

MODERN ISSUES FOR PUBLIC MANAGEMENT OF REVENUES AND EXPENDITURES OF LOCAL BUDGETS IN THE CONTEXT OF FINANCIAL DECENTRALIZATION

СУЧАСНІ ПИТАННЯ ПУБЛІЧНОГО УПРАВЛІННЯ ДОХОДАМИ ТА ВИДАТКАМИ МІСЦЕВИХ БЮДЖЕТІВ В УМОВАХ ФІНАНСОВОЇ ДЕЦЕНТРАЛІЗАЦІЇ

In the article, the authors pay attention to the public management issues of revenues and expenditures of local budgets in the financial decentralization context. The authors summarized the conceptual and categorical apparatus of the study of the category "local budget"; the mechanism of local budgets formation in the financial decentralization conditions is characterized; the improvement of ways of local budgets formation of territorial communities in the financial decentralization conditions is offered. The main vector of the study is a detailed analysis of the actual problems of generating local budget revenues, the study of management regulation on this issue, as well as the development of an effective mechanism for preventing opposition to the problem of generating local budget revenues. The subject of the study is the theoretical and methodological foundations, methodological approaches and applied aspects of the development of local budgets in the context of financial decentralization in Ukraine.

The paper proposes a structural and logical scheme of the local budget formation mechanism in Ukraine, which forms the instrumental basis for building a certain administrative-territorial unit in order to promote economic (development of entrepreneurial activity, creating conditions for investors, etc.) and social (improving the standard of living of the population, decent wages, etc.) growth. Studies of the features for the legislative definition of the category "local budget" have been carried out. Attention is focused on the issue of the influence of decentralization processes on the local budgets development. The ways of balancing local budgets in the conditions of monetary decentralization are proposed. The main conceptual provisions and recommendations have a theoretical and practical direction and make it possible to form a set of effective measures, the implementation of which will contribute to the formation and implementation of an effective budget policy for the formation of the revenue side of local budgets in Ukraine. The proposed practical recommendations for improving measures aimed at solving the priority problems of forming local budgets in the context of financial decentralization can be used in the activities of public authorities and local governments.

Key words: state budget, revenues of local budgets, consolidated budget, local budgets, the mechanism of local budgets formation, local authorities, tax and non-tax revenues, financial decentralization.

У статті автори приділяють увагу питанням публічного управління доходами та видатками місцевих бюджетів в умовах

фінансової децентралізації. Авторами узагальнено понятійно-категорійний апарат дослідження категорії «місцевий бюджет»; охарактеризовано механізм формування місцевих бюджетів в умовах фінансової децентралізації; запропоновано удосконалення шляхів формування місцевих бюджетів територіальних громад в умовах фінансової децентралізації. Основний вектор дослідження полягає у детальному аналізі актуальних проблем формування доходів місцевих бюджетів, дослідженні управлінської регламентації з даного питання, а також у напрацюванні ефективного механізму запобігання на протидії проблематиці формування доходів місцевих бюджетів. Предметом дослідження є теоретико-методологічні засади, методичні підходи та прикладні аспекти розвитку місцевих бюджетів в умовах фінансової децентралізації в Україні.

У роботі запропоновано структурно-логічну схему механізму формування місцевого бюджету в Україні, що формує інструментальне підґрунтя побудови певної адміністративно-територіальної одиниці з метою сприяння економічного (розвиток підприємницької діяльності, створення умов для інвесторів тощо) та соціального (підвищення рівня життя населення, достойна заробітна плата тощо) зростання. Проведено дослідження особливостей законодавчого визначення категорії «місцевий бюджет». Акцентовано увагу на питання впливу децентралізаційних процесів на розвиток місцевих бюджетів. Запропоновані шляхи збалансування місцевих бюджетів в умовах фінансової децентралізації.

