaction of the recipient and reflects the concept of mass society. The one to whom the influence is directed, is a passive and defenseless participant in the communicative act, igniting the recipient of information like a light bulb "[14].

The difficulty of studying communication and establishing information and communication links in public administration of the health care system is that communication is the subject of research in various fields of social sciences, namely: sociology, psychology,



political science, journalism, economics, and others. "The scientific picture of the world in the twentieth century was formed mainly by political science, sociology, culture, philosophy, psychology and economic theory. At the beginning of the XXI century, communication has firmly taken a key position in the research of these sciences. Interdisciplinary research allows you to create a contextual cognitive map of mass communication.

The study of communications by representatives of various sciences has identified diverse approaches to communication models and the formation of communication theory. Foreign researcher of theory and communication H.H. Pocheptsov notes that "the theory of communication is largely formed by various applied areas, where communicative influence plays a decisive role. Society has become more dependent on communication. In no century has so many disciplines developed related to the impact of man on man "[13].

It is worth noting that the role and importance of communications have significantly increased and transformed in the information society. In particular, the mechanisms of formation and implementation of public policy in all spheres and levels of public administration have been transformed. In the twentieth century. Communications increasingly began to enter the terminological apparatus and methodology of political science. The formation of the information society has significantly transformed political systems and, accordingly, the development of public policy and public administration decisions at various levels of government.

The theoretical basis of communications is important in the development of theoretical and methodological provisions of public administration of the health care system. "Communicative theory can be described in certain terms of a system of rules. It is noted that people make their choices in communication based on sociocultural contexts rather than grammatical forms. In this case, people are users of symbols that reflect the sociocultural life of a particular group. Human communication is structured, which influences the choice of individual relationships when building communication.

All these connections differ in methods, types of communication, and its evaluation in different sociocultural contexts. Communicative acts refer to the use of language for a specific activity. Language acts include commands, promises, wishes, warnings, threats, compliments, apologies, suggestions, gossip, quarrels, and so on. Language acts help to identify relevant contexts for activities. Each of the contexts forms interpersonal meanings. Participants in communication exchange verbal and nonverbal elements characteristic of their community and value system "[3 p. 7-8].

Analyzing the theoretical positions and place of communications in various social sciences, we can see a set of theories of communication, presented in the table. 1.

It is determined to be the theoretical basis for the formation of the information and communication system of public administration of the health care system. It should be emphasized that when developing information and communication links should take into account all types of communication theories, due to the following reasons:

- public administration is a component of the system that takes into account management decisions at the state level (central executive bodies) and the region (local governments), as well as at the level of management of a separate public authority and health care institution. This affects the need for the formation of a multilevel system of information and communication links;

Table 1. Modern theories and models of communication as a basis for the formation of public administration decisions in the health care system

THEORIES OF COMMUNICATIONS IN THE INFORMATION SOCIETY					
<i>Theory</i>	<i>Developers</i>		<i>Period</i>	<i>Characteristic</i>	
<i>Theory of mass society</i>	E. Burke, J. De Mestre, L. G. A. Bonald, K. Mannheim, E. Lederer, H. Arendt		Early twentieth century.	describes and explains as a pathology of society social and personal relations in terms of the growing role of the masses in history, considers the interaction of various social institutions, resulting in the media are integrated into them and thus influence the political decisions of the authorities	
<i>Critical theory</i>	M. Horkheimer, G. Marcuse, T. Adorno		30s of the twentieth century.	is a kind of neo-Marxist (mostly non-Marxist) approach to the analysis of social processes in society	
<i>The theory of hegemony of mass communication</i>	N. Pulantzas, L. Althusser		60-70s of the twentieth century.	a system of provisions that reveal the dominant role of mass communication in society due to their mass and ability to influence people both in direct and indirect, latent form	
<i>Theory of egalitarian mass communication</i>	J. D'Arcy		70s of the twentieth century.	proceeds from the postulate of providing equal access to all citizens the right to choose the channel of communication to obtain any of their interest	
<i>Culturological theory of communication</i>	H. McLuhan, A. Mole		60-70s of the twentieth century.	the mass media shape the character of society, and "mass culture" attaches to spiritual values	
MODERN MODELS OF COMMUNICATIONS IN SOCIETY					
<i>General models of communication</i>					
<i>Linear</i>		<i>Nonlinear</i>		<i>Multistage</i>	
K. Shannon, W. Weaver, D. Riley, M. White		T. Newcomb		П. Лазарсфельд, Р. Мертон, Э. Кац	
<i>Diffuse</i>		<i>Transaction</i>		<i>Spiral</i>	
E. Rogers		K. Barnlund		F. Dennis	
<i>Applied models of communication in various fields of social knowledge</i>					
<i>Mathematical</i>	<i>Cybernetic</i>	<i>Sociopsychological</i>	<i>Content analysis</i>	<i>Reconnaissance</i>	<i>Conflictological</i>
K. Shannon	N. Winner	T. Newcomb	O. Holsti	W. Plett	V. Yuri

Source: developed by the author based on [14], [9], [11]



- many subjects of public administration of the health care system determine the need to use different management functions and management decision-making tools, during which communication takes place between different entities. Thus, there are interpersonal communications (communication between individuals, such as the head and subordinate in a particular government agency or health care institution, between the doctor and the patient during the implementation of medical services); intersystem communications (communications between certain types of systems or subsystems, in particular between health care institutions and public administration bodies; between the economic system (financial system of the state) and the health care system); inter-institutional communications (communications between various social institutions, such as the state and society, society and business, people and the health care system, public authorities and the public); inter-entity (communications between different healthcare actors, eg between different healthcare facilities at the same level (eg primary care) and between different levels of healthcare)

- public administration in the health care system performs a set of social, economic, legal functions. Accordingly, in the formation of information and communication links should take into account the different types of communications, which are determined by their different theories;

- communications in the public administration of the health care system should provide communication between the actual subjects, the subject, and the object of management and public relations. After all, no public policy can bypass public opinion in order to build social consensus and avoid institutional conflicts that could affect the level of public health.

The presented theories and the well-founded place of communications in the public administration of the health care system indicate the diversity of approaches to its essence as a category of various social sciences, including the sciences of public administration. Variations of the scientific positioning of "communications" are devoted in a monographic study by V.V. Muravskoho [11], who identified the following approaches to understanding communications (Table 2).

Table 2. Approaches to understanding communications

Approach	Characteristic
Linguistics	The process of exchanging information between people
Philosophy	Semantic aspect of social interaction of people
Psychology	The process of transmitting informational and emotional content
Sociology	A means of socializing and uniting people
Marketing	A means of communication with buyers and market participants
Management	The method of proving management decisions and employee motivation
Informatics	Send a message (character set) from sender to recipient

Source: generated by the author based on [11]

All these approaches should be taken into account in the development of theoretical and methodological provisions and the practice of forming information and communication links in the public administration of the health care system. This is due to the fact that the health care system cannot be identified with only one area of public relations, and accordingly, the multi-vector manifestation requires a multifaceted application of communications.

Unhurian P. Ya. Offers the following approaches to the essence of communications in public administration:

- «1. Communication as the transfer of knowledge, ideas, information, etc.
2. Communication as understanding, ie it is seen as a process through which we understand others and try to be clear ourselves.
3. Communication as an influence, ie when a person with the help of symbols, signs tries to influence other people.
4. Communication is the creation of a community, the process when through the use of language, signs from individuals are the creation of human associations.
5. Communication is the interaction between people through symbols.
6. Communication as an exchange of meanings between people (it is possible to the extent that individuals have common aspirations and a relatively common cultural base).
7. Communication as a component of the social process, ie the act of communication is considered as a means through which group norms are expressed, public control is exercised, etc." [16, p. 111]

All these approaches to communications fully form the basis of the information and communication system of public administration in the field of health care. Accordingly, their establishment is the basis for the effective implementation of health care reform, which is aimed at improving the quality of health care and public health.

In the context of the development of communication theory N.M. Drahomyretska, K.S. Kandahura, A.V. Bukach the following approaches to their understanding:

"A theory dealing with the technology of transmitting information (using oral or written language, or through a computer) between people, people, and machines or machines and machines (where the main influence is exerted by telecommunications and informatization);

- field of knowledge concerning the principles and methods by which information is transmitted;

- theory, which is in the dialogical-dialectical field in accordance with two principles: the founding model of communication as a meta-model and theory as a meta discursive practice in society;

- ways to define communication and problems of communication in a certain field (rhetorical, semiotic, phenomenological, cybernetic, sociopsychological, sociocultural, etc.) "[3].

Quite a broad and meaningful approach to the essence of communications is contained in studies [13], [4]. Table 3 presents the results of the stigmatization of scientists' approaches to the essence of communications.

From this follows the functions of communication, the composition and structure of which differ in the works of scientists. This is primarily due to the fact that communication is the object of study of different social sciences and scientists pursue different goals, choosing different composition of research methods and the actual structure of the cognitive process. Thus, Vedernikov M.D., Volianska-Savchuk L.V., Dubilei Yu.A. [17] distinguish four functions of communication, namely: informative (transmission of true or false information); interactive (motivational) (organization of interaction between people, for example, to coordinate actions, distribute functions, influence the mood, beliefs, behavior of the interlocutor, using various forms of influence: suggestion, order, request, persuasion); perception of each other by communication partners and establishment of mutual understanding on this basis; expressive (excitation or change in the nature of emotional experiences).

**Table 3. Approaches to the essence of communications**

Direction	Characteristic
1. The traditional approach	
<i>Rhetoric</i>	the art of correct speech, the science of how to influence people with their speech
<i>Philosophy and logic</i>	sciences that made it possible to create models of real human communication
<i>Theory of argumentation</i>	science, which is, in fact, a branch of logic and teaches how to persuade people, to seek compelling arguments to prove their own opinion or to refute the opinion of the interlocutor
2. General theoretical approach	
<i>Theories of communication</i>	the science of theoretical concepts on general issues of human communication
<i>Theories of mass communication</i>	the science of the peculiarities of communication with the mass audience
<i>Semiotics</i>	the science of the symbolic aspect of communication, which considers the sign as a free combination of meaning (content) and form
<i>Theories of international communications</i>	science that considers such activities as government negotiations, translation as a means of international communication, management of international conflict situations
3. Applied approach	
<i>Psychoanalysis</i>	science that considers communicative processes as those that allow us to look into the subconscious, into that part of our psyche that is usually closed to others by individual censorship
<i>Business communication</i>	a science that studies the most rational ways to solve business problems
<i>Information theory</i>	applied mathematical science
<i>Theory of communicative exchanges</i>	the science of strategy and tactics of human behavior during the exchange of information
4. Physiological approach	
<i>Linguistics</i>	the science of speech, which explains language forms, and with their help communication takes place
<i>Semantics</i>	a science that studies the meaning of language units, because without the formalization of semantics, any computer modeling of human thinking and communication is impossible (computer linguistics, artificial intelligence is based on it)
<i>Sociolinguistics</i>	a science that explores the relationship between social and linguistic structures
<i>Psycholinguistics</i>	the science of the equivalents of new processes in the psyche
<i>Paralinguistics</i>	the science of the processes that accompany verbal communication, ie nonverbal communication
5. Psychological and sociological approach	
<i>Psychology</i>	the science of the behavior of an individual, group of people or people as a whole in accordance with the mentality
<i>Sociology</i>	science that studies the relations of social structures

Source: author's development based by [4]

Drachov Ye.V. [2] proposes to distinguish the following functions of communications in public administration: 1) information (is the main function, as the organization and management of information flows are built public relations (PR), advertising, etc.); 2) socializing (related to the social education of members of society, the formation or change of intensity and direction of social guidelines, values and values of the audience with which communication is carried out); 3) emotional-toning (consists in regulating the emotional level of the audience, stimulating its emotional reactions and is associated with the regulation of relationships between different individuals or segments of the audience, as well as the communicator with the same audience); 4) regulatory (is to prevent opportunities to manipulate and control the public consciousness through information messages, in fact, to exercise the function of social control over the content of the information space, clarification and comments on information messages that can be used to spread aggressive sentiments in society, calls to racial and other forms of discrimination, etc.); 5) scientific and cultural (performs the main educational and cognitive task - informing about the achievements of culture, art, education, science); 6) democratic function (is to use communication links between government and the public to exercise democracy, involve citizens in management decision-making processes, ensuring the implementation of laws in the development of both public administration and society as a whole). This list of communication functions in public administration should not be considered exhaustive, or fully consistent with the public administration of the health care system. We believe that certain functions do not correspond in content to certain levels of public administration of the health care system and do not fully take into account the management process.

Borysenko O.P. Chernokalova K.O. [1] believe that state communication performs the following functions: 1) conservative, aimed at preserving the status quo of the state system, which contributes to the stable existence of the social organism; 2) coordinating, designed to ensure the coordination of power influences of the subject of management in accordance with the parameters of the object of management, and their possible changes; 3) integrative, associated with the implementation of such public policy, which would take into account the interests of all elements of the social system, promote the development and adoption of agreed management decisions; 4) mobilization, aimed at ensuring the legitimacy of the current public order, gaining the support and approval of society regarding management decisions; 5) social, associated with the assimilation in the process of information exchange of sociopolitical norms, values and traditions of the state, increasing the level of political competence of citizens.

Domestic researcher H.V. Kyrychenko [7, p. 47] problems of functioning of public authorities in one of the works suggested structure and the maintenance of functions of the state communication (table 4).

Having studied the approaches of scientists to the composition of communication functions in public administration, we believe that the formation of a clear list is impossible, due to the dynamic development of public administration and the actual transformation of public relations, especially in health care. We believe that communication systems perform different functions at each level and direction of government. We agree with Ye.V. Drachovym that "to improve the communication system it is necessary to take into account the size and number of structural units at each hierarchical level of government, the degree of formal regulation of organizational relations. This provides opportunities for a rational distribution of powers, responsibilities and a significant reduction in the amount of information circulating in the management system "[2].



It is worth noting that communications can act as a separate management function and ensure the performance of others. An important functional component of communication is the information and reaction to it by the subjects of management and participants in the provision of medical services. Accordingly, the purpose of communication in the system of public administration is the movement of information between different actors in the health care system and stakeholders. This complicates information and communication links on the one hand, and on the other hand, allows the interests of various internal and external stakeholders to be taken into account when reforming the health care system. After all, as noted by domestic researchers: "the means of communication and information are an integral part of all processes that form a general idea of events and actors that publicly represent the interests of different groups" [6, p. 5].

Table 4. Functions of state communication according

Function	Content
Conservative	aimed at preserving the status quo of the state system, which contributes to the stable existence of the social organism
Coordinating	designed to ensure coordination of power influences of the subject of management in accordance with the parameters of the object of management and their possible changes
Mobilization	aimed at ensuring the legitimacy of the existing social order, gaining the support and approval of society for management decisions
Integrating	associated with the implementation of such public policy, which would take into account the interests of all elements of the social system, would promote the development and adoption of coordinated management decisions
Management	information in the state is realized in the following forms: as a source of power, as a factor in regulating political systems and processes, as a means of political governance, and as a product of the management process
Socializing	associated with the assimilation in the process of information exchange of sociopolitical norms, values, and traditions of the state, increasing the level of political competence of citizens

Source: author's development based to H.V. Kyrychenko [7, p. 47]

The basis for establishing communications in the public administration of the health care system is information flows. Classification of information flows in management systems of different levels, distinguished by domestic and foreign scientists, are presented in the table. 5.

The above determines that the information and communication system of public administration in the field of health care can contain different models of communication, which will be manifested both at a separate level of public administration or public administration and in its entire system. Communication and information and communication links are important in the public administration of the health care system because of the impact on quality, because their effective organization depends on public administration decisions that have social, economic and security significance for the state. Information and communication links in the public administration of the health care system are influenced by: socio-economic relations in society; type of political system and political relations in the state; legal system of the state.

Table 5. Classification of information flows in public administration

1. Regarding the state of the object			
ahead	synchronous	the following	
2. By thematic direction of the content			
monometatic		polythematic	
3. By specialization of use			
single-profile		multidisciplinary	
4. Regarding the system (or the sphere of circulation)			
intrasystem	intersystem	external	
5. In the direction of movement relative to the subject			
incoming		weekend	
6. According to the method of obtaining information from the external environment			
independent		indirect	
7. By hierarchical level			
single-level		multilevel	
8. Depending on the media			
documentary	electronic	oral	combined
9. By period of information data			
planned	current	retrospective	
10. By formality			
official		unofficial	
11. On the scale of action			
international	national	local	
12. By frequency of information movement			
discrete		regular	
13. According to the level of legislative regulation			
regulated		unregulated	
14. Belonging to the participants of information exchange			
direct		reverse	
15. By level of management			
vertical		horizontal	
16. For reliability			
reliable	risky	unreliable	
17. By degree of identification			
identified	partially identified	identified	
18. By frequency of occurrence			
disposable	periodic	permanent	
19. By structure			
simple		complex	

Source: author's development based on [5], [12]



Systemko O. R. notes that “The development of communication should cover the following aspects:

1. Strategic and systematic nature of communication in the field of public health, which is developed on the basis of understanding the perceptions and needs of different audiences.
2. Dissemination of information among different audiences in such formats and through such channels that are accessible, understandable, and easy to use.
3. Explain and defend the idea of the need to develop and implement a health policy and create a healthy environment in all sectors of public administration (the principle of taking into account the interests of health in all strategies and policies).
4. Training in communication in the field of public health and the development of the necessary human resources for this" [15, p. 50].

The above indicates that the information and communication system influences the formation and implementation of mechanisms of public administration of the health care system on the one hand, and on the other hand communication activities and information and communication system as a whole depend on the content and structure of public administration mechanisms. Considering public administration as a system in the classical sense of communication occurs from the standpoint of the subject's influence on the object, which in our case occurs through the mechanisms of public administration, as well as through feedback affecting the formation and implementation of public administration mechanisms in the future.

It should be noted that communication in public administration of the health care system is manifested in two meanings, namely: first, communication is a component of the formation and implementation of public administration decisions; second, communications are the object of public administration.

It should be noted that information and communication links can have different meanings, namely: material nature, information about the movement of economic (material) resources in the health care system; financial nature, information on the movement of financial resources in the health care system; general medical nature, information on the state of public health of the population; medical personnel character, information about the state of health of an individual patient.

It should be noted that the role of public administration as a regulator of information and communication system of public administration in the field of health care is important both from the standpoint of establishing this system and the interaction of its elements and from the standpoint of information security of the health care system as a whole and its individual subject in particular.

This affects the elements of the information and communication system of public administration in the field of health care, which means the following:

- communicative space - the space in which information and communication links take place (actually the health care system, natural and climatic conditions, and social relations that affect public health);
- the communicative process is the interaction between the subjects of the information and communication system of public administration of the health care system through the exchange of information that occurs using different communication channels;
- communicator - any of the parties to the communication process in public administration;

- a communicator is an initiator of communication links, as well as an entity that is a source of formation and transmission of information;
- recipient - an entity that acts as a receiver of information coming through the appropriate channel;
- communication channels are a set of means of communication between the subjects of communication and the source and consumer of information.
- communication barriers are factors that hinder the interaction between the communicator and the recipient in terms of perception of information, reception, and the process of its use for the implementation of public administration decisions;
- information verification is the verification of information and the establishment of its qualitative properties;
- protection of information and communication systems of public administration is a set of measures to restrict access to information and communication links and the impact of internal and external factors;
- information exchange is a bilateral or multilateral exchange of information between different participants in the public administration of the health care system;

These elements determine the processes of information exchange and on their basis the formation of public administration decisions and their delivery to the object. In general, when studying the information and communication system of public administration of the health care system, it is necessary to talk about its next levels and the role of public administration in their provision (Table 6).