Основні концептуальні положення та рекомендації мають теоретичне й практичне спрямування і дозволяють сформувати комплекс дієвих заходів, реалізація яких сприятиме формуванню та реалізації ефективної бюджетної політики формування доходної частини місцевих бюджетів в Україні. Запропоновані практичні рекомендації з удосконалення заходів, спрямованих на вирішення пріоритетних проблем формування місцевих бюджетів в умовах фінансової децентралізації можуть бути використані у діяльності органів державної влади та органів місцевого самоврядування.

Ключові слова: державний бюджет, доходи місцевих бюджетів, зведений бюджет, місцеві бюджети, механізм формування місцевих бюджетів, органи місцевої влади, податкові та неподаткові надходження, фінансова децентралізація.

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Problem setting. An important mindful prompting of a democratic power is independence and financial independence of the power

government institutions at the functions assigned to them. The municipal budget is the basis of financial security for the development of admin-

istrative-territorial groups; however, the formation and distribution of income in the municipal budget at the level to the principles of the European Charter of the municipal self-regulation do not remain. Therefore, in today's minds, the problems of forming local budgets and making contributions to the organs of the municipal government and delegating new importance in the minds of decentralization breaks become more relevant.

The decentralization reform carried out in Ukraine has brought about the creation of a democratic mechanism for establishing public power on the local level. The reform itself is aimed at advancing the practical significance of the institutions of municipal self-regulation, and expanding and strengthening the real reality of their renewal for the account of the budget, but decentralization of the way of creating an effective model of encouraging municipal budgets. On the formation of municipality budgets, they add the obligations of the enterprises income, institutions, organizations, as well as the income of the population, as well as the payers of taxes and collections in the boundaries of the singing territorial community important in the sphere of activity of municipal government institutions.

The local budgets are given the main role in the socio-economic development of the territory, even if they themselves are financed by laying the foundation for education, culture, the protection of the population health, and the provision of mass information; also, various youth programs are financed, videotapes on the housing and communal government are too thin. But the main food, as it stands at the current stage, is the development of a mass self-regulation, and it is the provision of the necessary financial resources for the effective management of video feeders.

Literature review. Issues related to the formation and use of funds from local budgets are devoted to the works of domestic scientists and practitioners: Y. Beskid, B. Danilishin, O. Demkiv, I. Dyakonova, V. Fedosova, L. Karpenko, V. Kavirshina, V. Koval, M. Karlina, V. Kravchenko, V. Matvichuk, N. Meush, V. Malko, V. Oparina, M. Pabata, P. Pashko, Y. Petlenko, I. Salo, O. Suntsova, A. Yepifanova, O. Vasylyk, and others.

The problems of territorial communities financial support and improvement of the separation of powers between central authorities and local authorities are the subject of constant discussion by politicians, scientists and practitioners. Considerable attention is paid to the study of these issues by well-known scientists: T. Bondaruk, S. Bukovynskyi, A. Buryachenko, I. Chugunov, I. Churkina, O. Kirylenko, I. Lunina, Ts. Ogon, K. Pavlyuk, Yu. Pasichnyk, D. Polozenko, S. Sluchai, V. Vyshnevskyi, I. Zapatrina and others.

Despite significant scientific achievements in the area of local finances, in particular local budgets, the peculiarities and problems of formation (revenue part) of the local budget still remain insufficiently researched, which is associated with the presence of a wide range of unresolved and debatable issues that arise at the local level in the process of formation and use of budget funds. This especially applies to the issues of effective allocation of budgetary powers and determination of sources for formation of a stable own financial base to local self-government institutions in the financial decentralization conditions, which led to the choice of the topic of the master's study. The situation is significantly aggravated by the conditions of martial law in Ukraine.

Research goal. The purpose of the article is a detailed analysis of current problems of local budget revenue generation, development of theoretical proposals and recommendations on ways to increase the effectiveness of public management of local budget revenues and expenditures in modern conditions of financial decentralization.

The subject of the research is the theoretical and methodological principles, methodological approaches and applied aspects of the development of local budgets in the financial decentralization conditions in Ukraine.

Key research findings. The change in the course of the state policy of Ukraine in the direction of financial decentralization of power during the last 10 years is declared as the main vector of the country's development. Beginning in the 70-s of the 20th century with the expansion of the powers of local authorities and the adoption in 1985 of the European Charter of Local Self-Government, decentralization has proven its effectiveness, as the economic systems of the EU and the USA are built on its foundations.

Financial decentralization involves the legislative establishment of certain functions or individual public services and the material and financial resources necessary for their implementation at each level of power. It should be noted that the delegation of powers takes place in all countries with an administrative-command model of the economy, the characteristic features of which are excessive concentration of power and financial resources at the central level and a low level of self-sufficiency of local self-government [1].

Financial decentralization is necessary for the financial independence of local self-government institutions and increasing the efficiency of solving tasks that have been transferred to the local level, improving the provision of services and bringing them as close to the population as possible, improving the management system. Financial independence is achieved by accumulating finan-

cial resources at this stage of power. In foreign countries, instead of the concept of “financial” they use “fiscal” decentralization [2].

If we analyze the interpretation of the category “local budget” and the change of his views on this process in time frames, we can notice a completely logical direction in the study of local budgets in accordance with the historical development of statehood and local self-government. Its definition and understanding as a financial and economic category went through certain stages, completely interconnected with the understanding and interpretation of local finances [3].

Attention should also be paid to the main features of local budgets. These include:

- the territorial affiliation of the local budget (the criterion for classifying a certain budget as local is not just administrative-territorial affiliation, but belonging to the territorial community as a form of independent organization of the population. This feature reflects the scope of the local budget);

- the social orientation (about a third of local budget funds are used to ensure the social needs of the population)

- the dependence of the formation and use of the financial resource of the local budget on the territory economic potential;

- the dependence of the formation and functioning of the local budget on the peculiarities of building inter-budgetary relations;

- the legislative and regulatory determination to the specifics of drafting and functioning of local budgets;

- the identification of local authorities, population and business entities located or living in the territory of the administrative-territorial entity as participants in budgetary relations.

Having analyzed the interpretation of the concept of “local budgets” by various domestic scientists and determined the presence of different research vectors of this category, local budgets should be defined from the standpoint of their multifacetedness and systematic.

We believe that the concept of local budget as an economic category and local budget as a financial plan for local self-government institutions should be distinguished. Since the economic nature of the budget consists in the fact that there is an objective need for the distribution and redistribution of GDP between economic sectors, population strata and territories in order to increase the efficiency of the economy and the well-being of citizens, the economic nature of the local budget is manifested precisely in the fact that with its help, local self-government institutions try to provide society with benefits and services based on the principle of territorial division,

which significantly affect the level of well-being and quality of life.

In addition, the economic essence of local budgets is determined by the essence of local finances, which are an analogy of state finances, and are an economic form of real, objective distributional relations. Therefore, the essence of the local budget as an economic category is realized through its functions – distributive (redistributive) and control. Since the functions are the identification of the essence of the budget in action, they show how the social purpose of this economic (financial) category is implemented as a tool for value distribution and redistribution of national income. Thus, thanks to the distributive function of the local budget, there is a concentration of funds in the hands of local authorities and their use to meet territorial needs. The control function makes it possible to find out about the timeliness and completeness of the receipt of financial resources to local budgets, about the efficiency of their use, about the relationship between separate categories of income and expenses [4].

The local budget as a financial plan is an organizational form of financial resources mobilization and implementation of expenses by local self-government institutions, that is, it is the result of people conscious activity, since the formation and use of financial resources of local budgets is carried out on the basis of local authority's decisions. In terms of material content, the local budget is a centralized fund of financial resources of local authorities, which are mobilized, distributed and used by local self-government institutions to fulfill the functions and tasks assigned to them, provided for by the Constitution and the Ukraine Budget Code [5].

Based on the above, it can be concluded that the local budget is the main financial document that reflects the income (formation) and expenses (use) of each territorial grouping. The availability for budgets of local authorities consolidates their economic and financial independence, allows them to develop territorial infrastructure, expand the economic potential of the region, and improve the quality of public services to meet the needs of the population.