These levels of information and communication links in the public administration of the security system determine the features of the elements of the information and communication system. Important in their implementation relies on the organizational and informational mechanisms of public administration. In further research, we will develop information models of information and communication links at each of the defined levels, as well as identifying features of the use of modern information and computer technologies in their implementation.

Table 6. Levels of the information and communication system of the state management of the health care system

Characteristic	Subjects
INTERINSTITUTIONAL LEVEL	
<i>In this case, feedback is traced, which characterizes the satisfaction of external stakeholders with the health care system based on their interests in determining areas for further development and reform of the health care system.</i>	
Interaction of public health management with external stakeholders on its modernization and development of the health care system	<ol style="list-style-type: none"> 1. Public administration bodies that form and implement state policy in the field of health care; 2. External stakeholders represented by professional organizations, law firms, consulting companies 3. The population of the country, whose opinion is expressed in various sociological studies; 4. Business entities



INTERSYSTEM LEVEL	
<i>In this case, we trace both the methodological action, ie the impact of the subject of public administration on the health care system through various mechanisms (financial, control, educational, innovative and others) and the feedback of the economic impact on the financing of the health care system , training and retraining of medical personnel, innovative development of medicine</i>	
Communications between certain types of systems or subsystems, in particular between health care facilities and public administration bodies; between the economic system (the financial system of the state) and the health care system	<ol style="list-style-type: none"> 1. Public administration bodies that form and implement state policy in the field of health care; 2. Public administration bodies that form and implement other types of public policy that affect the health care system (financial, economic, educational, scientific, innovative, antitrust); 3. Health care facilities of communal, state, private property; 4. Business entities
INTERSUBJECTIVE LEVEL	
<i>Administrative</i>	
<i>In this case, the methodological effect of the object on the object is traced through the implementation of the state management decision by the lower level of the organizational structure of the state management of the health care system. Feedback is determined through the reporting of lower levels of government to higher levels</i>	
Communications between different subjects of formation and implementation of state policy in the field of health care	<ol style="list-style-type: none"> 1. Bodies of the central executive power in the sphere of state management of the health care system; 2. Regional health departments; 3. Health care facilities of all levels of health care and forms of ownership
<i>Medical</i>	
<i>This level of communication is the object of public administration, namely the organizational mechanism that determines the organization of interaction between health care institutions</i>	
Communication between different health care providers, for example between different health care facilities at the same level (eg primary care) and between different levels of health care	<ol style="list-style-type: none"> 1. Health care facilities of all levels of health care and forms of ownership
INTERPERSONAL LEVEL	
<i>The interaction between the patient and the health care institution is determined by the state regulation of the order of realization of medical service at all levels of medical care.</i>	
Communication between individuals, such as a manager and a subordinate in a particular government agency or health care facility, between a doctor and a patient during the implementation of a medical service	<ol style="list-style-type: none"> 1. The patient 2. The doctor 3. Management of the health care institution 4. Other health care staff

CONCLUSIONS

Thus, the study substantiates a set of scientific provisions that determine the development of information and communication system of public administration of health care, in particular: substantiates the influence of modern theories and models of communication on the formation and development of theoretical and methodological provisions of public administration and established their place in the formation of public administration decisions. The need to define communications as a component of public administration in terms of implementation of public administration decisions and as components of the methodological impact of the object on the object and feedback is proved. It is determined that communications in the system of public administration can be a component of the formation and implementation of public administration decisions and the object of public administration itself. The structure of the information and communication system of public administration in the field of health care is substantiated, which has the following levels: interpersonal communications, intersystem communications, interinstitutional communications, intersubjective. The composition and content of the elements of the information and communication system of public administration of the health care system, which includes: communication space, communication process, communicator, communicator, recipient, communication channels, communication barriers, information verification, protection of information, and communication systems of the state management, information exchange. The above forms a new scientific knowledge about the expansion of the methodology of public administration of the health care system and transforms the system of its objects. The application of the provisions defined by us is the basis for the formation of new effective mechanisms of public administration.

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TERRORISM AND TERRORISM FINANCING AS A THREAT TO NATIONAL AND GLOBAL SECURITY: PUBLIC ADMINISTRATION ASPECTS

¹Lysak Serhii

¹Candidate of the Department of Economic Security, Public Management and Administration, Zhytomyr Polytechnic State University. E-mail: sergiylsask24@gmail.com, <https://orcid.org/0000-0001-7718-1207>

ABSTRACT

The article analyzes the concept of terrorism and identifies the reasons for the ambiguity and number of approaches to the essence of the term. The essence of the concept of "terrorism" is considered from different positions, namely: as a type of organized crime of sociopolitical nature, as a sociopolitical phenomenon, as a threat to national and global economies, as a result of social, political, economic and territorial conflicts. Subjective and objective causes and signs of terrorism are identified. An information model of terrorism as a threat to national and global security has been developed. The symptoms of the problem of preventing and counteracting the financing of terrorism and the consequences it causes have been studied. Peculiarities of public administration in the field of prevention and counteraction to terrorist financing are determined.

Key words: terrorism, threat, national security, counteraction to terrorism.

INTRODUCTION

Terrorism, being the most dangerous social phenomenon, covers most spheres of public life and is at the top of the agenda of the international political space and an important component of public administration. Countering terrorism is the basis for ensuring the national interests and security not only of an individual state but also of global security. "The level of terrorist threat in the world today is quite high. It affects both countries where armed conflicts continue (especially in the Middle East and Africa) and Western countries, which until recently were considered quite safe given the developed system of law enforcement and intelligence services. It is becoming increasingly difficult to counter this threat. International terrorism is a phenomenon that has no geographical borders and not only poses a danger to individual countries but also calls into question the stability of the international legal order and the ability to meet the challenges of international terrorist organizations and quasi-state entities claiming an independent role in international relations. » Accordingly, Ukraine cannot stay away from counter-terrorism issues, which are subject to a set of measures and ratification of a set of international treaties.

Analysis of recent researches and published papers. Theoretical provisions of public administration in the field of prevention and counteraction to terrorist financing were little considered in the works of domestic and foreign scientists, which is why the information basis of the study were the work of legal, economic, social and political areas: D.I. Aynov, V.F. Antypenko, J. Adams, Z. Andersona, R. Barrett, D. Bayman, A. Bobot, S. Boina, A. Borkhhrei, D. Branan, P. Beckett, L. Buenkamino, R. Vakulchuk, M. Vildansky, X Williamson, R. Ganaratny, M. Greenberg, A. Gukla, U.S. Gilmore, H.H. Hlushchenka, V.O. Hlushkov, Yu. Horbunov, A. Davis, N. Jamval, K. Johnson, V. P. Yemelianov, V.S. Zelenetskyi, A. Zakhari, V. Zubkov, T. Kermi, M.P. Kirieiev, S. Kieser, L. Cohen, V.S. Komissarov, T.T. Kovalchuka, V.V.



Krutov, M. Levita, M. Libsky, A.M. Lysenko, V.S. Lukianova, V.V. Maltsev, H.M. Minkovskyi, T. Melnyk, M. Maremonta, G. Miller, L. Napoleoni, L.V. Novikova, B. Ogga, H.V. Ovchynnykova, J. Probera, V. Petryshchev, N. Passas, D. Pchelkyn, V. Rozenau, V.P. Revin, E. Stepanova, Ye.L. Streltsov, M.V. Semykin, B. Hoffman, S. Hufbauer, J. Haminsky, OV Shamara, L.L. Napoleon and others. Scientists have made significant contributions to the development of theoretical provisions for preventing and combating terrorist financing, but the issues of public administration of monitoring, control, detection, prevention and counteraction to terrorist financing and identification of this category as an object of public administration have been ignored.

Problem formulation. The purpose of this article is to study the concept of terrorism and terrorist financing as a threat to national and global security from the standpoint of public administration.

Presentation of the main research material. The place of the state in the international arena, trust in it by international partners, international investors and domestic stakeholders actually depend on the effectiveness of counter-terrorism. However, terrorism as a process and a type of illegal activity require significant financial resources for the existence of terrorist organizations and the implementation of terrorist acts. This means that the financing of terrorism is a particularly important component of this social phenomenon, and therefore the importance of countering terrorism lies in the processes of preventing and combating the financing of terrorism as a type of economic crime. Legal, economic and political sciences have significant results in preventing and combating terrorist financing, but from the point of view of public administration this type of socially dangerous phenomenon is insufficiently studied, and given the threat to national security issues of theory, organization, and methodology of public administration Terrorist financing is significantly relevant in the context of hostilities and occupation of state territories in recent years. Given the lack of comprehensive research on this issue in all scientific specialties in the field of science of public administration, there is a need to substantiate the theoretical basis of public administration in the field.

The term "terrorism" comes from the Latin "terroro", which means "fear, horror". The very phenomenon of terrorism has been known to mankind since ancient times, and the first to engage in criminal activity in this vein was a terrorist group - the sect of Sekars, which operated in Palestine in 66-73 AD. An important aspect of the Sekar tactics was the commission of a criminal act at the epicenter of the "crush", which they defined as the "darkness of the crowd", where it was impossible to find out who carried out the criminal plan"[5].

Domestic researcher of terrorism problems Mokliak V.V. [6] in his work will see an analysis of the concept of terrorism, which was conducted by American scientists Alex Schmidt and Albert Jongman [11, p. 5-6].

- use of violence or force (83.5%);
- political motivation (65%);
- creating an atmosphere of fear and horror (51%);
- threat (47%);
- designed for psychological effect or expected reaction (41.5%);
- use of violence against some persons (innocent victims)

- or property for the purpose of coercing certain behavior of other persons (subjects of influence) (37.5%);
- purposeful, planned, systematic, organized activity (32%);
- combat method, strategy, tactics (30.5%);
- in violation of the adopted rules, without humanitarian restrictions (30%);
- coercion, extortion (28%);
- public character (21.5%);
- arbitrariness; impersonal, accidental, illegible (21%);
- civilians, civilians as victims (17.5%);
- intimidation (17%);
- innocence of victims (15.5%);
- group, movement, organization as a criminal (14%);
- symbolic aspect, demonstration to others (13.5%);
- unpredictability, unexpectedness of violence (9%);
- underground, hidden nature (9%).

A significant number of approaches to the essence of terrorism is due to the reasons:

- first, in terrorism, terrorist activity is based on a set of diverse causes, which in turn determines the purpose of this type of socially dangerous activity, and, accordingly, approaches to the content of the concept and properties;

- secondly, the modern practice of terrorism has developed various ways of committing terrorist acts and the functioning of terrorist organizations, which in turn affects its properties as a concept of scientific research;

- thirdly, terrorism is based on various motives, which can be social, religious, economic, political, and others, which determines the content of terrorism as a social phenomenon, sociopolitical phenomenon, threat to national interests, economic threat, etc.;

- fourth, in fact, each approach to the essence can be based on a subjective meaning, namely the provisions that were the basis of the study laid down by scientists. Thus, terrorism is within the scientific interests of representatives of various social sciences, in particular: economics, philosophy, law, sociology, psychology, political science, security, and public administration. Accordingly, each study has its own purpose, subject, and object, according to which determine the set of scientific methods that will be used.

"Terrorism - a phenomenon that constantly accompanies humanity, is one of the most dangerous and difficult to predict modern phenomena, which are becoming more and more diverse in form and threatening scale. Terrorist acts cause mass casualties, strong psychological pressure on most people, lead to enmity between states, provoke wars, mistrust, and hatred between social and national groups. Recent events in the modern world indicate a rather threatening, rapidly progressing modification of this dangerous act. Political, religious, ethnic, and criminal groups commit terrorist acts or crimes of a terrorist nature almost daily, which are constantly reported in the media. Ensuring national security is one of the main responsibilities of state power. Therefore, having established the causes of the emergence and spread of terrorism, the state determines the directions of prevention and combating this dangerous phenomenon, which poses a direct threat to national security and the established order "[13, p. 460]. In the modern world, terrorism has become a threat not only to local territories or individual states but in the context of globalization, it becomes a threat to the world economic and political order. "In today's integrated world, the threat posed by international terrorism to any country, including



Ukraine, extends beyond national borders and becomes international. Studies of Ukraine's national security are closely connected with the development of globalization and integration in international processes and the identification of threats of a global nature." This is due to the fact that terrorist acts have a significant impact on such areas of economic development as an industry, tourism, transport infrastructure, insurance, and more. In addition, terrorism is important for the country's investment attractiveness and the functioning of financial services and securities markets. The issue of terrorism is especially acute in the context of the need to ensure the security of the population as a whole and the individual in particular. Thus, as a result of terrorist threats, the factor of uncertainty in the economy and politics increases, which in turn leads to a decrease in productivity and efficiency of social and economic development of society.

According to the State Financial Monitoring Service of Ukraine: "Terrorism is still a significant threat, as evidenced by recent terrorist attacks in many countries. The fight against terrorism has been identified as one of the UN's priorities. Particular attention is paid to identifying and effectively blocking terrorist financing channels. A similar position on counter-terrorism was expressed by the FATF following a plenary meeting held in June 2017 in Valencia, Spain (June 21-23), emphasizing the priority of the fight against terrorist financing. The importance of the fight against terrorism was emphasized by G20 leaders during the summit in July 2017. In a statement, they called on countries to eliminate all alternative sources of terrorist financing and to break the link between organized crime and terrorist organizations. The problem of separatism in the world is one of the most difficult, as it is directly related to the change of borders of existing and the formation of new states, and as of today - there are no universal approaches to its solution. The ongoing anti-terrorist operation on the territory of ORDLO encourages the intensification of measures to combat the financing of terrorism and separatism "[7, p. 7-8].

Important in the implementation of such funds relies on the system of public administration that ensures that the state performs the function of public security. It is through the system of public administration that it is possible to fully ensure the full range and complexity of tools to prevent and combat terrorist financing as a threat to national security, a type of economic crime, and a socially dangerous phenomenon.

The analytical report of the National Institute for Strategic Studies, prepared in 2017, identifies the following symptoms of the problem of preventing and combating terrorist financing, which is defined by the following consequences:

«1. The geography of terrorism is constantly expanding: in 2013, 88 countries were attacked by terrorist attacks, in 2014 (the worst in this sense) - terrorist attacks occurred in 95 countries, and in 2015 - in 941. According to joint research by the Institute of Economics and Peace and the University of Maryland (both USA), in 2016 the next Global Terrorism Index (GTI) was published, which measures the level of terrorist activity in the country by the number of incidents, deaths and injuries and the level of material damage. According to him, in 2015, only 34 countries were not affected by this phenomenon in their social and economic life, including Angola, Vietnam, Cuba, Lithuania, Latvia, Mongolia, Oman, Panama, Poland, North Korea, Romania, Slovakia, Slovenia, Singapore, Uruguay, etc.;

2. The number of victims of terrorist acts is increasing. According to the Global Terrorism Index, more than 170,000 people died in the world between 2000 and 2015 as a result of committing more than 70,000 terrorist acts. At the same time, almost every year there is a

tendency to increase these indicators: in 2000, 3,329 people died in terrorist attacks, and in 2014 - already 32,658 people (in 2015 - 29,376 people);

3. Relevant criminal activity and the fight against it cause significant financial losses and redistribution of state resources. The largest amount of material damage in all countries from terrorist acts was recorded in 2014 - more than 105.4 billion dollars. US dollars (in 2015 they amounted to 89.6 billion US dollars, and in 2000 - about 5.3 billion US dollars). This phenomenon also creates additional risks for international business, tourism, and transportation. The annual expenditure of the G20 states on defense against terrorism in 2014 was estimated at 117 billion dollars USA;

4. In addition to numerous casualties and destruction, the activities of terrorist organizations increase the feeling of insecurity and insecurity among the population. The situation can be remedied by the state demonstrating the results of the fight against terrorism and conducting appropriate explanatory work with the population. This requires national governments to find optimal and effective ways to counter-terrorism, expand the powers of special services and law enforcement agencies, and increase the relevant budget expenditures. At the same time, it is a matter of principle in democracies to achieve an optimal balance between the forced need of law enforcement agencies to violate the privacy of citizens and their obligation to respect human rights;

5. It should be noted that as a result of anti-terrorist and other measures taken at the international, regional and domestic levels, the activity of some terrorist organizations has significantly decreased;

6. The development of terrorism increases the influence on political processes. In today's world, certain organizations, armed groups, and individual citizens use the terrorist activity as a tactic to achieve various goals of a political, ideological, and other nature. Some states use the slogan "fight against terrorism", and some sponsor terrorism in other countries to achieve their own geopolitical, regional, and domestic goals;

7. Among the latest trends are the desire for terrorist organizations to use new technologies and expand their activity in cyberspace;

8. Another broad area of activity of international terrorist organizations in migration processes. The search for supporters among migrants, the recruitment of unemployed mercenaries, and the involvement of women and children continue to play an important role in the activities of these organizations.

9. In our opinion, the tendency to involve citizens of countries that are the targets of terrorist attacks in terrorist activities is more threatening.

10. Methods of terrorist financing are being improved.

11. According to international organizations, national governments, intelligence services, non-governmental organizations and independent experts, Islamist or jihadist organizations and groups currently pose the greatest terrorist threat in the world. Most terrorist acts are connected with the activity of such groups» [10, p. 5].

These causes increased attention to the problem of terrorism by scientists, politicians, economists, lawyers around the world because in the context of globalization, terrorism becomes a threat not only to the economy of individual countries but also to the global economy as a whole; and what is especially important for the existence of individual peoples and nationalities and the territorial integrity of states. This issue became relevant for Ukraine in 2014, in the form of separatism in the East.



The peculiarity of public administration in the field of preventing and combating the financing of terrorism is that the globalization process and democratization of society has led to the delegation of certain spheres of public life to transnational corporations, which today do not influence the policies of individual states on the one hand. Capital, economic and human resources. As a result of such delegation and the growing role of transnational corporations, the risk of empowerment and the influence of criminal groups, some of which carry out terrorist activities, increases. This in turn can lead to terrorist organizations having significant economic, human, and natural resources to carry out their activities, namely terrorist acts and the development and production of weapons of mass impression.

In the context of the development of the theory and methodology of public administration in the field of prevention and counteraction to terrorist financing, we propose to define it from the following positions:

- type of organized crime of sociopolitical nature. "Terrorism as a sociopolitical phenomenon is also becoming increasingly global. If until the 1990s the goals of terrorism were mainly to address local issues, such as putting pressure on Western countries to withdraw troops from the Islamic State, now terrorists seek political influence, popularity, and the spread of ideology. In the last decade, terrorism has become more and more like organized crime, setting economic goals in the form of profit from terrorist acts. Terrorist organizations have in fact become large international corporations with a developed structure and highly secretive training, have their networks in many countries around the world and enjoy significant public and private financial support "[12]. This means that terrorist organizations in modern conditions have significant financial resources. The financial condition of individual terrorists was the subject of a study by economist A. Krueger, who gives "a statistical analysis of the economic situation of known terrorists, from the minimum wage to the financial situation at the time of the attack, as well as their social status, origin, and education." He concludes that the information policy and social development of some countries may help to attract a significant number of potential terrorists in the near future and urges the public to pay attention to the coverage of acts of terror in the media and to involve young people in terrorism via the Internet. Features of the financial condition of the Islamic State are presented in the table. 1.