Based on the above study, the mechanism of local budgets formation will be understood as a variety of tools, levers, means by which local self-government institutions exert influence on the development of a certain administrative-territorial unit in order to promote economic (development of entrepreneurial activity, creation of conditions for investors, etc.) and social (increasing the standard for living of the population, decent wages, etc.) growth. Thus, the structural and logical diagram of the local budget formation mech-

anism in Ukraine can be presented as follows (Fig. 1).

With this mechanism of formation of the local budget, the organizational means are:

- the stimulation of communities to unify and form capable territorial communities;
- the decentralization of spending powers in the social and cultural sphere and a clear division of competences formed according to the principle of subsidiarity;
- the strengthening the responsibility of relevant ministries;
- the granting the right to independently choose an institution (in the Treasury or bank institutions) for the maintenance of budget funds to the development of local budgets.

The following financial levers of the given mechanism can be singled out:

- introduction of new types of transfers;
- establishment of a new equalization system for fixed national taxes;
- changes in the delimitation of environmental tax credits;
- expansion of the existing revenue base of local budgets;
- simplification of the procedure for providing local guarantees and borrowing from international financial organizations.

An important prerequisite for building a democratic state is the financial independence of local self-government institutions. The financial side of the independence of local authorities is decisive, because their real power functions ultimately depend on financial capabilities [6].

Thus, the revenues of local budgets of Ukraine during 2015-2021 increased in 3 times (from UAH 121 million to UAH 365 million), but their share

in the consolidated budget increased slightly, practically remained at the same level during 2016-2021 (in 2015 – 18.5%, in 2016 – 21.8%, in 2017 – 22.6%, in 2018 – 21.6%, in 2019 – 23.3%, in 2020 – 22.60%, in 2021 – 22.0% (see Table 1).

The budgetary task facing local authorities when issuing municipal loans is to implement the following goals:

- the smoothing the unevenness of tax revenues to the budget. In the budget process, there are traditionally so-called cash gaps, which are caused by the cyclical factor of cash receipts to the budget by periods and the need to ensure the uniformity of financing planned budget expenditures, as well as the possibility of unforeseen emergency situations that require significant budget resources;

– the financing of current expenses (covering the budget deficit). The emergence of a budget deficit, which is an excess of budget expenditures over its revenues, which is associated with the action of various factors, the most important of which are: constant anticipation of the increase in the financing of social expenses compared to the rates of income growth; crisis phenomena in the economy; ineffectiveness of credit and financial relations; the need to make large centralized investments in the development of the industrial and social spheres; extraordinary circumstances that lead to the depletion of existing reserves. At the same time, it should be taken into account that the amount of tax revenues to the local budget is limited by the standards established by law;

– the solving the problem of non-payments. The critical situation in the sphere of money circulation, chronic non-payments and the growth of debts of enterprises to the budget and

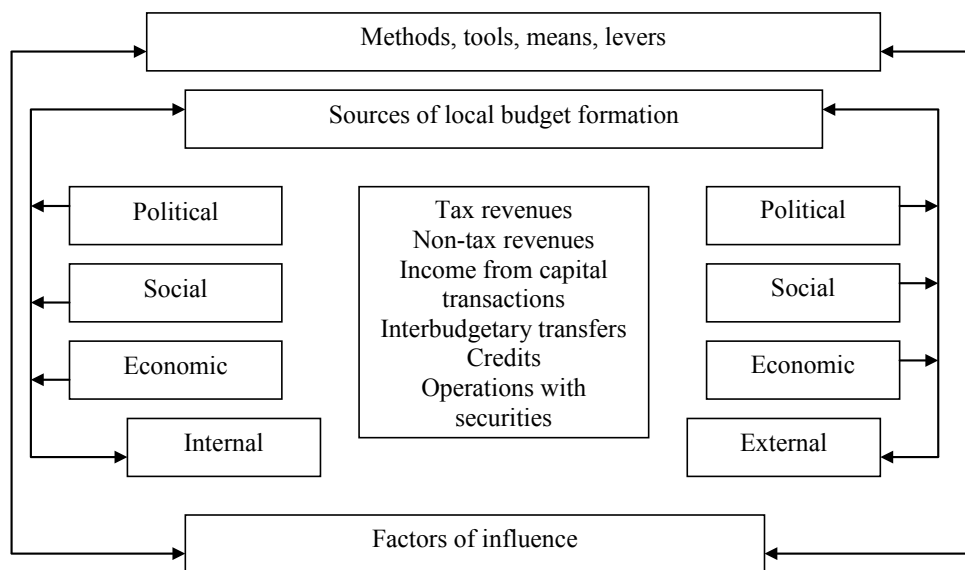


Fig. 1. The mechanism of formation of local budgets in Ukraine

extra-budgetary funds pose the problem of filling the budget to local authorities [9];

– the reducing the dependence of local budgets on transfers from the State budget. In turn, inter-budgetary transfers occupy a significant place in the formation of revenues of local budgets, but their redistribution also contributes to their reduction on the one hand in regions with a high level of budget revenues, while on the other hand, regions with a low level of these revenues, on the contrary, receive additional revenues. This affects the even distribution of income at the local level;

– the reducing the burden on the state budget. The state does not have enough financial resources to finance long-term projects in the regions. In such conditions, local borrowing makes it possible not to wait for additional financing from the state budget, but to immediately implement capital-intensive projects, thereby the state has funds for, firstly, the full financing of its tasks and, secondly, the distribution of current capital costs to long term period [10].

The next step of our scientific recourses is investigation the *ways of balancing local budgets in the conditions of financial decentralization*. Effective organization of relations in the budget system is one of the most important and difficult tasks of public finance in every country. The main problems of the relationship between the state budget and the budgets of local self-government institutions are the redistribution of budgetary resources caused by objective differences in the levels of socio-economic development of individual territories and the need for financial equalization in order to provide constitutional guarantees to the population regardless of their place of residence [11].

The European vector of Ukraine’s development means, among other things, approximation to European standards of budgetary security, financial decentralization, improvement of the principles of drafting and execution of local budgets [12].

In the context of the legal regulation issue for the formation of local budget revenues, we consider it appropriate to introduce changes to the current legislation in the local self-government area, by expanding the delegated powers of municipal authorities on matters of budgetary relations, and it is also necessary to carry out an adequate administrative reform that would correspond to the current economic and social situation in the state and would provide a solution to the problem of the superficial nature for the reform of inter-budgetary relations. Also, in order to improve the legal regulation to the formation of local budget revenues, it is necessary to bring the state of national legislation into compliance with international standards in the field of local self-government.

As for the issue of the instability of the local budget revenue sources, in our opinion, it is advisable to solve this issue by strengthening and increasing the production capabilities of business entities, which will ensure the necessary level of profitability and economic growth of the administrative-territorial unit at the location of the entity object of management [13], and the lack of an effective mechanism for interregional redistribution of state revenues is best solved by redistributing revenues between budgets of the same level, taking into account the tax power of the territories and the minimum level to which the financial capabilities of these territories must be

Table 1

**Revenues of the combined, state and local budgets for 2015–2021
(Excluding inter budgetary transfers)***

| Indicators | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | In 2021 compared to 2020 | |
|-------------------------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-----------------------------|----------------|
| | | | | | | | | Absolute growth billion UAH | Growth rate, % |
| Consolidated budget, billion UAH. | 652 | 783 | 1017 | 1193 | 1290 | 1376 | 1662 | 286 | 120,78 |
| State budget, billion UAH | 532 | 612 | 787 | 932 | 990 | 1064 | 1297 | 233 | 121,90 |
| <i>share in consolidated budget revenues, %</i> | <i>81,5</i> | <i>78,2</i> | <i>77,4</i> | <i>78,1</i> | <i>76,7</i> | <i>77,4</i> | <i>78,0</i> | 0,6 /percentage points/ | - |
| Local budgets, billion UAH | 121 | 171 | 230 | 261 | 300 | 311 | 365 | 54 | 117,36 |
| <i>share in consolidated budget revenues, %</i> | <i>18,5</i> | <i>21,8</i> | <i>22,6</i> | <i>21,9</i> | <i>23,3</i> | <i>22,6</i> | <i>22,0</i> | -0,6 /percentage points/ | - |

Source: calculated by authors on basis of [7; 8]

equalized, and local self-government institutions, in turn, must be allocated the real right to independently introduce local taxes and fees, while taking into account the competitive advantages and interests of each city or region.