Table 1. Sources and approximate amounts of income of the Islamic State

<i>Sources of funding</i>	<i>Annual income, million dollars USA</i>
Sale of oil	309-600
Taxation and illegal trade	22-55
Kidnapping for ransom	20
State fees, fines and taxes	1000
Drug trafficking tax (from Afghanistan)	1000
Total annual income	2350-2680

Source: author's development based on [14]

- as a sociopolitical phenomenon, which consists in resolving through terrorist acts a number of social and political conflicts, which were initially local in nature, but with the development of globalization became a global problem. It is worth noting that the history of

terrorism as a sociopolitical phenomenon did not appear in the twentieth or twenty-first century, as the first terrorist acts took place in the nineteenth century. In particular, the first terrorist act of international importance is considered to be the assassination attempt on the Russian Emperor Alexander II, which took place in 1881. In addition, in 1894, French President Marie Francois Sadi Carnot, an Italian anarchist, was assassinated. In 1898, in the midst of a terrorist attack, the Prime Minister of Spain Antonio Canovas was killed, and in 1900 the King of Italy Umberto I. The first political victim of terrorism in the United States was William McKinley, who was assassinated in 1900. This points out that terrorism originated as a sociopolitical phenomenon, and was originally local in nature, and in today's conditions is a global sociopolitical problem.

- threat to national and global economies. The economic systems of both the state and the world are quite volatile to social, political, territorial, and legal problems in society. Any terrorist act affects economic relations and the possibility of their restoration in the future. "As a result of terrorist acts, the factor of uncertainty in the economy increases, labor productivity, and employment levels decrease, and stock market fluctuations occur. Terrorist acts, especially in the case of the use of nuclear or biological weapons, can provoke a global economic crisis "[12];

- as a result of social, political, economic, and territorial conflicts. Sukmanovska L.V. notes that "the geography of modern terrorism, unfortunately, tends to expand. One of the reasons for this is social contradictions and conflicts caused by property and social stratification. Thus, it becomes quite obvious that the bearers of destructive legal consciousness are often people who are dissatisfied with their socio-economic situation, and therefore they are more prone to illegal behavior "[13]. Neklesa A.I. AI believes that "we live in an era of transition from the existing global system of social order - the capitalist world economy - to another or other global systems. There is no doubt, however, that the transition period will be extremely difficult for those living in this time. This will be a period of aggravation and intensification of riots, which will be accompanied, according to many, by the destruction of customary values"[8, p. 35]. Thus, changes in socio-economic development lead to the fact that someone's interests may be fully satisfied, and someone's dissatisfaction at all or not in full, and depending on the nature of such interests, namely political, social, economic, territorial, will arise preconditions for terrorist threats.

Accordingly, each area of study of terrorism is determined by its causes and preconditions. In the scientific literature, the causes of terrorism in modern conditions are considered in different positions. Thus, Antypenko V.F. considers the cause of terrorism to be the conflict of economic contradictions, which he proposes to define as follows:

- first, they generate protest sentiments and correspondingly diverse intentions,
- secondly, a conflicting, unstable environment is in itself a condition that contributes to multiple growths of profits for large transnational capital, and especially for these forms of quasi-economy;
- third, the creation of a situation of instability and conflict in the regions is used to justify the economic and political inability of national regimes "[1].

Domestic researcher L.M. Sukmanovska proposes to distinguish between subjective and objective reasons (Table 2).

**Table 2. The causes of terrorism according to L.M. Sukmanovska**

Reason	Example
Objective reasons	
unresolved social, national, or religious problems that are significant for a particular social, national, religious, or another group, related to its self-esteem and self-perception, traditions, and customs	conflict in Nagorno Karabakh between Armenians and Azerbaijanis in the 1980s and 1990s in the USSR
war or military conflict, in which terrorist acts become part of hostilities	The Chechen war in the Russian Federation
the presence of countries or social, national, religious, or other groups that differ from their near and far neighbors by a high level of material well-being and culture and through their political, economic and military power or other opportunities to dictate their will to other countries or social groups	US relations with some countries around the world, such as Iraq
the existence, as a rule, of secret organizations, in particular religious, sectarian, which endow themselves with magical and messianic abilities, produce the only correct, in their opinion, the doctrine of salvation of mankind, radical improvement of his life, creation of common good, justice and prosperity or eternal salvation. soul	sect in Japan "AUM Shinrikyo"
unresolved economic and financial issues, declining living standards, a state of psychological discomfort, anxiety, and hopelessness, a heightened sense of social justice, insecurity	
weakness of state power, its institutions, and institutes, the inability of law enforcement agencies to detect and neutralize terrorists and those who prepare terrorist acts in time	
violation of human and civil rights and freedoms of representatives of a certain social, national or religious group, humiliating, contemptuous treatment of them, failure to take the necessary measures for their economic and spiritual development	
comparable availability of combat potential, etc.	
Subjective reasons	
the existence of recognized (perhaps partially justified or justified) power efforts by individuals (groups or organizations) (supporters of radical Islamic fundamentalism), social communities, when their efforts are contrary to social, religious, national, or other groups and norms of morality and law that interfere implementation of appropriate efforts	Osama bin Laden
supported, positive attitude to terrorists of their social environment, population, certain groups; strengthening the influence of informal norms that criminalize public relations, under which the law ceases to provide the necessary level of social protection of the population	
conscious choice of terrorist violence for mass propaganda of their efforts and the most effective	the policy of the Bolshevik government during the establishment of the socialist

weapon in the struggle for power with the opponent	system after the October coup of 1917, the activities of the Jewish extremist groups "Stern" and "Irrun" in the liberation struggle against the British protectorate in Palestine, and the conquest of political independence and recognition of the state of Israel
change the concepts of order and justice, the establishment of principles of conduct within which violence becomes a "legal" means of achieving political and other goals	trials of 1934–1954 in the USSR against "enemies of the people"; the dictatorship of black colonels in Greece, during which about 60,000 people were executed in the mid-1960s; more than 50 million people were killed during Mao Zedong's presidency in the 1970s; in the '80s in Chile under Pinochet
appeal to the spiritual heritage of political, religious, and other extremist organizations, in which the cult of power and weapons is considered a mandatory element of life and lifestyle	this happened in Nazi Germany during the reign of A. Hitler
self-awareness of national and religious communities as oppressed, deprived of rights and freedoms, a sense of the need to protect by any means	
creation of the image of the enemy, which becomes a unifying basis for people prone to extremist actions	
the desire to show another social, national, religious group their superiority and at the same time intimidate it, the destruction of historical, cultural, moral, humanistic values	

Mokliak V.V. [6] determines the reasons for the purpose of terrorist activity, in particular:

- change of government, the coming to power of certain political forces;
- separation of part of the territory of the state in order to create a new independent state or transition to another state, or to acquire the status of a very broad autonomy;
- overthrow of secular regimes in Islamic countries;
- cessation of hostilities;
- release of a certain category of persons serving sentences in places of imprisonment, etc

∴

Domestic scientists Konchakovska V.V. Kravchuk A.S. offer to identify the following causes of terrorism:

"- the existence of secret religious, sectarian organizations that aim to impose their ideas on others and consider only these ideas correct and deny any other provisions and postulates that are different or opposite;

- low level of security of the people, psychological impoverishment, and unresolved other financial issues in the state;

- coexistence with Third World countries, economically developed countries, and dictated by their latest rules. Moreover, the instructions of economically developed countries do not always correspond to the interests of the people or a certain group of persons of the state under their influence. By using terrorist acts, in this case, criminals have the opportunity to achieve the political goals that suit them;



- propaganda by criminals of the possibility of easy enrichment and reduction, thus, the level of authority of the law as a lever of influence on the criminal sphere "[3].

Iliuchenko V.A. [2] identifies the following causes of terrorism:

- global,
- International security in a global environment;
- National security;
- regional security;
- enterprise security;
- security of citizens.

Thus, the causes of terrorism and the activities of terrorist organizations are diverse and are at the intersection of interests of different participants in public relations. Thus, depending on the sphere of manifestation and purpose of terrorism, the reasons can be grouped: national; religious; political; economic; social; military.

All these types of reasons determine a certain type of unresolved social problem, the solution of which individuals and groups of people see only in terrorist attacks. Accordingly, the reasons determine the nature of terrorism, which form the basis of its classification.

Domestic scientist V. P. Yemelianov proposes to identify the following signs of terrorism:

- the generation of a real general danger caused by generally dangerous acts or their threat;

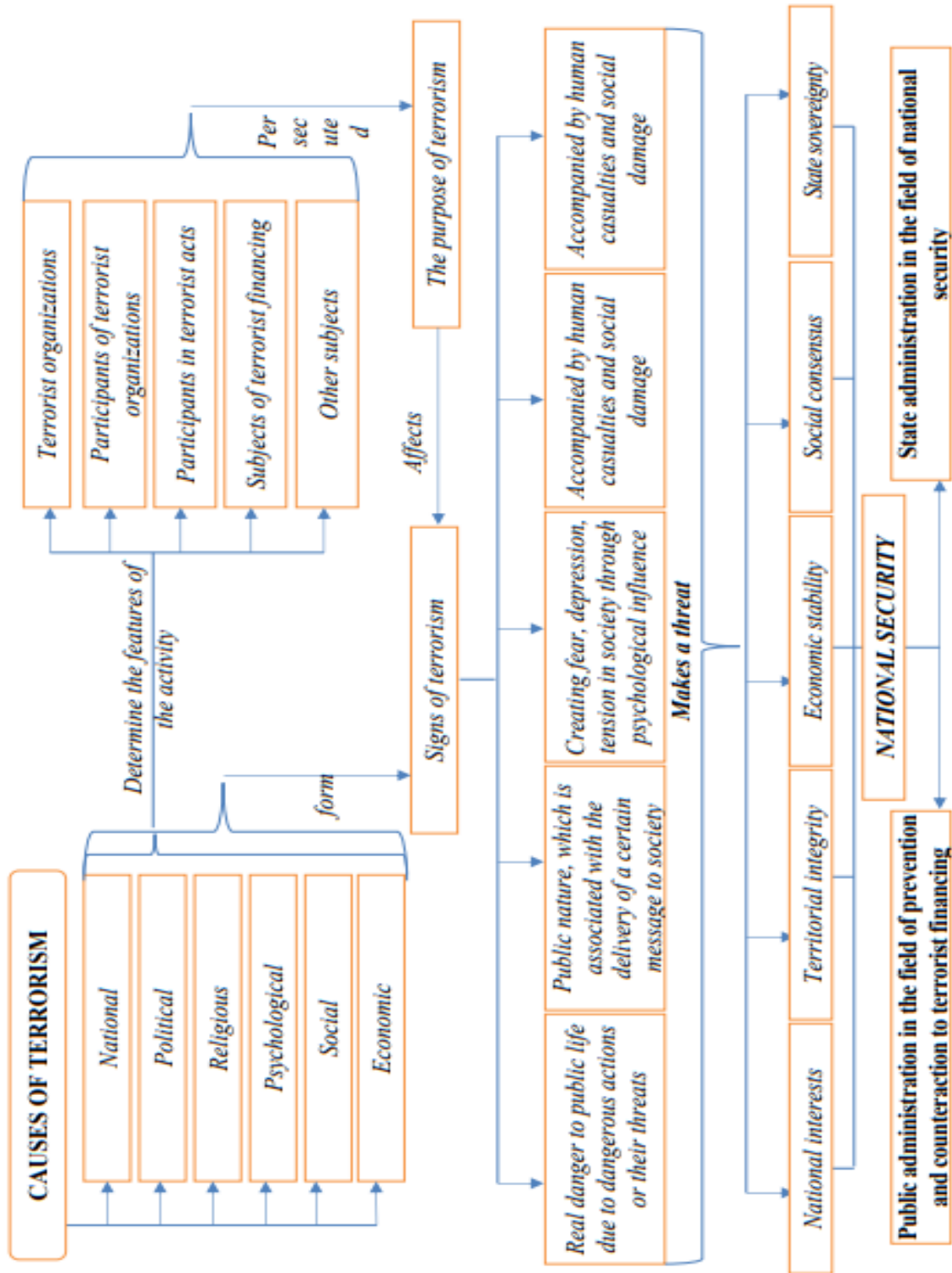
- public nature of terrorism;
- intentional creation of a state of fear, depression, tension;
- during a terrorist act, generally dangerous violence is used against some persons or property, and psychological influence is directed at others in order to incite certain behavior.

In general, agreeing with the proposal of the scientist, however, we consider it necessary to supplement this list with the following features:

- accompanied by significant human casualties;
- requires the involvement of significant amounts of financial, human, information and other resources.

In general, the above allows to form an information model of terrorism as a threat to national interests, which is the object of public administration (Figure 1) - Information model of terrorism as a threat to national and global security.

Accordingly, terrorism is an important component of threats to national security. Yes, a set of reasons that in connection with the social development of the state or certain territories lead to the emergence of terrorism and terrorist organizations. Actually, these reasons form the purpose of activity and specificity of the functioning of the terrorist organizations. After all, the goal is always based on a certain cause or problem, in some cases, it is economic, political, or social factors, and in others religious, which can be observed in the countries of the spread of Islam. According to the causes of terrorism, a number of scientists identify the classification criteria by which terrorism is grouped.





In fact, the purpose of terrorism, and the factors that determined its occurrence form its features, which include the following: first, the real danger to public life due to dangerous actions or their threats; secondly, the public nature, which is associated with conveying a certain message to society; third, the creation of fear, depression, the tension in society through psychological influence; fourth, it is accompanied by human casualties and social damage; fifth, it is accompanied by human casualties and social damage. These features determine the types of threats posed by terrorism to society, they include: threats to national interests; threats to territorial integrity; threats to economic stability; threats to social consensus; threats to state sovereignty.

All this determines that the fight against terrorism is an important task of the state and public administration. In this case, an important role belongs to the actual issue of preventing and combating the financing of terrorism, as a basis for the formation of sources of resources for the commission of terrorist acts. The system of public administration should cover all areas of countering the financing of terrorism, both at the level of formation of public consciousness and at the level of specific measures and actions to combat terrorist attacks.

This confirms the importance of forming innovative mechanisms of public administration in the field of preventing and combating the financing of terrorism as a threat to national security. "Terrorist organizations have in fact become large international corporations with a developed structure and highly secretive training, have their networks in many countries around the world, and enjoy serious public and private financial support in these conditions. As recent terrorist acts have shown, the capabilities of individual states are clearly insufficient to prevent the penetration of terrorists and their accomplices into the global financial system - for this, it is necessary to coordinate the actions of all countries "[9, p. 3-4].

CONCLUSIONS

Thus, the study revealed the features of terrorism as a threat to national security, which determines the specifics of public administration in the field of preventing and combating economic crime. The properties of terrorism in the context of forms of its manifestation are identified, namely as 1) a type of organized crime of sociopolitical nature; 2) sociopolitical phenomenon, which is to solve through; 3) threat to national and global economies; 4) the result of social, political, economic and territorial conflicts. Accordingly, the causes of terrorism were identified, grouped as follows: national, political, religious, psychological, social, and economic. It is established that the reasons determine the specifics of the activities of terrorist organizations, which in turn affects the sources of their funding. In general, this allowed us to identify the following signs of terrorism as a threat to national security: the real danger to public life due to dangerous actions or their threats; public nature, which is associated with conveying a certain message to society; creation of fear, oppression, the tension in society through psychological influence; accompanied by human casualties and social damage; accompanied by human casualties and social damage. This characterizes terrorism as a threat to national security in the context of the following components: national interests, territorial integrity, economic stability, social consensus, state sovereignty. In this context, it has been established that the prevention and combating of terrorism is a special object of public administration, which allows minimizing terrorist challenges to society.

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GLOBAL TRENDS OF THE STATE HUMAN RESOURCES POLICY IN THE FIELD OF HEALTHCARE

¹Malihon Yuliia

¹Candidate of the Department of Economic Security, Public Management and Administration, Zhytomyr Polytechnic State University. E-mail: yuliamalihon@gmail.com, <https://orcid.org/0000-0002-6577-167X>

ABSTRACT

The article identifies that one of the most pressing problems in the world's health care system is the shortage of highly qualified personnel. The distribution of medical workers by gender was carried out. The main problems in the staffing of health care in the world are analyzed. The level of provision of the country's health care system with medical personnel has been studied. The peculiarities of receiving medical education and the formation of medical personnel of some countries of the EU and the world are described. The TOP-20 the best medical universities and the cost of education in Germany, as well as the cost of education in leading American medical universities, were analyzed.

Key words: personnel policy, health care system, medical personnel, medical services.

INTRODUCTION

Development and implementation of modern personnel policy of foreign countries and in Ukraine in particular in all spheres of public activity require an effective personnel system, which includes a set of personnel institutions and organizational structures that carry out integrated management of personnel processes in order to achieve certain development priorities. Personnel policy as a social phenomenon, having a multilevel structure, is much broader in content than the state personnel policy, where the subject is the state, which can not solely take on the solution of all personnel problems. Personnel policy as a science reflects the patterns of development of objective personnel processes, connections, and relationships that give them a certain qualitative characteristic, determine the basic features and principles of personnel work. The formation of state personnel policy is a rather complex, controversial process. It can be effective if certain requirements are met, provided the consistent implementation of a number of scientific and methodological, legislative, political and organizational, and managerial measures.

Analysis of recent researches and published papers. Many scientific works of domestic and foreign scientists are devoted to the study of the problem of personnel policy as a complex social phenomenon. Among foreign scientists who have considered theoretical and methodological and applied aspects of human resource management in the health care system should be noted the following: J. Galbraith, G. Dessler, G. Mintzberg, T. Parsons, S. Robbins, G. Sidunova, F. Herzberg, G. Schmidt, R. Stolberg, T. Bossert, N. Dresh. However, the work of researchers who have studied the problems of management and personnel policy in health care does not always present a comprehensive vision of the modern concept of human resource management in the field, which confirms the relevance and significance of this problem.

Problem formulation. The purpose of this article is to study foreign trends in state personnel policy in the field of health care.



Presentation of the main research material. The positive experience of the effective functioning and development of the health care system of foreign countries convincingly proves that the greatest success in this direction is achieved by countries where the key role is given to personnel and personnel policy. According to the WHO definition, health workers should include people whose direct activities are aimed at maintaining and improving health, including health care professionals (doctors, nurses, laboratory technicians, and pharmacists), as well as administrative and support staff.

According to the WHO, the total number of health workers in the world is about 60 million. Nevertheless, the WHO has noted the existence of a staffing crisis in this area in recent years. The current problems of the health care system in the world are associated with a shortage of highly qualified personnel capable of providing primary care, a surplus of specialists with a rather narrow specialization, an imbalance in the number of doctors and nurses, excessive concentration of health workers in large cities and more.

According to world health statistics, progress in ensuring overall coverage of health services in the world should be viewed through the prism of two main indicators: the coverage index (designed to measure the coverage of individual basic health services on a scale of 0 up to 100) and the share of the population that pays "catastrophically high" medical costs from their own sources (to estimate the percentage of prevalence of "catastrophically high" health care costs). Thus, in general, the global index of service coverage increased from 45 in 2000 to 66 in 2017, with the largest increase was observed in countries with low incomes and below-average incomes, where the initial indicators in 2000 were the lowest. However, since 2010 the growth rate has slowed. Overall, in 2017, basic health services covered one-third to one-half of the world's population (approximately 33% to 49%). In addition, according to world health statistics, for every 10,000 population in more than 40% of countries, there are less than 10 doctors, in more than 55% of countries - less than 40 nursing and midwifery staff, in more than 68% of countries - less than 5 dentists and more than 65% of countries - less than 5 pharmacists [1].

Worldwide, the share of women in the structure of medical and nursing staff is over 76%, with the gender distribution largely dependent on the specialization of health professionals and the region. At the same time, women make up just over 40% of all doctors in the world, and their share in the structure of nursing staff sometimes reaches 90%.

Nursing is the largest category of health care workers, with 172 countries reportedly accounting for 59% of the total health care system in 172 countries.

Attention should also be paid to the age structure of nursing staff: the age of every sixth nursing staff member in the world is 55 years and older. It is obvious that such workers will soon retire and the shortage of nurses may develop.

In addition, the gender distribution of health workers suggests that women, while the majority of health workers are often under-represented at senior management.

Disparities in the structure of health care, for example in terms of age, gender, employment status, and pay, hamper the provision of health care. In healthcare systems that provide sound financial security, coverage of health services should not cause any financial difficulties for their users. According to the WHO, since 2000, the share of the world's population has been steadily rising at a catastrophically high cost to their own health. This state of affairs indicates that some categories of citizens have a choice: to spend money on their own health (diagnosis, prevention, treatment) or on a completely different field of activity. Thus, according to

the WHO, about 13% of the world's population spends more than 10% of their family budget on health care and almost 3% of the population - more than 25% of the budget [2].

Thus, WHO experts identify the following main problems in the provision of health care in the world:

1. Branched structure of human resources. Today in the world, the EU and Ukraine there is a large number and complex classification of health care positions. Thus, there are 53 specializations in the EU and as many as 123 medical specialties in Ukraine. Such an extensive system complicates both the process of analyzing the available human resources in the field of health care and the process of planning the needs of medical personnel with appropriate qualifications for the future.

2. Lack of staff. Despite the sufficient number of universities and a significant number of students in them, the issue of insufficient medical staff remains global. Yes, there is a shortage of more than 4 million people in the world of health care. In some countries of the world, especially in the African region, the number of health workers must be increased by 140% to overcome the personnel crisis. According to global statistics, there are only 13 doctors per 10,000 population in the world.

3. Imperfection of statistical personnel accounting. The lack of common approaches to the formalization of health statistics in the world makes it difficult to effectively plan, use and allocate health personnel. Existing shortcomings in the formation of statistical reporting and the use of analytical tools complicate the monitoring process at all levels from international to national and regional.

4. Uneven ratio of nurses and doctors. According to official WHO data, the optimal ratio of physician-paramedical staff is 1: 4. This is the optimal ratio of countries with a high level of health care, such as Canada and the United States. In the African continent, there is no more than one nurse per doctor. As we can see, the pronounced unevenness is manifested not only in the professional structure but also in the geographical distribution. In addition, according to experts, every year the uneven ratio of nurses and doctors will increase.

5. Territorial imbalance. Almost all countries in the world, without exception, suffer from the uneven geographical distribution of medical personnel. In most countries of the world, there is a tendency to a large concentration of health workers in cities and a small - in rural areas. This issue is especially relevant in countries with low incomes. This problem is the most difficult for most countries of the world and Ukraine in particular.

6. Staff mobility. Integration and globalization processes in the world are properly reflected in all spheres of human life. Healthcare is no exception. The global labor market is ready to accept highly qualified healthcare professionals while guaranteeing a number of social guarantees and a decent wage. According to WHO experts, international and domestic migration of medical personnel in the world has always existed, but in recent years it has intensified due to the published principles of the European Union on the possibility of free movement in accordance with modern requirements of the European labor market.

For Ukraine, staff mobility is a rather painful issue. Due to the non-compliance of medical workers' salaries with international and international standards, and in some cases even the minimum level of livelihood, qualified medical professionals are "looking for a better fate" in the labor markets of foreign countries. In turn, countries that suffer from a shortage of medical staff, in addition to high wages and social standards, offer more favorable conditions for the legalization of a diploma of higher medical education or simplified conditions for its notification.

1. Unsatisfactory material incentives and working conditions. The economic crisis has exacerbated an already unfavorable motivational component. In the world, the requirements for qualification and performance of medical duties are increasing, and wages are not rising in most countries, which reduces the motivation to work. Regarding working conditions, WHO experts believe that the atmosphere and conditions in which health workers work have a significant impact on their productivity and quality of work.

2. Lack of effective monitoring of the staffing of the medical industry. Different countries use different approaches to the classification of health professionals, which makes it impossible to conduct a comparative analysis between countries. In addition, some countries do not have standards for collecting data on human resources and there is a lack of information on the quality of education and training of health professionals, as well as their readiness for professional activity [3].

The main indicator of the country's health care system is the number of doctors per 100,000 population. So let's try to analyze it with the help of Figure 1., which shows the number of doctors per 100,000 population in 2018 in the world and in Ukraine.

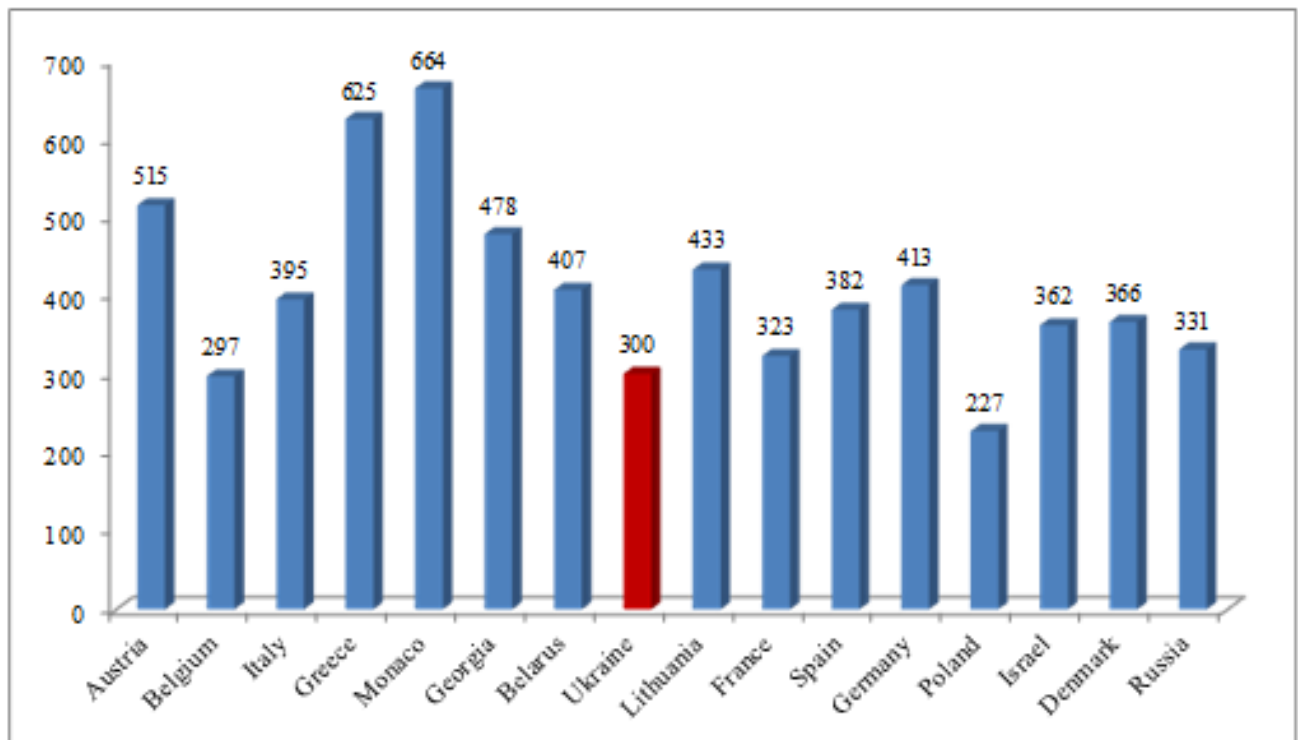


Figure 1. The number of doctors per 100,000 population in 2018 in the world and in Ukraine

As can be seen from Figure 1, in Ukraine the number of doctors per 100,000 population is 300, while in developed European countries this figure is sometimes twice as high in Ukraine and is in Germany - 413, in Austria - 515 and in Greece - 625, etc. The lowest rate is in African countries. For example, in Tanzania, the number of doctors per 100,000 population is 2, in Ethiopia - 3, in Papua New Guinea - 5, in Angola - 8, in the Congo - 11.

Analyzing the experience of foreign countries, it is necessary to focus on the state regulation of personnel policy in the field of health care through the prism of receiving education in medical institutions and the prestige of the medical profession in the EU and the world.

Obtaining higher medical education in the world is significantly different from similar in Ukraine. First of all, it is connected with the prestige and attitude to the qualification of a doctor in each country. Let's try to describe the features of medical education and the formation of medical personnel in some EU countries and the world.

Switzerland. Despite its small size, Switzerland is one of the leaders in European education and is very popular, including medical universities in Switzerland.

The tradition of receiving medical education in Switzerland was established in the XV century, simultaneously with the founding of the University of Basel, the oldest in the country. The medical profession is in great demand among Swiss citizens: according to statistics, it has the largest number of doctors in the world per capita. Doctors are highly respected in the country and the profession is considered to be perhaps the most prestigious, as the nation's health tasks are controlled at the state level. Many citizens first choose the identity of the doctor, and only then determine the clinic for treatment: that is why the personality, not just the level of education and qualifications of the specialist is crucial.

The process of studying in medical universities in Switzerland is quite long and difficult and includes 4 stages:

1. Basic level (4 semesters, obtaining a Demi-License)
2. Profile study of selected disciplines and areas (obtaining a bachelor's degree and obtaining a diploma)
3. Additional courses, practices, doctoral studies
4. Narrow medical specialization and obtaining a scientific degree.

It is interesting to note that Switzerland is the only EU country that does not officially publish the average annual salary of doctors.

Germany. The whole process of studying in a medical university is 6 years and includes three following stages:

1. Preclinical stage, lasting 2 years (four semesters), during which the basic basics of the medical field are studied: first aid and care of sick patients. At the end of this period, students undergo a short internship and take a state exam (Staatsexamen).
2. Clinical stage, lasting 3 years (six semesters). During this stage, students study subjects related to general pathology, methods of medical and laboratory examination, orthopedics, emergency medicine, pharmacology. This stage also ends with a state exam.
3. Year of practice and passing the final state exam.

Internships for medical students in Germany are carried out in three stages of 30 days. Practical activities are supervised by the current doctor, involving students in conferences and shifts in the provision of emergency medical care. Interns have the opportunity to practice in various fields of medicine.

TOP-20 the best medical universities in Germany and the cost of training are presented in the table. 1.

**Table 1. TOP-20 the best medical universities in Germany and the cost of education**

Rating	Name	Semester fee (euro)
1.	University Hospital Schleswig-Holstein, Lübeck	133,2 euro
2.	Rhineland-Westphalia Technical University of Aachen	257,17 euro
3.	University Clinic of the University of Heidelberg Ruprecht - Karl	126,5 euro
4.	Wilhelm University of Westphalia, Münster	271,37 euro
5.	Herdecke Private University, Witten	The cost of training per year – 1500\$
6.	University of Tübingen	133,50 euro
7.	Technical University of Munich - Isar Law Clinic	118,5 euro
8.	University of Ulm	166,5 euro
9.	Julius-Maximilian University of Würzburg	129,4 euro
10.	Karl Gustav Carus University Clinic in Dresden	266,3 euro
11.	Georg-August University of Gottingen	337 euro
12.	Ludwig-Maximilian University of Munich	128 euro
13.	Ruhr University, Bochum	250 euro
14.	Halle-Wittenberg Martin Luther	250 euro
15.	Saar University Clinic	250 euro
16.	Friedrich Wilhelm University of Bonn	286,81 euro
17.	Otto von Guericke University of Magdeburg	95 euro
18.	University of Mainz named after Johann Gutenberg	319,15 euro
19.	Kiel University named after Christian Albrecht	179 euro
20.	University of Duisburg-Essen	304,62 euro

Israel. In this country, only five universities can qualify as doctors. In order to practice physiotherapy or just become a nurse/nurse, you can graduate from college or even certain courses. But in order to receive higher medical education and qualify as a "doctor", you need to study at one of these universities:

- Technion;
- Ben-Gurion University;
- Branch of Bar-Ilan University;
- Tel Aviv University;
- Jewish University.

Thus, in Israel there are four possible alternative ways to get a job as a doctor:

1. It is necessary to pass six years of training and a year of internship in Israel.
2. To receive medical education in one of the universities of European countries from the established list, then to return to the country, to pass examinations to confirm the authenticity of the diploma, and to pass a one-year internship.

3. A fairly new method is to undergo a shortened four-year training if you already have an academic degree in certain fields (for example, in chemistry or biology).

4. To study half of the term (3 courses) abroad, and to complete the training to return to Israel, after which you must pass a year of internship.

The increasingly complex, global nature of health problems is the reason why they cannot always be solved by individual countries. This requires the unification and globalization of individual efforts.

EU health policy is gaining momentum. New models of public health activities are emerging. EU governments, regions, and cities are integrating a broader approach to public health into their policies, with particular emphasis on disease prevention, health promotion, and primary health care.

Timely and effective health interventions aimed at minimizing the possible direct and indirect effects of COVID-19, given its high mortality and life expectancy, are needed to effectively promote progress towards a longer and healthier lifestyle. Life, as well as for different age groups and especially for the elderly.

Austria. You can get medical education in Austria at three state medical universities, as well as at the medical faculty at the University of Linz. There are also universities of applied sciences (FH) and 3 private universities in the country.

Complete higher medical education in Austria involves studying for 12 semesters with the obligatory passing of written examinations at the end of each academic year. Medical universities in Austria aim to provide their graduates with basic education. During the five years of study, students study general medicine, and in the sixth year, they pass a qualifying exam and accordingly choose a specialization, starting a medical practice.

The minimum duration of training that allows you to obtain a certificate and qualification of a doctor is 6 years, and the average duration is about 7.5-8 years. The second part of the educational process is the acquisition of practical skills and abilities. The internship in the field of general practice lasts, as a rule, three years, and obtaining a certificate of a specialist in a narrow profile requires another three, ie only 6 years.

However, the medical profession in Austria is quite promising and financially attractive, so there are a large number of people wishing to obtain a higher medical education.

According to the Austrian National Statistics Service, the number of health professionals in Austria is 2.9 per thousand population, which is more than in Britain, but less than in Italy and Belgium.

A striking example of the realization of Austrian doctors' rights and the development of state personnel policy is the existence of the Austrian Medical Council, which is the representative body in the government. This organization is engaged in the formation of official amendments to laws and other regulations that affect the professional and social aspects of the lives of health professionals, as well as provides legal support to doctors and administers the internal pension fund.

France. The process of training doctors in France includes three main cycles: the first cycle, the second cycle, and residency.

The first cycle (PCEM "Premier Cycle d'études Médicales") lasts two years. According to the results of competitive selection in the form of an exam at the end of the first year of study, about 15-20% of freshmen go to the second year. The first two years are common for students studying medicine, pharmacy, dentistry, nursing, and psychokinetic therapy in the French medical education system.



The second cycle (DCEM "Deuxième Cycle des Etudes Médicales") lasts another four years. To advance to the third cycle, fourth-year students must successfully complete the second cycle and pass the theoretical course exams, approve all in-hospital internships, and participate in all required seminars. Passing the national exam provides access to one of the 11 specialties with the mandatory title.

The third cycle includes two main study programs: general medicine or other specialties, each of which leads to the Diplôme d'Études Spécialisées (DES: Diploma in Specialized Studies).

The internship in the field of the medicine lasts three years and includes hospital care, as well as a six-month internship with a practitioner. Internships in other specialties last from four to five years, depending on the specifics of the field.

After obtaining a diploma in specialized research, an additional specialized training program lasting twelve to eighteen months is possible, after which the physician can receive a Diplôme d'Études Spécialisées Complémentaires (DESC, Diploma in additional special research). DESC, combined with a short dissertation in medicine is the key to obtaining a national state diploma of Doctor of Medical Sciences (MD).

In France, doctors receive one of the highest salaries in Europe, which is about 149,000 US dollars. The medical profession in France is very popular and prestigious, and doctors themselves are highly respected [4].

USA. The medical profession in the United States always remains in the ranking of the highest-paid specialties, but studying in American medical schools is time-consuming and requires a lot of serious training and huge investments. Medical education in the United States is of high quality, and the standards of American medicine are recognized as one of the best in the world.

Higher medical education in the United States is multilevel. Before entering medical school at the university, you must obtain a Bachelor of Science or Bachelor of Arts degree. And only candidates with degrees from American or Canadian universities will be considered. Moreover, special emphasis on the bachelor's degree should be placed on obtaining academic credits in organic chemistry, biology and general chemistry.

The process of obtaining a doctor's qualification in the United States is as follows:

1. Bachelor with a degree in chemistry and biology - 4 years.
2. Pre-med is an optional step.
3. Passing the MCAT exam.
4. Medical school - 4 years (2 years of theoretical training and 2 years of clinical practice).

In the last year of study, a specific medical specialization is chosen. After graduating from medical school, the graduate receives the degree of M.D.

5. Residency - from 3 to 8 years, depending on the specialization. The shortest programs are in family medicine, and the longest programs are in neurosurgery. The residency in general surgery usually lasts 5 years.

6. Fellowship - lasts 1-2 years and often includes elements of research work. Usually, the student has time to pass practice in parallel with training in a residency. This stage is a prerequisite for a number of medical specialties (cardiac surgeons, cardiologists, oncologists, nephrologists, etc.).

7. Professional certification, which includes exams in the chosen medical specialization.

According to the portal Business Insider, the professions of anesthesiologist, surgeon, gynecologist, orthodontist, therapist, general practitioner, psychiatrist are among the highest paid

in the United States. The average annual income of such specialists is from 180 to 246 thousand US dollars [5].

The cost of training in leading American medical universities is presented in the table. 2.

Table 2. Cost of study at leading medical universities in the United States [5]

Rating	Name	Cost, US dollars
1	Harvard University	47500
2	Johns Hopkins University	51900
3	Stanford University	79000
4	University of California	40000
15	Cornell University	55125
36	Georgetown University	50900
60	University of Virginia	59000

Japan. It is a well-known fact that Japan is a world leader in the quality of medical services. According to the WHO, Japan is ahead of countries such as Germany, Israel, Switzerland, and others in medicine. This is evidenced by the highest life expectancy in Japan, which is 80 years for men and 86 for women. Japan's health care system is the most developed in the world.

The Japanese education system provides several options for obtaining a medical degree:

1. Basic vocational education. Term of study - 3 years. Training is carried out in medical colleges or schools, the graduates of which receive a diploma as a nurse. You can enter medical college after high school.

2. Nursing schools. The specialty is public health nurse or midwife. You can go to school after graduating from medical college. The nursing school requires an additional six-month course of special training.

3. Higher education that allows you to become a doctor. We are talking about university graduates - they can provide any medical services.

4. Two-year specialized school. This option is chosen by graduates of the 9th grade of a regular school, and after 2 years the graduate becomes a specialist and receives the profession of "nurse assistant". If desired, you can further improve your skills at a medical college.

Yes, the medical profession in Japan is quite prestigious and promising, and the monthly net salary of a doctor is 8,000 dollars (853,000 yen). A doctor in a public clinic receives a little less than in private medical institutions - about 6000-6500 dollars a month.

CONCLUSIONS

Thus, the analysis of global trends in the personnel policy of the health care system made it possible to identify the existing shortcomings and significant advantages of the world compared to Ukraine. In the future, in the Ukrainian reality, there may be effective changes in the direction of modernization and improvement of personnel policy of the health care system, taking into account the role of the state regulator and taking into account international experience.



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ANALYSIS OF MODERN FACTORS INFLUENCING THE DEVELOPMENT OF ANTI-CORRUPTION ACTIVITIES OF THE STATE

¹Naumchuk Kateryna

¹Postgraduate Student of the Department of Economic Security, Public Management and Administration, Zhytomyr Polytechnic State University, E-mail: katerinakravchuk95@gmail.com, <https://orcid.org/0000-0002-4195-5124>

ABSTRACT

For several years in a row, Ukraine has been on the path of active democratic transformations due to a significant number of complex political, economic, environmental, and regulatory changes. Most of the transformations are due to the unwillingness of civil society to put up with situations that hinder the gradual development of all spheres of activity.