The main direction of solving the problems for low level of financial literacy and the lack of interest of local authorities in the maximum mobilization of local taxes and fees is considered to be the creation of self-sufficient territorial communities, which can be achieved by improving the system and procedure for uniting territorial communities, increasing the level of their financial literacy by introducing mandatory training programs on issues of material and financial structure, as well as stimulation by state authorities of mobilization of taxes and fees to local budgets of territorial communities [14].

As for ensuring the optimal distribution of powers between the center and the united territorial community, we consider the main conceptual approaches in the context of this issue to be bringing order in the distribution of functions between the state, regions and territorial communities by ensuring territorial justice in taxation; transformation of territorial communities from objects into subjects of development; changing approaches to the distribution of income and expenses between the branches of the budget system; reforming local taxation; improvement of the system of territories financial equalization; significant improvement in the work of law enforcement agencies.

Conclusions. Thus, after analyzing the current problems related to the formation of local budgets, we can come to the conclusion that in order to solve the problems of formation of local budgets revenues and increase the share of own revenues, reduce dependence on financial assistance, achieve balanced budgets, and improve the efficiency of local finance management, it is necessary:

- to reduce vertical and horizontal fiscal imbalances by transferring to local budgets sufficient sources of income adequate to the expenditure needs of local self-government;
- to improve the mechanism of inter-territorial financial equalization;
- to implement a consistent and balanced state regional policy aimed at reducing significant differences in the economic development of territories;
- to clearly establish the budgetary powers and responsibilities of authorities at different levels during the formation of revenues;
- to increase the volume of own revenues of local self-government budgets, in particular, by optimizing taxation mechanisms.

At the same time, as evidenced by the materials of our research, today the process of forming local budgets is mostly characterized by the insufficiency of own revenues and the tendency to increase the volume of inter-budgetary transfers, which a priori limits the financial capabilities of local authorities for the concentration of the resource base and proper socio-economic development of territories, in particular investment and results in incomplete satisfaction of the collective needs of territorial communities.

The state of formation and use of local budgets significantly depends on the solution of budget balancing problems, which are the result of unresolved issues in the area of fiscal federalism. Budgetary financial decentralization carried out in Ukraine includes improvement of the system of balancing local budgets. In view of this, solving the problems of improving the balancing of local budgets is extremely urgent.

When forming a modern system of local self-government, great importance is attached to reforming the system of financial autonomy, which will determine the further stable development of Ukrainian society. It was determined that one of the problems of long-term revenue provision of local budgets to fulfill their duties and powers is insufficient use of potential reserves. By simply minimizing such phenomena as the shadow economy, the community can receive additional income equivalent to its own budget. To increase taxation and tax potential, an important reserve is the reduction of the unemployment rate and the increase of official wages, support and control of local enterprises and other measures defined in the work. Their implementation in reality will allow the community to attract additional funds to the budget, be capable and develop.

It was determined that in the conditions of war, in order to ensure stability in the management of local budgets, local communities resort to the following mechanisms: the first is the reduction of expenses, the second is the request of the community to the central or regional authorities for direct financial assistance.

At the same time, in order to stabilize the revenues of local budgets in the conditions of martial law, it is worth paying attention to the following directions:

- taking into account the fact that the preservation of the community's financial capacity is entrusted to local government, local self-government institutions should work towards the formation of financial management skills for local self-government through the training system.
- expand external financing through obtaining grants and loans;

– horizontal connections at the local level are important – they should be transformed into fruitful cooperation, both between communities and with higher levels of foreign governments and organizations.

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