Unfortunately, the leading positions are occupied by problems related to corruption in the public sector, which is one of the inhibiting factors in the implementation of state programs, reforms, and innovations. Their influence reduces the level of public confidence in the government, as well as contributes to the deterioration of the country's position at the level of international cooperation. Such actions lead to the development of crisis phenomena in sociopolitical and economic activities, reduces the level of national security and social protection of citizens.

The presence of crisis phenomena leads to the need to make changes in the functioning of the most necessary industries such as health care facilities, educational services, state-owned enterprises, and industry. The phenomenon of corruption has a negative impact on the country's competitiveness, on its ability to fully meet the needs of its own citizens, which creates distrust not only of ordinary citizens but also of entrepreneurs.

Based on this, identifying and preventing the influence of the main factors influencing the development of the anti-corruption policy of the state is quite relevant and important for solving the problems that have covered the activities of our country. In the course of the research, the approaches to understanding the essence of anti-corruption policy were generalized, measures were identified and priority areas for combating corruption were identified. It was found that the functioning of the process of democratic transformation in combating corruption contributes to the creation of a non-corrupt environment that promotes the progressive development of the country.

Key words: Corruption, corrupt activities, state anti-corruption policy, anti-corruption activities, public administration, public administration, public authorities.

INTRODUCTION

In Ukraine, corruption is still perceived by society as a complex social phenomenon that has become an integral part of everyday life. Its negative impact harms political, social, economic and other state institutions, threatens democracy, and harms national security.

The solution to this problem is possible by implementing in practice a set of anti-corruption measures that need to be implemented consistently. For effective implementation, it is necessary to clearly understand the peculiarities of the development of corruption and corruption risks, as well as to be able to assess the effectiveness of implemented measures. The measures



make it possible to correctly and clearly identify the causes and conditions of corruption risks of public administration that will meet the real needs of anti-corruption measures.

Given the data of sociological research, most of the mass protests that took place in Ukraine were caused by the existence of corruption in public authorities, whose actions affected the deterioration of the economic well-being of citizens.

According to the Gallup International Association's Global Corruption Barometer survey, 36% of all Ukrainians surveyed were willing to take to the streets to protest corruption. The rest of the respondents, namely 74%, were convinced of the corruption of state bodies, as well as the lack of practical action by the authorities in combating corruption abuses.

Thus, corruption is a factor that poses real threats to national security, the development of democracy and society, and the constitutional order of Ukraine. In general, corruption undermines the country's authority at the international level.

Problem formulation. Investigate the main factors that hinder the development and implementation of state anti-corruption policy.

Analysis of recent researches and published papers. Corruption is a problem that requires careful monitoring in various countries around the world. This scale is due to the generality of the problem, the solution of which requires an integrated approach. The analysis of scientific works involves the study of the best publications that have comprehensively approached the study of the phenomenon in the country, in particular: Andrienko M.V., Haiduk A.V., Datsii N.V., Dubenko S.D., Drahan I.O., Zakaliuk A.P., Serohin S.S., Shvets M.Ya. The works contain information that clearly identifies the problem of corruption in modern conditions, but issues related to the spread of corruption and problems that arise in the process of combating it are not given enough attention.

Thus, the selection of factors influencing the development of state anti-corruption policy and the introduction of mechanisms to prevent their influence is relevant.

The main task of the study is to analyze the current state of state anti-corruption policy, identify the main problems that exist, and solve problems that arise in the state.

The scientific novelty of the research.

- analysis of the current state of the fight against corruption, taking into account the main existing problems;

- development of proposals to prevent problems of anti-corruption policy development.

Presentation of the main research material. Modern conditions of sociopolitical transformation directly affect the activities of preventing and combating corruption, because in this case the phenomenon is perceived as a complex administrative-legal process, which is formalized by law and implemented through these rules to create a social environment that would prevent corruption in public administration.

It must be acknowledged that only recently has there been a state awareness of the problem regarding the existing system of combating total corruption, as its contempt is the defining condition that threatens national security. It has become obvious that the fight against total corruption, which has taken root in our state, cannot take place on the basis of primitive ideas. The existence of critical threats, the reaction to them, due to the penetration of corruption in all spheres of life.

Most countries around the world have long recognized corruption as a global problem. A clear example of an effective manifestation of the state anti-corruption policy in Denmark, New Zealand, Finland, Singapore, and Sweden, which occupy the 5 highest positions with 88, 87, 85, 85, 85 points, respectively [12].

For more than 10 years, Ukraine has joined the international anti-corruption community, but this has not brought the position closer to the leaders. The established legal framework did not work as required by law, as the principles of the rule of law were devalued. The formation of a positive image of Ukraine as a leading state has not taken place properly, mutually beneficial cooperation has remained at the basic level of development [3].

Thus, a number of measures of the state anti-corruption policy should be based on a systematic approach to solving the problem. The system approach allows to solve the existing tasks in the shortest possible time with minimal time and, as well as to assess previously resolved cases, the main task of which is to fight and combat corruption in the public sector.

As a result of the introduction of corruption into all spheres of human existence, the concepts of "development" and "reform" were identified only with distrust and skeptical remarks. Despite the emergence and implementation of Ukraine's anti-corruption strategy and actions to improve the legal framework, which contains the most important Criminal Procedure Code and a number of important laws of Ukraine "On Rules of Ethical Conduct", "On Administrative Services", changes to anti-corruption legislation, conflict of interest settlement - the state failed to build a comprehensive infrastructure to combat corruption [1].

However, the efforts made did not stop the development of corruption schemes in public administration, which lead to the devastating consequences of the socio-economic sphere and are manifested in:

- changes in the investment climate. Investors from different countries are willing to cooperate and pay for access to the domestic market of Ukraine, but the threat of bribery for the use of rights scares everyone around;
- changes in the amount of funding due to the theft of funds from the State budget. Such actions have ruined the business through a system of kickbacks and bribes because they are more profitable than an efficient economy that requires significant investment;
- increasing pressure on the national currency, as all economic activities are a manifestation of bribery through informal payments, which form an effective shadow sector of Ukraine's economy;
- embezzlement of budget funds due to modern corruption schemes;
- disproportion of the income part due to the existence of the shadow economy, which contributes to the unfair distribution of profits.

These manifestations reflect the facts of slowing economic growth, strengthen the preconditions for the development of unfair competition and worsen domestic and foreign investment [9].

Much of the research focused on the fact that the existing schemes of public administration are a manifestation of irrational spending of public expenditures, which are concentrated in a limited number of officials. In this case, the population is out of focus, their protection, education, health are threatened by a bureaucratized system of receiving citizens' appeals, their processing, and sending feedback. Such actions completely leave unprotected sections of the population unattended and complicate the possibility of receiving social assistance.



These facts are a manifestation of the imperfect system of public administration which leads to the ineffectiveness of all programs, including state anti-corruption policy. As a result, there is a need to reassess the existing public policy, which is due to: inefficient work of all state organizations that contributes to the uneven distribution of resources and benefits among the citizens of the country; abuse of official authority, which causes the decline of the educational, medical, security components.

State anti-corruption activities should be based on taking into account the socially important components of the state, which will create conditions for the use of budget funds that would take into account the general capabilities of the country. [5]. The low level of cooperation between the state and society increases the level of uncertainty in actions related to the fight against corruption. The approaches we know and apply in the fight against corruption do not give a clear vision of ways to combat this phenomenon. Preventive measures against corruption are ineffective and outdated.

Examining the selected topics, it was found that there is no progress in overcoming corruption, the main reason is the lack of political will of the heads of public administration. In today's conditions, most of the corruption is observed among politicians and individuals who represent the interests of the state and hold high positions, so - the political component is a protective function of all abuses [6].

An obstacle that arises during the development of state anti-corruption policy is concentrated in the personal (in some cases) group entrances of officials who, by exceeding their official powers, generate corruption schemes. Thus, corruption remains one of the most profitable businesses with minimal risk and a short payback period.

It is possible to assess the effectiveness of the work of the bodies of the National Anti-Corruption Bureau of Ukraine with the help of reporting for 2017-2019. Relevant to the study is the information for the first half of the selected years, which are shown in Figure 1.

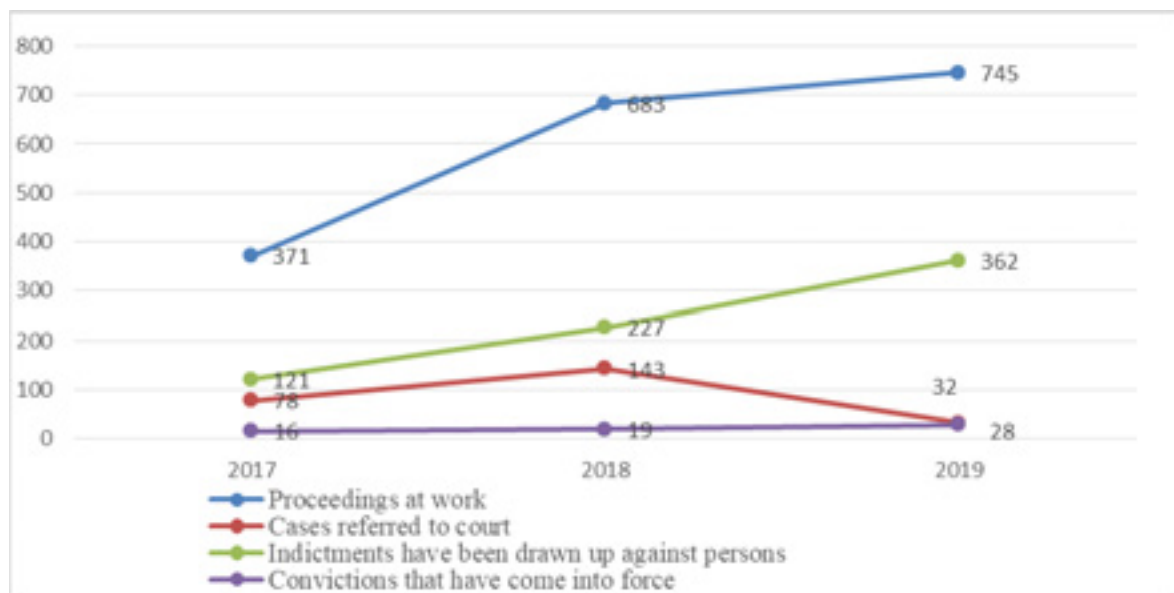


Figure 1. Dynamics of activity of the National Anti-Corruption Bureau

Source: compiled by the author based on [8]

The data in the figure show the increase in production. From 2017 to 2019 in the first half of the year, there was an increase of 49.8%, which indicates an intensification of work. However, the number of cases sent to court in 2019 decreased by 243.7%.

The studied data reflect an increase in the number of indictments filed against persons who in 2019 made 362 acts, which is 33.43% more than in 2017. Although the number of convictions increased to 28 in 2019, which is 57.14% more. However, the ratio of the number of drafted acts to the number of sentences is lower by a significant number of times, which reflects the relevance of the research topic.

Such a decline reflects the imperfection of public authorities or emphasizes the level of interest of certain individuals in unsolved cases to obtain illegal benefits. Most of the corruption is accumulated in the tax authorities, land resources agencies, customs, and law enforcement agencies. The concentration of corruption in such structures is a manifestation of the threat to the country's national security and its position in the international cooperation market.

Thus, it becomes clear that corruption has long been one of the most profitable and least risky businesses in the country. Examining the development of corruption, it is important to determine the place of Ukraine in the ranking of Transparency International [4], which reflected that in 2016 Ukraine ranked 131st, in 2017 -130th place, in 2018 - 120th place.

Gradual steps to improve the ranking positions are a manifestation of the socio-economic features of the development of the state, which takes into account the possibilities of building an anti-corruption system, taking into account the experience of leading countries.

Effectiveness in improving market positions was achieved by identifying problems and making adjustments to solve them. Thus, certain changes took place in the anti-corruption policy of Ukraine, which began to include:

- methods of punishment for corruption offenses that are more severe (increase in penalties, criminal liability, etc.);
- guarantees of protection of persons (detectives of corruption);
- Possibilities of anonymous appeal and transfer of information about corruption;
- a clearer classification of corruption crimes.

Thus, the presence of additions indicates the existence of persons who are interested in overcoming corruption, but remain unresolved [1]:

- settlement of conflicts of interest;
- prevention of corruption in the political system;
- reforming the prosecutor's office.

The desire to take a leading position, to increase the financial stability of the country, to promote its development without corrupt intervention forces to reform public administration as a whole. One of the main obstacles is the lack of willingness of management to accept the changes taking place in the country. To this end, comprehensive reform of incentives for socio-economic growth will be relevant, which will be implemented simultaneously with measures to increase the effectiveness of the anti-corruption policy.

It should be noted that recent trends of change are saturated with measures that significantly slow down economic growth. However, an integrated approach ultimately allows us to see the positive dynamics of changes in the social sphere. One of the important steps in the active fight against corruption in the public sector is the creation of administrative service centers (CNAPs). The centers are government agencies whose main activities are related to the provision of various administrative services using the principle of "single window" and "transparent office".



CNAPs are set up at local councils to increase comfort and combat corruption in the provision of services to individuals and legal entities. The driving force behind the creation was decentralization, which expanded the powers of communities and increased their responsibility for decisions.

CONCLUSIONS

An important component of the study of current problems that arise in the development of state anti-corruption policy was found that corruption is inherent in all spheres of development of the country and consists in the institutional and theoretical definition of the main ways. Thus, it can be argued that it is the corruption of public administration that is a deterrent to the effectiveness of reforms and change. The study revealed the basic social essence of corruption, which is the most dangerous manifestation in public life. It is a political product, a product and testifies to the inefficiency of public authorities.

The level of corruption in the sphere should be taken into account when implementing anti-corruption measures, as there is a certain dependence between the sphere of activity and corruption.

The main factors influencing the mechanism of anti-corruption policy implementation are:

- excessive interference of regulatory authorities in the activities of the private sector;
- not taking into account the views of entrepreneurial initiative;
- excessive increase in prices for utilities, products, and materials;
- unfair distribution of funds between regions;
- development of the shadow economy;
- lack of commensurate wages with the volume of work performed, which leads to labor migration;
- excessive borrowing, which puts pressure on the national currency.

Thus, the above factors affect the formation of the country's authority, destroy the effectiveness of social security and social protection systems, which is expressed in the amount and amount of assistance provided to the population, creating a favorable environment for corruption to flourish.

It was determined that the effectiveness of efforts to overcome the negative impact of the main factors of corruption largely depends on the reform of public administration, namely its main components: administrative, municipal, judicial. Improvement of activity will be possible due to a clear definition of powers and functions, the introduction of democratic principles of public affairs management.

Therefore, to minimize the impact of the above factors, it is necessary to adhere to the following principles: professionalism, openness, accountability, equality, and responsibility. If the measures of the state to fight against corruption are implemented taking into account these principles, we will observe the possibility of growth of the national economy and preservation of justice in the functioning of social policy.

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FORMATION OF STATE TAX POLICY MECHANISMS IN CONDITIONS OF UNCERTAINTY

¹Ovchar Serhii

¹Postgraduate student of the National university of civil defence of Ukraine. E-mail: Rvps@ukr.net, <https://orcid.org/0000-0001-8357-2028>

ABSTRACT

The elements of formation of the state tax policy, which envisage the following vectors of tax management development, namely: organizational and legal (fiscal regulation - increasing the mass of tax liabilities of the tax burden); functional-stabilizing (orientation of providing current budget needs and stabilization of social processes); investment (attraction of public and private capital); monitoring of the tax burden (analysis and assessment of the annual volume of tax flows, the consolidated budget of tax flows of the taxpayer, the forecast of key financial indicators), are determined.

Methodological approaches to assessing the effectiveness of socially oriented state tax policy in decentralization on the basis of functional-stabilizing approach, by providing current budget needs for stabilization of social processes, which ensures the development of human resources through tax mechanisms (regulation of direct and indirect taxes; regulation; proportions of taxes of different levels, transfer of tax burden from one category of taxpayers to others, regulation of taxes, objects of taxation, methods of calculating the tax base, tax benefits, calculation procedure and payment deadlines).

Mechanisms for the formation of state socially oriented tax policy on the following components: functional-targeted (implementation of methods of progressive taxation, compliance with the principles of social obligations of the state and redistribution of income between different categories of citizens to maintain social balance in society); organizational - economic (financial support of social activities of the state; accumulation and expansion of social and regulatory potential of public finances), are developed.

Key words: public administration, state tax policy, civil society institution, tax climate, tax management, tax burden, social processes, tax mechanisms, tax potential, tax rates, socially oriented tax policy.

INTRODUCTION.

State tax policy is a single set of legal measures carried out by government and administration. This set of measures is aimed at implementing a strategy for the targeted application of current tax legislation, as well as, if necessary, to make appropriate adjustments. In addition, the tax policy should include various legal norms governing the application of appropriate tax techniques in the regulation, planning and control of revenues to the state budget. Ideally, a set of measures related to the state tax policy should meet the needs of reproduction and increase of national wealth. In the course of implementing the state tax policy, the starting point should be not only to maintain the legal order of tax payments from taxpayers, but also to conduct a comprehensive analysis of economic relations formed under the direct influence of the current tax system. It follows that tax policy should primarily be understood as improving the mechanisms of state tax policy.

The system of public administration formed in the country has a strictly organized hierarchical structure of formation of purposes and realization of measures of tax policy which will reflect, on the one hand, the principle of centralization of the basic managing functions and resources, mainly, at regional level, on the other hand - need of expansion of powers. and the interest of regional and local authorities in the development and implementation of measures for the effective regulation of economic processes at the appropriate level of governance.

The value of taxation in the management system of the economy is determined using the concept of formation and implementation of socially oriented tax policy, based on the specific economic situation and focus on achieving the local goal of public finance - providing sufficient and necessary to solve the current (planned) period of financial resources revenues, finding their reserves. The concept of forming a socially oriented tax policy is based on the recognition of the need to create a base and system of taxation that would promote social development, improve living standards, market economy and social infrastructure and ensure financial stabilization and economic growth.

Analysis of recent research and publications. Problems of state regulation in the country with the help of tax methods and tools have been studied in scientific works of domestic and foreign authors: S. Arbuzov, I. Bushuyeva, O. Vapnyarska, A. Danylenko, O. Bereslavska, E. Besarab, V. Novitsky, A. Romina, I. Stolyarova, I. Myslyaeva, O. Katykhin, T. Reva, Y. Petruni, A. Nikitishin and others. However, existing scientific developments on the application of tax methods and instruments for regulating the country's economy do not give a complete picture of the functions, principles, methods, tools of tax policy and the formation of structural and logical sequence of regulating the national economy. This in some way reduces the effectiveness of tax policy measures implemented by the state.

L. Antonova, N. Baldych, V. Geets, I. Gridzhuk, O. Danilov, A. Kizim, T. Yefimenko, B. Kvasnyuk studied the problems related to taxation and state tax policy and issues of improving tax policy. , S. Levochkin, Y. Lysenko, T. Merkulova, A. Sokolovskaya, L. Tarangul, F. Yaroshenko and others. For all the scientific significance of the research, the issues of improving the mechanism of tax policy implementation, determining tax instruments for optimizing business processes, substantiation of the tax policy model require detailed and systematic study. This is what determined the relevance of the research topic.

At the same time, despite the large number of works on the problems of state regulation of the construction sector of Ukraine, in the context of increasing globalization, scientific issues need to be addressed: to clarify the content of state tax policy of Ukraine, to develop classification elements of state tax policy, to improve methodological approaches to efficiency assessment. implementation of state tax policy, improve the countercyclical approach to equalization of tax capacity of territories, develop approaches to assessing the tax potential of the country, form a mechanism for applying progressive taxation, develop a functional-target mechanism in the system of state socially oriented tax policy, justify organizational and economic mechanism of state tax policy.

Formulation of the problem. The purpose of the article is to substantiate the theoretical and methodological principles, development of scientific and practical recommendations for the formation of state tax policy of Ukraine.



Results. In the modern scientific and educational literature there is still no unambiguous interpretation of the concept of "tax policy" [1]. In any case, tax policy is the most important component of the state socio-economic course. It is designed to promote the formation of a tax system that stimulates the growth of domestic wealth and social well-being, to rationalize the use of this wealth, as well as to strike a balance between the interests of the national economy and population, thus ensuring socio-economic progress. As a segment of public financial policy, the tasks of tax structures, in addition to providing the state with financial resources, are as follows:

- creating conditions for the management and regulation of the economy of the whole country;

- leveling of material stratification among the population, which in the process of forming market relations is becoming increasingly apparent.

Given the above, it is proposed to identify three main institutional approaches to the formation of tax strategy:

- fiscal approach - it is characterized by an emphasis on all-round increase in the mass of tax liabilities (tax burden). This approach is caused by the crisis of state power, when there are contradictions between tax tools and ways to implement it. In this case, the tax burden increases, the real collection of taxes falls, and taxpayers prefer to choose for themselves illegitimate forms of management. The fiscal approach was typical of the initial stage of market transformation in Ukraine. Practice has shown that the implementation of such an approach does not contribute to strengthening the market economy;

- functional-stabilizing approach - it is characterized by a focus on meeting current budget needs and stabilization of social processes. The main task is the needs of national defense, external and internal security, solving the most acute social problems and more. At the same time, the state tries to use the "tax partnership" with private capital, is cautious about increasing tax liabilities, and in some cases expresses its readiness to reduce the tax burden and take into account the interests of taxpayers. Functional and stabilizing approach is typical for the current stage of development of Ukraine - the state and civil society emerge from the systemic crisis and gradually form a situation of "social harmony", including the problem of taxation;

- investment approach - focuses on the development needs of both public and private capital. The investment process comes first, and taxation is seen as a factor in expanded reproduction. Accordingly, the filling of current and investment budgets is the result of the investment process and expanded reproduction in general. As a result, tax policy is integrated into general economic policy.

Fiscal policy mechanisms in the broadest sense include measures to change government spending, taxes, transfers to the private sector, public debt payments, aimed at changing the volume of output in order to achieve full employment, internal and external equilibrium, balanced non-inflationary growth [2]. Analysis of the effectiveness of the mechanism of the impact of fiscal policy measures on the economy requires consideration of time lags (delays) of policy. Their action in internal and external logs is taken into account. Internal lag takes into account the time interval between the mechanism that necessitated the implementation of state tax policy, and the actual decision-making. External lag takes into account the time from decision-making to the result of the mechanisms of state tax policy. It is proved that internal lags turned out to be shorter in the case of tax incentives and longer in the case of restrictive mechanisms. The internal lag of the state tax policy turned out to be longer than the monetary one, as the National Bank, as an independent institution, can make its own decisions as problems arise.

It is established that the mechanisms of fiscal policy have a longer internal lag, as the adjustment of taxes, government spending, transfers requires a decision of parliament, the adoption of relevant laws, etc., which takes some time. The external lag, on the contrary, turned out to be shorter in the mechanisms of state tax policy and longer in the mechanisms of monetary policy. This is due to the fact that adopted laws usually come into force from the moment of publication or from a certain date. The effect of monetary policy instruments is through a rather complex transfer mechanism: the change in the money supply - the reaction of interest rates - in response to the change in the components of aggregate demand - the adjustment of output under the influence of fluctuations in aggregate demand. Moreover, slowdowns or stops can occur at any of these stages, so the final impact on output, employment level is quite difficult to predict. The problem of internal lags of the state tax policy is to some extent mitigated by the action of so-called built-in, or automatic, stabilizers, the internal lag of which is equal to zero. Built-in stabilizers are instruments of state policy, which automatically smooth out (stabilize) fluctuations in disposable income, output. It has been proven that during the recession the population lost their jobs and reduced their consumption. Falling consumer demand can have a multiplier effect on output. Unemployment benefits and other transfers help maintain the level of disposable income of people who have lost their jobs (their disposable income is reduced by less than lost earnings), and thus support aggregate demand in the economy, and thus to some extent stabilize production.

The mechanisms of formation of tax potential, which is a system of economic relations, which is formed by the following characteristics: tax potential exists in the economic space, and its content is the possibility of alienation of part of income (and according to part of financial flows). opportunities to institutionally limit the resource base of the process of reproduction of property in favor of the resource base of the process of reproduction of power, without undermining the basis of reproduction of property; tax potential is an integral part of localized in this economic territory; the formation of the tax potential passes into the process of realization of the economic potential of the economic territory; economic potential should be identified as the main factor of tax potential; the measure of tax potential determines the resources of reproduction of property, economic potential in general, and hence the measure of tax potential of subsequent periods.

It is determined that in order to ensure the social orientation of the personal income tax, the following aspects should be observed: progressive taxation of especially large and speculative incomes; social benefits for low-income recipients; support of economic interests of the family; use of the system of tax benefits in order to increase the birth rate.

In this regard, it is proposed to make the following fundamental changes to the mechanism of personal income tax to create a state socially oriented tax policy: it is advisable to introduce a progressive scale of income taxation while reducing the total tax burden on the payroll by reducing total insurance premiums. social funds; it is advisable to abolish the form of direct taxation of income (income and social taxes) that do not exceed the subsistence level; it is necessary to differentiate the amount of social, property and professional tax deductions in relation to the level of income received by the taxpayer; it is necessary to change the object of taxation - income tax should not be subject to income of an individual, and family income.

It is noted that at present in the world practice the most common form of social orientation of tax policy is the use of progressive taxation, consistent with the principles of social justice, ie "the rich pay more" in absolute and relative terms. Progressive income taxation is inherent in almost all developed countries. In this regard, we can say that at the present stage of development



there is a need to bring tax policy in line with social needs and determine development priorities not only for economic growth, but also to ensure a normal quality of life. In the Ukrainian theory of taxation at the moment the generally accepted concept of development of tax policy of the social state is not formed [3, 4]. According to existing concepts, the priority areas of development are the modernization of the country's economy and ensuring economic growth based on the fiscal orientation of the modern tax system.

CONCLUSIONS

In our opinion, it is necessary to talk about achieving a parity between economic efficiency and social development through the tax mechanism. The essence of the tax policy of the welfare state should be to ensure a balance of economic and social interests.

It is substantiated that when developing the concept of socially oriented tax policy the fiscal and social functions of taxes should be as a priority, ensuring parity implementation of goals and objectives in achieving stable revenue to the consolidated budget for its deficit-free functioning and implementation of social obligations by the state.

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ORGANIZATIONAL AND METHODOLOGICAL PROVISIONS OF STRATEGIC AUDIT OF ECONOMIC ACTIVITY OF ENTERPRISES ENTERPRISING ACTIVITIES

¹Parshakov Valerii, ²Tsependa Volodymyr

¹Applicant of the Department of Accounting and Auditing, Zhytomyr Polytechnic State University. E-mail: parsakov_v@gmail.com, <https://orcid.org/0000-0002-2664-0597>

²Applicant of the Department of Accounting and Auditing, Zhytomyr Polytechnic State University. E-mail: tsependravalodymyr@tutanota.com. <https://orcid.org/0000-0002-4588-5418>

ABSTRACT

In order to form methodical principles of internal strategic audit of activity the development of homogeneous well-known principles of economic audit through adaptation of specific principles is offered. The research was based on the functional-vector orientation of the objects of strategic audit, highlighting two levels of differentiation: 1 - level - types of economic activity of the granite mining enterprise (production and administrative activities); Level 2 - vectors within each of the above activities (strategic environment, development strategy, strategic gaps). This approach will allow covering as much as possible all the important provisions of the strategy for the development of granite mining companies, which will contribute to a more thorough study and support the likelihood of the latter or its refutation.

The article forms a descriptive model of specific methodological tools for strategic audit of granite mining enterprises, which provides segmentation of the latter in terms of the 2nd level of differentiation of internal strategic audit of granite mining enterprises. In order to identify the risks of internal strategic audit of granite mining enterprises, their classification is formed. For the final formalization of the developed organizational and methodological provisions of the internal strategic audit of the granite mining enterprise, the structure of the Standard of the internal strategic audit of the granite mining enterprise has been developed.

Key words: audit, granite mining enterprises, strategic audit, granite mining activity.

INTRODUCTION

Methodological and organizational positions in general, and strategic audit should be logically linked. Yes, Professor Butynets F.F. emphasizes the primacy of organizational provisions and secondary methodological; instead, Professor Svirko S.V. emphasizes the priority assessment of all methodological positions, as it is not necessary, but not determined by the organizational place. It is important to put an end to the discussions of authoritative experts, then, note that in our opinion, in the case of the initial development and installation of any system, of course, the primary is the organization; at the same time, in the conditions of steady functioning, the technique certainly occupies the first position.

Analysis of recent researches and published papers. The issues of organization and methods of strategic audit at different times were studied by the following domestic and foreign scientists: I.V. Alekseeva, I.A. Angelina, I. Ansof, I.N. Bohataia, N.E. Buletova, R.P. Bulyga, S.D. Bushuev, T. Grundy, A.V. Gudenitsa, Yu.V. Guseva, T. Grundy, A.V. Gudenitsa, T.V.



Geniberg, R.M. Grant, R.S. Davydova, G. Donaldson, S.M. Dyachek, I.V. Emelyanova, P. Zhuravlev, Zh.A. Kevorkova, A.A. Zapryvoda, M. Koveni, B.Yu. Kozyr, A.N. Kondratyuk, F. Kotler, L.N. Lyubeznov, N.I. Mayorova, M.V. Melnik, Yu.G. Odegov, A.T. Petrova, E.A. Pokivailova, A.A. Piskunov, N.A. Piskunov, S. Svirko, A.A. Sitnov, N.S. Stolyarov, A.J. Stickland, A. Teasel, Thomas L. Wheelen, A.A. Thompson, A.A. Turilo, J. David Hangren, L.Yu. Filobokova, A.E. Chuenkov, L.V. Shishov, A.N. Schemelev, I.M. Yaremchukand others. However, a clear systematized idea of the organizational and methodological provisions of strategic audit in general and strategic audit of granite mining enterprises has not yet been formed.

Presentation of the main research material. In fact, for the first time she considered the system of strategic audit principles in her dissertation “Methodology of strategic audit of commercial organizations in the context of auditing reform” (2013), Professor Alekseeva I.V., who substantiated the existence of four groups of strategic audit principles, in particular [10, 17]: “... Basic principles that directly govern the strategic audit itself. These include: ethical and professional standards that govern the relationship between the auditor and the client. And the fundamental principles of audit that are characteristic of strategic audit. These include: the principle of independence of the auditor, the principle of honesty, the principle of objectivity, the principle of competence, the principle of integrity, the principle of confidentiality, the principle of professional conduct and professional skepticism of the auditor. Organizational principles of strategic audit: principle of complexity, principle of reasonableness and reality, principle of flexibility and maneuverability, principle of economy and rationality, principle of purposefulness, principle of reasonable detailing and accounting of financial structure, principle of systematization, principle of documentation, principle of strategic economic events, principle of timeliness. Principles that regulate the technical aspects of strategic audit: the principle of informative reliability, the principle of multifaceted approaches to strategic audit, the principle of alternative forms of strategic reporting. Principles in the field of methods of strategic audit of a commercial enterprise: the principle of focus on strategic goals of enterprise improvement, the principle of ensuring balance of financial indicators, the principle of focusing on global standards, compliance with strategic accounting data, monetary measurement, the principle of compatibility of strategic indicators with accounting, the principle of strategic reporting. , the principle of the predominance of content over form, the principle of reliability and importance, the principle of clarity and accessibility.”

The analysis of the presented principles testifies to a certain agreed compilation of well-known principles of audit, principles of strategic planning and analysis, tasks of strategic audit.

Interesting to study is the collective work of scientists led by Professor S.V. Svirko, who proposed within the matrix of theoretical and methodological principles of strategic public audit the following specific principles (avoiding their division into organizational, methodological, etc.) [5, P. 13]: system unity; variability of approaches; feedback; correlation; maximum coverage; causality; consistent consistency; adaptive dynamism.

The elaboration of these principles testifies to their organizational and methodological orientation and actual need, and therefore we consider it necessary to support the introduction of the first three in addition to the well-known principles of economic audit with the following interpretation in the context of the object of study:

- system unity (continuous correlation of subsystems of internal strategic audit, strategic accounting within the system of strategic management of the granite mining enterprise);

- variability of approaches (use of various methods, methods and audit procedures, various current and final audit documents in the process of internal strategic audit of the granite enterprise in the focus of the subject-object field of research, its purpose, stages, directions, etc.);

- feedback (unambiguous practical use of the results of strategic audit in the process of strategic management of the granite enterprise).

The stages of strategic audit are also poorly researched issues. Let's turn to the approaches presented in the specialized literature.

Yes, Yemelianova I.V. proposes to distinguish three stages [6, P. 76]: the first - the assessment of the external environment, the second - the assessment of the actual business entity, the third - the assessment of the correctness of strategic planning.

Bohataia I.N. and Alekseieva I.V. emphasize the need to distinguish six stages of strategic audit [2, P. 207]: "preparation of stages of strategic audit, determining the object and subject of strategic audit, choosing the method of strategic audit, planning strategic audit, strategic audit, completion of strategic audit".

Buletova N.Ye. and Piskunov O.O. recommend five stages of strategic audit [3, P. 196; 13]: assessment of the implementation of development goals and scenarios, assessment of the potential of socio-economic development, assessment of development assets that are mobilized and implemented, assessment of viable and dominant development assets, threat assessment and risk identification.

Filobokova L.Yu. substantiating the theoretical-methodological and organizational-methodical provisions of strategic audit in the field of small business puts forward a proposal for seven stages, in particular [18]: 1) preparatory (acquaintance and understanding of activities, development of plans and programs, formulation of research objectives); 2) definition of the object of research, its identification as an environmental system; 3) the choice of method and method of execution; 4) development of an audit program (identification and assessment of risks, level of materiality, review of the regulatory framework, establishment of methods for collecting audit evidence); 5) performing the audit directly (audit tests, procedures of means of control, procedures on the merits); 6) completion of the audit (preparation of a report on the work performed, conclusions and recommendations); 7) substantiation and defense of proposals for adjustment of strategy, policy, management system".

Svirko S.V., Yaremchuk I.M., Diachek S.M. within the matrix of theoretical and methodological principles of the state strategic audit offer the following stages of its implementation [5, P. 14]: "preparatory stage of the state strategic audit; determination of the object and subject of the state strategic audit; choice of directions, ways and methods of conducting the state strategic audit; planning of the state strategic audit; conducting a state strategic audit; completion of the state strategic audit; formation of recommendations for adjustment of strategic decisions and development strategies of economic entities;".

The analysis of the presented positions indicates that all authors actually present in the form of stages the directions of the actual effective stage of strategic audit. Given the internal nature of the strategic audit of granite enterprises, we consider it appropriate to propose the following stages of its implementation: introductory (consists of initial acquaintance with the object and subject of research), planned (formation of strategic audit program), effective (direct processing of the object and subject of research) and effective (generalization of results and formation of the audit report).



The question of the form of organization of strategic audit is quite controversial, and therefore requires separate consideration, especially in the context of official statistics (Table 1).

According to official statistics, the number of enterprises engaged in granite mining has unfortunately decreased by more than 100 units in nine years, which is about 33% compared to 2018. It should be noted that, as noted in Section 1, granite deposits in Ukraine are quite significant and involve the extraction of the last more than one century. It is clear that the difficult economic situation in our country has caused a certain decline in the activities of enterprises of this profile, but in recent years there has been an improvement in the gradual increase in their number over the past three years by about 60 units, which is about 17% compared to 2016 year.

Table 1. Number of enterprises by types of economic activity for distribution into large, medium, small for 2010-2018

	Code for Classification of Economic Activities – 2010	Years	Number of enterprises, units	Including					
				large enterprises		medium enterprises		small businesses	
				units	in% to the total indicator of the respective type of activity	units	in% to the total indicator of the respective type of activity	units	in% to the total indicator of the respective type of activity
extraction of decorative and building stone, limestone, gypsum, chalk and shale	08.11	2010	505	1	0,2	37	7,3	467	92,5
		2011	444	2	0,4	34	7,7	408	91,9
		2012	485	2	0,4	51	10,5	432	89,1
		2013	571	1	0,2	35	6,1	535	93,7
		2014	483	1	0,2	31	6,4	451	93,4
		2015	485	–	–	29	6,0	456	94,0
		2016	336	–	–	32	9,5	304	90,5
		2017	372	–	–	33	8,9	339	91,1
		2018	393	–	–	35	8,9	358	91,1

Source: author's development based on [8]

A study of statistics on the number of employees shows a significant decrease in the number of employees over the past 10 years by almost 2 times (Table 2).

At the same time, only the last year was marked by a certain increase in the number of employees compared to the previous year by 7%.

The available data on the number of enterprises according to the Classification of Economic Activities - 2010 and the number of employees in these enterprises also indicate a

significant reduction in the average number of employees per 1 enterprise: in 2010 this figure reached about 30 people per 1 enterprise, and in 2018 it decreased to about 20 people per 1 enterprise.

Against the background of the processes and phenomena identified and described in Section 2, the presented indicators indicate a disappointing state of affairs in the relevant field, which is largely due to the lack of research in the dissertation types of economic audit - external audit of production capacity and internal strategic audit.

Table 2. Number of employees by type of economic activity with a division into large, medium, small for 2010–2019

	Code for Classification of Economic Activities – 2010	Years	Number of employees, persons	Including					
				large enterprises		medium enterprises		small businesses	
				persons	in% to the total indicator of the respective type of activity	persons	in% to the total indicator of the respective type of activity	persons	in% to the total indicator of the respective type of activity
extraction of decorative and building stone, limestone, gypsum, chalk and shale	08.11	2010	15485	κ	κ	κ	κ	3193	20,6
		2011	14951	κ	κ	κ	κ	3113	20,8
		2012	16816	κ	κ	κ	κ	3746	22,3
		2013	13317	κ	κ	κ	κ	3811	28,6
		2014	11223	κ	κ	κ	κ	3233	28,8
		2015	10230	–	–	7178	70,2	3052	29,8
		2016	9775	–	–	6726	68,8	3049	31,2
		2017	7616	–	–	4725	62,0	2891	38,0
		2018	7280	–	–	4364	59,9	2916	40,1
		2019	7791	–	–	5002	64,2	2789	35,8

Source: author's development based on [7]

At first glance, this provision is in favor of shifting the subject area of focus on strategic audit to external audit. However, the significant volume of work within this area of economic audit, and hence a significant increase in the cost of such work, in some negative or insignificant profitability, indicates in favor of internal strategic audit. It should be noted that most scientists hold the same point of view, with Professor Redchenko K.I. states that "... according to a survey of senior and middle management of 116 domestic companies, 75% of respondents believe that the company's strategy and its implementation should be reflected in the reports of internal auditors, and 28.4% said they expect this and from external audit. " and concludes that "... users' interest in covering the strategic aspects of business activities leads to the development of a new direction of service provision in external and internal audit." [14, pp. 11-12].



Under these conditions, the choice among the organizational forms of internal strategic audit - centralization, decentralization and combined form - tends to a centralized form, which involves the performance of audit functions directly by a member of the management and administrative team. It is appropriate to make such functions the responsibility of a manager with an existing economic education.

The issue of audit documents should be submitted for consideration after consideration of the methodological provisions that are crucial for the effective stage of strategic audit.

Methodological principles of strategic audit in general should be based on well-known principles of economic audit. However, in support of the position of the research team led by Svirko S.V. we propose the extension of the latter by specific principles of the methodological and methodological plane of strategic audit of granite mining enterprises in the following adaptive form [5, P. 13]:

- correlation (determination of the consistency of various provisions of the strategic development of the granite mining enterprise with the actual and planned for commissioning natural, logistical, economic, personnel and other resources of the specified business entity);

- maximum coverage (continuous detection and identification of various possible internal and external factors influencing the implementation of the provisions of the strategic development of the granite enterprise, the risks of the latter and their effect);

- causality (continuous establishment of direct relationships between the identified internal and external factors influencing the implementation of the provisions of the strategic development of the granite enterprise, the effects of such influence on the latter);

- consistent consistency (continuous historical monitoring of interconnected homogeneous actual and planned indicators of the provisions of the strategic development of the granite mining enterprise);

- adaptive dynamism (constant adaptation to changes in the management system of the granite enterprise in general and its strategic management in particular, its subject and object field and taking them into account in the organization and methodology of strategic audit of the granite enterprise).

The issue of areas of internal strategic audit requires an objective approach, which, as previously justified, the object of internal strategic audit of the granite enterprise to consider: a) functional - production and administrative activities of these entities in their strategic development; b) process - strategic planning and forecasting, strategic accounting, strategic analysis of the activities of these entities; c) vector - strategic external environment, development strategy, strategic gaps.

Since the provisions of the strategy are derived from the actual strategic planning and forecasting, strategic accounting, strategic analysis of these entities within the system of their strategic management, we see it appropriate to base the areas of functional-vector orientation of strategic audit objects, highlighting two level of differentiation:

- Level 1- types of economic activity of the granite mining enterprise (production and administrative activity);

- Level 2 - vectors within each of the above activities (strategic environment, development strategy, strategic gaps).

This approach will allow to cover as much as possible all the important provisions of the strategy of development of granite mining enterprises, which will contribute to a more thorough study and support the likelihood of the latter or its refutation.

Regarding methods, techniques and procedures, it should be noted that together with the basic methods, techniques and procedures of audit, strategic audit, due to the specificity of the subject and objects, is a set of specific methodological tools that are proposed to identify in terms of level 2 differentiation strategic audit (Table 3).

Table 3. Descriptive model of specific methodological tools for internal strategic audit of granite mining companies

Specific methodological tools for internal strategic audit of granite mining enterprises		
strategic external environment		
Causal methods	Time series models	Methods of deterministic factor analysis
The method of compiling a profile of the external macro- and micro-environment	SWOT- analysis	PEST- analysis
SPASE- analysis	analysis LOTS	PIMS- analysis
SNW- analysis	Matrix BCG	Matrix GE/McKinsey
Benchmarking	Cost and value chain analysis	Heuristic methods
Model McKinsey/7S	Matrix Shell / DPM	Matrix Hofer / Schendel
Matrix ADL / LC	Growth matrix A.T. Kearney	Model ABCD _{SEP}
Matrix SPACE	Model of three value criteria by M. Tracy and F. Wirsem	TEMPLES- analysis
Ansoff matrix	Porter's matrix	Other methods
development strategy		
Causal methods	Heuristic methods	Method EVA
Method CVP	Methods of portfolio analysis	Method BSC
Other methods		
strategic gaps		
GAP- analysis	Scenario analysis	

Source: formed on the basis of generalization and author's elaboration

Note that specific methodological tools for strategic audit of the external environment are identified within most methods and techniques of strategic analysis, which, in fact, are imported into the set of the above methodological tools. Methodological tools for developing a development strategy include a wide range of traditional (general and specific) methods of economic audit, audit procedures, as well as certain analytical methods that are also characteristic of strategic analysis. When working on strategic gaps, known methods of strategic analysis are used - the method of gap analysis or GAR analysis (for ordinary gaps (difference between actual and expected result)), a combination of GAR analysis and scenario analysis (for extraordinary gaps (difference between desired and expected result).) in the context of external and internal gaps [4, pp. 64-66]. It should be noted that the audit of strategic gaps involves the study and identification of their totality, which is currently represented by the following positions: external



strategic gaps due to economic, political, socio-demographic, legal factors, etc. ; internal strategic gaps due to personnel, organizational, resource, information factors, etc. [16, p. 80]; strategic gaps through: managers; organization of planning, budgeting, analysis, reporting, etc. ; information technologies or their absence [9].

Elaboration of the actually completed methodology of internal strategic audit is not possible without the formation of audit documents, and this time it is proposed to limit the tactical and operational level of planning, and thus the formation of the current work plan and program of strategic audit of granite enterprises. The latter need to identify the risks of strategic audit, which are currently poorly addressed.

We propose to start such processing with well-known provisions on audit risk. According to international theory and practice of auditing financial statements, audit risk includes [11, 12, 1, p. 118]: “inherent risk (the risk of distortion of the account balance (or class of transactions), which may be significant, separately or together with the distortion of balances on other accounts (or classes of transactions), assuming the absence of appropriate internal control measures); control risk (risk that the distortion of an account balance (or class of transactions) that may arise and be material, alone or with balances on other accounts (or classes of transactions), cannot be prevented (or detected and corrected) in a timely manner) using accounting and internal control systems); the risk of non-disclosure (the risk that the audit procedures will not materially reveal distortions in the account balance (or class of transactions) that may be material, alone or in combination with distortions of balances in other accounts (or classes of transactions))”.

It is clear that the risks of strategic audit, due to specific subjects and objects, cannot be substantially identical to those listed. The elaboration of global approaches to internal audit, namely the International Standards for the Professional Practice of Internal Auditing (Standards), indicates that the profile IAS 2120 “Risk Management” appeals to the following audit risks: corporate governance, fraud, operational activities, information systems of the organization [19, P. 20]

The study of works on audit risks in relation to strategic audit revealed in fact one published position of the domestic author, namely - Professor Redchenko K.I. - on this problem, in which the author proposes to classify the latter as follows [15, p. 20]: within the “business risk (external audit) and functional risk (internal audit)” the author identifies: “audit risk of historical financial information (in terms of traditional audit risks described above); risk of audit of forecast information (risk of input data, risk of forecasting methods, risk of non-detection); fraud risk (corporate culture risk, industry risk, internal control risk)”.

Given the presented positions, it is proposed to distinguish the following categories of strategic audit risks:

- risk of actual performance indicators (all information subsystems of management - planning, accounting, control and analysis);
- risk of forecast performance indicators (all information subsystems of strategic management - strategic planning, accounting, control and analysis);
- risk of internal processes (all vector directions of administration - corporate governance, fraud, operational activities, enterprise information systems, etc.);

In planning the internal strategic audit of the activities of grant-making enterprises, it is proposed to focus on the International Standard for the Professional Practice of Internal Auditing 2010 "Planning".

At the end of the proposed organizational and methodological provisions, as their formalization, the structure of the Standard of internal strategic audit of the granite enterprise, which includes:

1. General provisions.
2. Thesaurus.
3. The procedure for determining risks and materiality.
4. Methods of auditing the external environment at the macro and micro levels in terms of production and administrative business processes.
5. Methods of auditing development strategies in terms of production and administrative business processes.
6. Methods of auditing strategic gaps in terms of production and administrative business processes.
7. The procedure for forming recommendations for addressing strategic gaps.
8. Appendices.

CONCLUSIONS

Practical introduction and further elaboration of the structure of the Standard of Internal Strategic Audit of the Granite Enterprise will allow implementing in practice the theoretical, organizational and methodological provisions of the internal strategic audit of the Granite Enterprise, which will increase the effectiveness of their strategic management and optimize all areas of management.

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EUROPEAN PERSPECTIVE OF PUBLIC ADMINISTRATION IN THE CONTEXT OF IMPLEMENTATION OF THE EASTERN PARTNERSHIP PROJECT IN UKRAINE

¹Rudenko Olha, ²Zhytar Maksym, ³Kodis Yevheniy

¹Doctor of Public Administration, Professor of the Department of Public Administration and Management Organizations of National University "Chernihiv Polytechnic". E-mail: olhamrudenko@gmail.com, <http://orcid.org/0000-0002-2807-1957>

²PhD in Economics, Associate Professor, Deputy Director of the Educational and Scientific Institute of Finance, Banking, University of the State Fiscal Service of Ukraine. E-mail: zhytarmaksym@gmail.com. <https://orcid.org/0000-0003-3614-0788>

³Applicant of the National University "Chernihiv Polytechnic". E-mail: kodisevgeniy@gmail.com, <http://orcid.org/0000-0002-2751-4963>

ABSTRACT

It was found that today Ukraine is not ready to introduce a decentralized system due to shortcomings in budget planning and non-transparency of public financial management. In case of its introduction in the management system of EU funds of Ukraine, it is advisable to develop a preparatory stage for a decentralized management system of EU assistance resources, which will ensure an independent audit of Ukraine's external assistance management system. Based on the results of the audit, it is necessary to determine the responsible state institution that will carry out the overall coordination of the decentralized system in the subsequent stages of its implementation. An urgent challenge for modern Ukraine is the ability to develop a national research and innovation strategy in line with the best EU models. To date, Ukraine lacks a comprehensive systemic vision for the development of science, technology and innovation, and dialogue with civil society and the expert community is somewhat of a formality. The plans and proposals submitted by the Ministry of Education and Science and the Ministry of Economic Development, Trade and Agriculture need to be properly coordinated. After all, such inconsistency of actions of government structures is also reflected in the quality and effectiveness of the legislation of Ukraine, increases the time of adoption of laws in the Verkhovna Rada. In this regard, cooperation between the three committees in particular needs to be significantly improved, namely: the Committee on Education and Science, the Committee on Informatization and Communications and the Committee on Industrial Policy and Entrepreneurship. Promoting cooperation and integration with the European Union will allow the citizens of the respective partner countries to adapt European values faster, increase people's awareness of the experience and prospects of EU countries, and significantly strengthen their self-identification as Europeans. The importance of the role of the Eastern Partnership in security issues for both the EU and the countries participating in the Eastern Partnership should be emphasized.

Keywords: European Union, European integration, Eastern Partnership, regional cooperation, Association Agreement, public administration.

INTRODUCTION

Formulation of the problem. The Eastern Partnership is one of the regional dimensions of the European Neighborhood Policy (ENP), which was created after large-scale enlargement, i.e. when ten states joined the EU. At that time, the creation of new territorial vectors in Europe was inappropriate, so the EU decided to focus on the ENP, this approach remains relevant today. In order to ensure stability and strengthen peace, the list of priorities of the Community includes rapprochement with neighboring countries through the promotion of socio-political and economic reforms in them. A system analysis of domestic and European studies shows the complexity of the nature of the ENP and the impossibility of using a single approach to its interpretation. It has been established that the most objective is an integrated approach by which the European Neighborhood Policy can be defined as a form of good neighborly cooperation between the EU and third countries. This cooperation is aimed at streamlining the borders of the EU's neighboring countries using external management tools that regulate political, economic, cultural and other areas of partnership.

Analysis of recent research and publications. It is expedient to single out the leading scientists studying the EU Program Eastern Partnership: V. Dostal, A. Yermolaev, M. Kanavets, N. Karasova, O. Kovaleva, V. Kozyuk, A. Krysovaty, Y. Lykhach, E. Saveliev, B. Parakhonsky, O. Reznikova, O. Reshota,

The main part of these studies is devoted to various aspects of the development of models of public administration in the Eastern Partnership countries, the peculiarities of reforms in them, the implementation of European principles of public administration, etc. Given the important contribution of scientists to the development of the theoretical foundations of the implementation of European integration processes in Ukraine, we note that the problem of improving the mechanisms for implementing such a policy remains insufficiently studied.

The purpose of the article is to study the development of strategic areas of public administration for the EU's Eastern Partnership program in Ukraine.

Presenting main material. In recent years, international relations, multi-vector cooperation and integration processes have begun to develop rapidly. Usually, bilateral relations are formed within the framework of multi-vector interaction, and it is no longer expedient to consider them separately, because the principle of unity and comprehensiveness is violated. On May 7, 2009, the European Union's Eastern Partnership program was launched, with 6 countries participating: Ukraine, Armenia, Azerbaijan, Belarus, Georgia and Moldova. This cooperation is focused on the development of political, economic, energy spheres, as well as establishing contacts between people. The EU's Eastern Partnership program already has a number of concrete actions, in particular in the following flagship initiatives: integrated border management; promoting the development of small and medium-sized businesses; energy markets, energy efficiency and renewable energy sources; environmental management; system of struggle against consequences of natural disasters and man-caused catastrophes. For the effectiveness of the implementation of these reforms, trained public administration institutions are needed. To this end, the Eastern Partnership has developed a Comprehensive Institution Building Program, which was not previously provided for in the European Neighborhood Policy. The EU's Eastern Partnership program is often criticized, but there are certainly some positive results in its



implementation. The authors of the study suggest that the following be considered useful:

– First, despite the crisis in the world economy, the states-member of the Eastern Partnership (except Belarus) have carried out effective economic and structural reforms, which are primarily aimed at approximation of economic legislation and technical standards of the Eastern Partnership countries with European countries [1-2].

– Secondly, the creation of the Eastern Partnership led to an absolute reformatting of the post-Soviet space, as a result of which the Russian Federation lost its monopoly on influence over most post-Soviet states, but still retains a dominant position over some Eastern Partnership countries.

– Third, the key role of the Eastern Partnership in ensuring security both for the EU as a whole and for the Eastern Partnership countries should be noted.

– Fourth, political attention to Ukraine has increased significantly, and the Eastern Partnership countries have been able to significantly strengthen political dialogue and participate in the formation of a common agenda (through participation in Eastern Partnership summits, ministerial meetings and other formats of political involvement). Thus, there is appeared another powerful platform for meetings with the leaders of the EU member states at the highest level, in contrast to the bilateral summits, where only the leading leaders of the EU institutions are present.

It can be argued that the EU's dialogue with the Eastern Partnership countries on the conclusion of Association Agreements and their individual sections has yielded tangible positive results. On June 27, 2014, Georgia, Moldova and Ukraine signed Association Agreements. The first two countries even did it ahead of schedule, which was caused by the significant influence of socio-political events in Ukraine. Those countries of the Eastern Partnership that have signed the Visa Facilitation Agreement have adopted special Action Plans to meet the conditions necessary for the introduction of a visa-free regime with the EU. Moldova became the first country to receive a visa-free regime (April 2014), then Georgia (March 2017) and soon – June 12, 2017 Ukraine. [3-4].

In addition, through participation in the Eastern Partnership, participating countries have the opportunity to directly participate in a number of programs that operate on the basis of the European Neighborhood Policy or directly within the Eastern Partnership initiative. These programs are focused on the development of specific areas (education, culture, science, small and medium business, innovation, academic mobility, urban infrastructure development, etc.). The list of programs mentioned above takes into account such initiatives as EU4Energy, EU4Business, EU4Youth, «Culture and Creativity», «Creative Europe», «Measures for Economic Growth», «Erasmus +», «Horizon 2020», «Covenant of Mayors – Demonstration Projects», «Integrated Border Management» and others [5].

To strengthen the institutional capacity of ENP member states, the Action Plans provide for the introduction of an institution-building mechanism, which includes practical measures for the development of state central and local authorities, in order to implement the «acquis communautaire» (EU legal system). They are aimed at close cooperation between similar institutions of the neighboring state and the EU member state and provide for consultations, trainings, and study tours. This mechanism consists of Twinning projects, TAIEX activities and the SIGMA program.

An action plan has been concluded with Ukraine, Moldova, Tunisia, Morocco, Egypt, Lebanon, Israel, Jordan, the Palestinian Authority, Azerbaijan, Armenia and Georgia. Depending on socio-political, socio-economic and other circumstances, such plans are concluded for 3-5

years with the right of prolongation. The exceptions are Belarus, Syria, Libya and Algeria, which, due to socio-political and other circumstances, refused to sign the submitted documents with the European Union. The main principle according to which the Action Plan is formed is the principle of differentiation. However, the structure is usually the same for all such documents. All Action Plans include six parts, which in turn are divided into more detailed action plans, ie: political dialogue and reform; socio-economic reforms and development; cooperation on justice and home affairs; trade, market and regulatory reforms; information society, transport, energy and the environment; interpersonal contacts. [6-7].

Thus, the mechanism of educational and cultural exchange involves the implementation of two programs: TEMPUS and ERASMUS MUNDUS. It should be noted that the abbreviation TEMPUS means the Trans-European Mobility Program for University Studies. The main task of TEMPUS is to promote the modernization of the entire higher education system in neighboring countries by intensifying cooperation between EU higher education institutions and similar institutions in partner countries. That is, the TEMPUS program provides funding to encourage interaction and balanced cooperation between EU higher education institutions and similar institutions in partner countries [5]. In turn, the ERASMUS MUNDUS program is focused on intensifying international cooperation and increasing mobility among students and researchers from European universities and higher education institutions of third countries on all continents. This program provides for three key components: development of joint master's and doctoral programs with individual scholarships; organization of partnership by conducting joint research and development; attracting highly qualified specialists to work in the EU.

Twinning projects and TAIEX and SIGMA measures are used to implement the institution building mechanism. Accordingly, Twinning is a medium-term project aimed at improving institutional capacity, public governance and the rule of law. Its main goal is to support the building of the institutional capacity of the respective countries on the basis of cooperation between similar institutions of the state-candidate and the state-member. The Twinning program is actively used in Morocco, Lebanon, Tunisia, Jordan, Egypt, Ukraine and the countries of the Caucasus region [6].

TAIEX projects are short-term, aimed at increasing institutional capacity, improving governance and ensuring the rule of law. That is, it is technical assistance in the field of information exchange (Technical Assistance Information Exchange) [6].

Accordingly, the SIGMA program (Support for Improvement in Governance and Management) means providing support for improving governance and management system. The countries covered by the SIGMA program may: receive assistance through an objective assessment of the progress made in implementing reforms; receive assistance at the stage of institution building and development of the legal framework, in order to determine the priority tasks for the state; receive support in the development of projects and actions that will provide incentives for assistance from the European Union and other donors [5].

Until 2008, only the mechanism of cross-border cooperation was used in the multilateral form of interstate cooperation, the tool of which was the SHS program - Cross-Border Cooperation. Its main task is to promote socio-economic development in the regions; addressing common challenges in relevant areas (environment, health, crime; enhancing border security and promoting cross-border cooperation at the local level. [8].

With the advent of the Eastern Partnership and the Union for the Mediterranean, an institutional mechanism has emerged that uses a four-tier structure in the Eastern Partnership and



a system of three joint institutions in the Union for the Mediterranean. Also, in the context of the implementation of the institution building mechanism, within the framework of the bilateral form of cooperation for the respective Eastern Partnership countries, the Comprehensive Institution Building Program has been additionally introduced.

Therefore, based on the above, we believe that it is necessary to improve the implementation of the principles of openness and transparency in public administration of Ukraine, including through greater involvement of citizens in the further implementation of the objectives of state European integration policy and monitoring its implementation. Especially considering that this is provided for in the institutional mechanism of implementation of the Association Agreement through the creation of the Civil Society Platform.

It should be emphasized that the transparency and openness of public administration ensures its stability and proper public perception of public administration; are important incentives for the improvement of public administration structures, personnel and procedures due to the need to adapt them to social change. Moreover, transparency and openness of public administration must be mutually agreed. Thus, the accountability of state institutions in a state with a democratic political system is the second important principle not only for ensuring the quality of the state [3], it is also an important indicator of the effectiveness of public authorities [2].

One of the tools to ensure the principles of openness and transparency in public administration is the media. In addition, they are an important institution for the formation and implementation of public policy, including state European integration policy.

In order to improve the system of public administration of the EU program «Eastern Partnership» in Ukraine, it is important to solve a set of tasks:

- to form coordinated political decisions and implement a consistent European integration course, which depends, first of all, on the socio-political will of the ruling institutions and their readiness for possible compromises;

- to create a National Agency for European Integration, the main purpose of which will be to optimize the existing system of public administration for the implementation of European integration policy, address its main organizational and economic problems, namely: addressing shortcomings in analysis and reporting, strengthening overall coordination, introduction of long-term planning etc. This will help Ukraine reach a better level of relations with the EU;

- adoption of effective legal acts: the National Program for the Implementation of the Association Agreement, the Concept for the Implementation of the European Integration Policy of Ukraine, the new Strategy for the Integration of Ukraine into the EU - they should become the basis for the timely implementation of the European integration policy and are designed to ensure the fulfillment of the entire scope of European integration tasks facing our state;

- ensuring continued funding for planned activities through the timely involvement of state and local budgets, as well as all possible sources that are not prohibited by law, as well as assistance from the EU and other donors;

- in the structure of the National Agency for European Integration should provide for the creation of a separate department for information and analytical support, it should carry out information and analytical support, its main task in implementing the European integration policy of Ukraine should be: effective cooperation with various institutions of civil society, in order to ensure their participation in European integration processes; preparation of comprehensive information for the population.

CONCLUSIONS

Thanks to ensuring the development of cooperation of the European Union with the six countries participating in the Eastern Partnership, attracting them to participate in multi-vector programs of the EU and the Eastern Partnership, as well as thanks to their participation in various kinds of effective institutional platforms, the awareness of the citizens of these countries about the European Union and positive opportunities for participants in the Eastern Partnership has grown significantly. Promoting cooperation and integration with the European Union will allow the citizens of the respective partner countries to adapt European values faster, increase people's awareness of the experience and prospects of EU countries, and significantly strengthen their self-identification as Europeans. The importance of the role of the Eastern Partnership in security issues for both the EU and the countries participating in the Eastern Partnership should be emphasized. Political attention to Ukraine has increased significantly, and the Eastern Partnership countries have been able to significantly strengthen political dialogue and participate in the formation of a common agenda (through participation in Eastern Partnership summits, ministerial meetings and other formats of political involvement). Thus, there is appeared another powerful platform for meetings with the leaders of the EU member states at the highest level.

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THE LEGAL FRAMEWORKS OF THE EASTERN PARTNERSHIP (EAP)

¹Takalandze Lasha, ²Khupenia Daviti

¹Master's student of Peace & Conflict Studies, University of Massachusetts Lowell, USA. E-mail: gl.Takalandze@gmail.com, <http://orcid.org/0000-0002-6975-3604>

²PhD, Student of International Relations, Faculty of Law and International Relations, Georgian Technical University. E-mail: khupenia.data@gmail.com, <https://orcid.org/0000-0003-3909-5652>

ABSTRACT

This article aims to describe the Eastern partnership (EaP), its historical roots, to discuss the main goals of this agreement. This research explores the dynamics of cooperation between the European Union (EU) and Eastern partnership countries, to provide detailed information regarding the bilateral and multilateral cooperation and its legal framework. Thus, I will analyse the historical data starting from the collapse of the Soviet Union till the current issues including the COVID-19 pandemics. After analyzing the economic cooperation and Common Security and Defense Policy (CSDP) collaboration, the results indicate that EaP agreement is successful in sense of economic cooperation, despite the relative weaker cooperation in Common Security and Defense Policy (CSDP).

Key words: Eastern partnership, Cooperation, European Neighborhood, Global Strategy, Association Agreement.

INTRODUCTION

The Eastern Partnership (EaP) is a joint policy initiative which aims to deepen and strengthen relations between the European Union (EU), its Member States and its six Eastern neighbors: Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine. In this framework, guiding the EU's relations with its neighbors is the EU's Global Strategy and the revised European Neighborhood Policy which call on the need to focus on increasing the stabilisation and resilience of the EU's Eastern neighbors. The Eastern Partnership aims at building a common area of shared democracy, prosperity, stability and increased cooperation. Additionally, bonds forged through the Eastern Partnership help strengthening state and societal resilience: it makes both the EU and the partners stronger and better able to deal with internal and external challenges.[1] But the center for the EaP agreement is the economic cooperation between the EU and EaP member states.

The fundament for EaP agreement lies on the article 8 of the Treaty on European Union: "The Union shall develop a special relationship with neighbouring countries, aiming to establish an area of prosperity and good neighbourliness, founded on the values of the Union and characterised by close and peaceful relations based on cooperation."

Today the Eastern Partnership is a decade old. As the partnership comes of age in a new era of geopolitical and societal challenges, it requires fresh approaches and direction. EaP countries are challenged by irregular out-migration and brain drain, and populations questioning the validity of the EaP amid growing populism and EU-skepticism – fueled by the heavy price of reforms, but also Russian interference. Yet this contestation, which includes new hybrid threats

and over challenge stopro-European actors and liberal values, makes the EaP more relevant than ever, and requires a robust response from the EU.[2]

This paper will analyze the main goals and the legal frameworks of the EaP agreement, and I will focus on the Associate Agreement (AA) with the peculiar case of Georgia, and I will discuss AA's economic and political effects on Georgia as well.

The evolution of the EaP. The Eastern Partnership is part of the European Neighborhood Policy (ENP), which also cover sits southern flank. The dramatic events of recent years in both the south and east have necessitated a relatively radical change in the EU's policy towards its neighbors. The evolution of the EaP started with the TACIS (Technical Assistance to the Commonwealth of Independent States) program, which was the council regulation (EC, Euratom) of 29 December 1999 concerning the provision of assistance to the partner states in Eastern Europe and Central Asia. The Community's TACIS program encourages democratisation, the strengthening of the rule of law and the transition to a market economy in the New Independent States (NIS), created as a result of the break-up of the Soviet Union. The states are as follows: Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Mongolia, Russian Federation, Tajikistan, Turkmenistan, Ukraine and Uzbekistan [3]

The next step to the closer cooperation between Eastern Neighborhood and the EU was the implementation of 'European Neighborhood Policy – Strategy Paper' in 2004, which proposed a list of priorities for incorporation in jointly agreed action plans: political dialogue and reform; trade and measures for gradual integration in the Internal Market; justice and home affairs; energy, transport, information society, environment and research and innovation, social policy and people-to-people contacts [4]

The past 15 years have brought sweeping changes on the EU's eastern flank. Since the conclusion of Partnership and Cooperation Agreements between the European Union and Eastern Partners, successive enlargements have brought greater geographic proximity, while reforms supported by the ENP have brought these countries politically and economically closer to the EU. The time has come to make a step change in relations with these partners, without prejudice to individual countries' aspirations for their future relationship with the EU. The European Council of 19/20 June 2008 invited the Commission to prepare a proposal for an "Eastern Partnership" (EaP), emphasizing the need for a differentiated approach respecting the character of the ENP as a single and coherent policy framework [5]

Thus, in 2009 at the EU Prague Summit launched the Eastern Partnership (EaP), which has been defined by the European Union's External Action as a 'joint initiative of the EU and its Eastern European partners: Armenia, Azerbaijan, Belarus, Georgia, the Republic of Moldova and Ukraine. The Eastern Partnership supports and encourages reforms in the EaP countries for the benefit of their citizens'. The participants of the Prague Summit agreed that the Eastern Partnership will be based on commitments to the principles of international law and to fundamental values, including democracy, the rule of law and the respect for human rights and fundamental freedoms, as well as to, market economy, sustainable development and good governance. The main goal of the Eastern Partnership is to create the necessary conditions to accelerate political association and further economic integration between the European Union and interested partner countries. The significant strengthening of EU policy with regard to the partner countries is brought about through the development of a specific Eastern dimension of the European Neighborhood Policy. With this aim, the Eastern Partnership seeks to support political and socio-economic reforms of the partner countries, facilitating approximation towards the



European Union. This serves the shared commitment to stability, security and prosperity of the European Union, the partner countries and indeed the entire European continent.

Therefore, the EaP is based on the two dimensions: bilateral, which aims at developing closer cooperation between EU and partner country, and multilateral dimension, which brings partners closer within framework for exchange cooperation.

Bilateral Dimension. The participants of the Prague Summit shared the wish to deepen and to intensify bilateral relations between the EU and the partner countries, and they agreed that bilateral cooperation under the Eastern Partnership umbrella should provide the foundation for Association Agreements between the EU and those partner countries who are willing and able to comply with the resulting commitments. New Association Agreements, beyond existing opportunities for trade and investment, will provide for the establishment or the objective of establishing deep and comprehensive free trade areas, where the positive effects of trade and investment liberalization will be strengthened by regulatory approximation leading to convergence with EU laws and standards. Open markets and economic integration are essential to the sustainable economic development of the partner countries and to underpin political stabilization. The European Union will develop Comprehensive Institution-Building Programs individually with each partner country in order to improve their administrative capacity, including through training, technical assistance and any appropriate innovative measures. Supporting mobility of citizens and visa liberalization in a secure environment is another important aspect of the Eastern Partnership. Participants of Prague Summit agreed, that this aspect will promote mobility of citizens of the partner countries through visa facilitation and readmission agreements. Another underlined important aspect was energy security cooperation between EU and EaP with regard to long-term stable and secure energy supply and transit, including through better regulation, energy efficiency and more use of renewable energy sources [6]

Multilateral Dimension. The multilateral framework of the Eastern Partnership will provide for cooperation activities and open and free dialogue serving the objectives of the Partnership. It operates on a basis of joint decisions of the European Union and the partner countries. It provides a forum to share information and experience on the partner countries' steps towards transition, reform and modernization and give the EU an additional instrument to accompany these processes. The multilateral framework is aimed at fostering links among partner countries themselves and will be a forum for discussion on further developments of the Eastern Partnership. Four thematic platforms organized by the European Commission allows for target-oriented sessions and serve for open and free discussions, on the basis of the main areas of cooperation, namely Democracy, good governance and stability; Economic integration and convergence with EU sectoral policies; Energy security; and Contacts between people. EaP supports the launching of Flagship Initiatives that will give additional momentum, concrete substance and visibility to the Eastern Partnership and are looking forward to an early discussion of the platforms in this regard. The Eastern Partnership will engage a wide range of actors, involving government ministries and agencies, parliaments, civil society, international organizations (such as the OSCE (organization for Security and Co-operation in Europe), Council of Europe and OECD (The Organization for Economic Co-operation and Development), international financial institutions, the private sector, economic and social partners in the framework of the multilateral platforms [7].

The four Thematic Platforms cover multilateral cooperation in the areas of:

1. Democracy, good governance, rule of law, and human rights, stability and security - are fundamental European values that lie at the heart of the EU's relationship with the Eastern

Partnership countries. It is based on the General Provisions on the Union's External Actions of the Treaty on European Union, Article 21 (1) which declares: 'The Union's action on the international scene shall be guided by the principles which have inspired its own creation, development and enlargement, and which it seeks to advance in the wider world: democracy, the rule of law, the universality and indivisibility of human rights and fundamental freedoms, respect for human dignity, the principles of equality and solidarity, and respect for the principles of the United Nations Charter and international law.'

2. Economic integration and convergence with EU policies, trade, Employment & Entrepreneurship, Agriculture and rural development-Economic integration is encouraged by the EU through the structural reforms, financial sector architecture, agriculture and Small and medium sized enterprises (SMEs); trade and trade related regulatory cooperation and harmonization of digital market. Economic development is at the heart of EU cooperation with its Eastern Partners and it is based on the Economic, Financial and Technical Cooperation with Third Countries on Treaty on Functioning of European Union (TFEU), article 212.

3. Connectivity, Transport, Energy Efficiency, Environment and Climate Change - Good transport connections, whether by road, rail, air or sea, are fundamental to economic development, regional integration, and people's mobility, and can be a means to foster dialogue and regional co-operation. A safe, efficient and sustainable transport system is important to promoting trade between the Eastern Partnership countries and the EU. The EU also actively assists Partner countries to respond to climate change and make their economies more resilient while reducing emissions that impact the climate.

4. Mobility and people-to-people contacts - Legal migration, the sharing of skills and experience through mobility, mutual recognition of qualifications, and dialogue through academic exchange programs are essential to future socio-economic development in the EU and its Eastern Partners. The EU supports a wide range of programs designed to facilitate migration and mobility and provide assistance to refugees and IDPs, while at the same time addressing the root causes of irregular migration and forced displacement.

Other inclusive formats of cooperation within the EaP's multilateral track are thematic panels and flagship initiatives, and they carry out important and large-scale joint projects. Thematic platforms bring together high and medium-ranking officials to discuss legislative harmonization, institutional development, deepening links between countries and developing infrastructure or projects for economic co-operation as well as joint initiatives. Panels study the most important topics raised during the thematic platforms and make a series of recommendations.

Initially, the ambitious overarching aim of the EaP was to create the closest possible political association and economic integration with partner countries. The outcome of economic integration was supposed to be access to the European Single Market, to be accompanied by difficult political, economic, social and institutional reforms, as well as commitment to the principles of democracy, the rule of law and respect for human rights.

The Association Agreement (AA) – peculiar case of Georgia. The solemn signature of the Association Agreements (AA) between the EU and Ukraine, Moldova and Georgia took place at the EU Summit in Brussels on 27 June 2014, which was followed by ratifications by national parliaments in Moldova, Georgia and Ukraine. The legal basement for the Association Agreement lies through Article 216 & 217 (TFEU). This binding legal instrument will advance the state of political and economic integration between the EU and the signatory states. The Agreement



provides a framework for new ways of political cooperation and foresees gradual integration of these countries' markets into the EU's internal market. The effect of the Association Agreement will not be limited to political and economic aspects -its entry into force will undoubtedly foster an enhancement of people-to-people dialogue. It will also assert European set of values of cooperation beyond the existing EU borders.[8]

Entering into force of the AAs inevitably led to the consideration of the legal and constitutional challenges of these agreements on the legal systems of Ukraine, Moldova and Georgia because the Association Agreements are the very first framework international agreements in the modern history of the post-Soviet countries, which imply their deep and far-reaching integration into the legal order of supranational international organization.

Regarding to successful implementation of the Association Agreements, Georgia retains a special position. For Georgia the signing of the Association Agreement signified surpassing logical benchmark; this was a path towards which the country started walking since it regaining its sovereignty after the collapse of the Soviet Union. EU integration has been on the top of the agenda for the government of Georgia ever since. So, in view of the domestic situation too, Georgia retains special position among the three associate countries, not to mention the other three countries which left the group of countries seeking to harmonize their legislation with the *acquis communautaire*. It is a country which, unlike the others, enjoys constant, solid public support for moving closer to the EU. The EU integration has remained a dominant foreign policy priority despite two major shifts in power in 2003 and 2012 and despite the current 2020 elections crisis, after this election opposition political parties are in a boycott regime and do not enter the parliament.[9]

Overall, Association Agreement commitments, including as regards its Deep and Comprehensive Free Trade Area, have been implemented in line with agreed timelines. Over the past year, Georgia has made progress in strengthening its democratic institutions, in the framework of the constitutional reform process and public administration reform. Modest progress was made in reforming the justice sector, but challenges remain to consolidate the results achieved and to make further progress in this area. In that regard, it is not worthy that the 4th wave of legislative form was initiated upon establishment of the Parliament-led platform for judiciary reforms. Going forward it is important for the Georgian government to continue fostering an open dialogue with all political actors and civil society. In the past reporting period, Georgian authorities also continued their efforts to tackle the issues regarding irregular migration.

Georgia actively contributes to the implementation of the revised European Neighborhood Policy and its regional dimension, the Eastern Partnership (EaP) including through the follow up of the 5th EaP Summit of 24 November 2017, the "20 deliverables for 2020" and its active participation in EaP Platforms and Panels.

The AA's chapter of Deep and Comprehensive Free Trade Agreements (DCFTAs), which covers environment, transportation, science and education, are the most important part of AA. It concerns the liberalization of trade and harmonization of trade-related legislation of a country with EU standards and the *acquis communautaire*. [10]

Cooperation in the framework of the Association Agreement and the DCFTA is very tangible and is yielding interesting results in a number of areas. Here are a few examples which could be associated to Georgia's participation to the EaP:

Strengthening the Economy:

- The EU is Georgia's largest trading partner with a 27% share of its overall trade, supporting economic development and job creation.
- Since 2009, 40 000 small and medium-sized enterprises and farmers have received loans, and loans of EUR 130 million are available for innovative SMEs under the Horizon 2020 project.
- As part of support for the development of the agricultural cooperative model, financial and technical assistance has been provided to 1600 agricultural cooperatives and 250 000 farmers have been trained.
- The EU Commission has adopted a proposal for a €150 million macro-financial assistance (MFA) package to Georgia in 2020 to help Georgian government to limit the economic fallout of the coronavirus pandemic.

Supporting the rule of law:

- As part of efforts to ensure equal access to justice, the EU has supported the establishment of the Government Legal Aid Service. This service has provided assistance to 330 000 people. In 123 000 cases, this included representing them in court.
- 5000 judges, prosecutors, prison staff, police investigators and lawyers have been trained.
- In order to facilitate the handling of cases with state offices, the EU has supported the setting up of 44 municipal centres providing public services, including banking, free internet and libraries for more than 90 000 citizens living in remote regions.

Better connectivity:

- The EU makes grants available to Georgia for the development of transport links as well as water and energy infrastructure.
- The EU is also supporting major projects in the fields of environment, green economy, renewable energy and energy efficiency.

Removing barriers for society:

- Since the entry into force of visa liberalization rules on 28 March 2017, 300 000 Georgian citizens have travelled to the EU without a visa.
- As part of the Erasmus program, there have been over 5500 exchanges of students and researchers, and more than 9300 apprentices and young workers from Georgia have participated in joint exchanges, training or volunteering projects.
- Since 2018, Tbilisi has been home to a European School, enabling students from Eastern Partnership countries to learn together and get involved in the field of European values.

Another important issue are security concerns. The security dimension of the EaP still remains largely vulnerable to the present challenges in international politics. However, the new EU Global Strategy will have to protect and promote European values, and to string them EU interests in the world. It must be emphasized that at the moment Russia poses one of the biggest security challenges for Eastern Partners and for the European security architecture as a whole. Russia's revisionist policy is shaking fundamentals of international rules-based order, thus, significantly threatens European and global security. The CSDP Panel was held in two configurations. One for all EaP countries, which would discuss and encourage the exchange of information; increase understanding of EU security priorities among EaP partners; and discuss ways of preventing crises and address challenges in the wider region.



CONCLUSIONS

In conclusion the broad security discourse built into the European Union's (EU's) initiatives to Eastern Partnership (EaP) have in practice not yielded the stability, prosperity and security sought after by the EU. Whilst the EU has pursued bilateral and multilateral processes of engagement through the ENP and EaP, the paradox has remained within its double security narrative and has often resulted in minimal change to the east, as well as contestation from eastern partners and regional actors such as Russia. The conclusion suggests that the EU must provide a more pragmatic, differentiated and balanced narrative, and thus process of engagement with the east if it is serious about creating a zone of peace, stability and prosperity.[11] Certainly, the EaP opens much possibilities for functional integration, starting from the DCFTA and sector cooperation and even integration in certain sectors. Using the full advantages of EaP, the partner countries have almost unlimited access to EU assistance in regard to advice and consultations on domestic reform. Considerable financial resources are also allocated to support the institutional and economic development of the partner countries.

Thus, despite the challenges, mainly in security field, the EaP agreement created perfect opportunity and platform for the partner countries to develop their economy and to build effective institutions. The case of Georgia is a clear example of EaP's success and cooperation tend to be deeper in future.

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