

Abstract: the article develops the concept of creating a national measuring system of the level of corruption in the field of state policy formation and its implementation in public administration. The international assessment system of corruption level in all spheres has been analyzed. The autor comes to the conclusion that nowadays in Ukraine there is neither common methodology of corruption assessment, nor analysis of the most corrupt areas of public authorities. So it is necessary to create an anti-corruption state policy of the national measuring system, to develop an evaluation procedure for corruption, taking into account a number of special local features of corruption.

Keywords: *corruption level, corruption assessment, state anti-corruption policy.*

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Measuring system of the corruption level as a component of the anti-corruption fight in the system of public authority

Formulation of the problem

The Law of Ukraine “On Prevention of Corruption” [1] defined legal and organizational basis for the functioning of the system for preventing corruption in Ukraine, the content and procedure for the use of preventive anti-corruption mechanisms and rules for eliminating the consequences of corruption actions. Special attention should be given to the imperfection of the existing measuring system of corruption level, negative consequences are the insufficient level of state policy and public administration in this area and the possibility of creating prerequisites for corruption actions. A number of articles by local and foreign scientists [2–8] are devoted to the creation of corruption level measuring system, without taking into account peculiarities of Ukraine.

The Status of Problem Study

The current state of corruption level measuring system in Ukraine is characterized by: the lack of national system of indicators; the lack of appropriate methods for collecting, processing, evaluating information; limited capabilities of the existing system of information sources in this area regarding completeness, accuracy and reliability of information; the lack of models to combat

corruption, that can prevent forecasting development of the situation in this area and assessing all the consequences.

Proper formation of public policy and its implementation in public administration is impossible without reliable and high-quality feedback between public authorities and society, ongoing monitoring and corruption control, especially when it comes to preventing and overcoming corruption. Therefore, development and application of effective anti-corruption mechanisms in Ukraine is carried out largely chaotically, unsystematically, without proper state influence and can become a source of threats to both national security of our state and the process of European integration of Ukraine.

The need to develop and implement such a system of indicators is determined by the regulatory framework and meets the aspirations of Ukraine regarding the acquisition by Ukraine of the status of associate member of the EU.

The purpose of study

The purpose of this study is to develop a national system of indicators, methods of collecting, processing, evaluating information obtained for calculating indicators, improving sources of information, the formation of appropriate models and obtaining forecasts. This study is relevant, has scientific and practical tasks in the context of ensuring effective state anti-corruption policy and public administration in this area.

Presentation of the main ideas

- To assess the state corruption level in all spheres of society, an integrated system of indicators, based on both statistic data and special empirical studies conducted by Ukrainian and foreign companies, as well as on the ratings of such international organizations, such as the UN, the EU, the World Bank, Freedom House, Transparency International. The following features should be taken into account [2, 3, 6]:

- political instability, ramification of the political system and the presence of a large number of political parties, weak local government, imbalance of functions and powers of the branches of government, which leads to abuse of power, illegal decisions; inconsistency in the

implementation of reforms, lack of effective parliamentary and civilian control over the activities of senior officials of the executive branch of government, lack of adequate political will to decisively dissociate political activity from business, which leads to an increase in the level of "political corruption";

- economic and financial crises, absence of small and medium businesses; the absence of a favorable mode of activity of enterprises and entrepreneurs, especially in paying taxes, deductions to the budget, receiving state support, loans; the lack of transparency in the process of privatization of property, the solution of various economic and economic issues, the assessment of profits, the amount of taxes, benefits, etc., creates the conditions for their solution for an additional "reward"; decline in the standard of living of citizens, which is accompanied by unemployment, mass labor migration of citizens to other countries, reduction of social benefits, and the like;

- the lack of an effective system of civilian control over the activities of state and local government bodies, their officials and officers, political and public figures, which makes such activities non-transparent;

- lack of clear regulation of the activities of civil servants regarding the procedure for exercising official authority, provision of administrative services, decision-making, and the officials have extensive administrative and entertainment powers to make decisions at their discretion; the prevalence in the personnel policy of cases of the filling of posts of employees not on the basis of their business and moral qualities; non-observance of conditions and a formal attitude to the holding of a competition for filling positions and certification; excessive concentration of management functions and powers of the highest bodies of state power; low performing discipline, lack of proper responsibility; low quality and groundlessness of many management decisions; low prestige of public service ;; the lack of real influence of non-governmental organizations on the state of affairs in the fight against corruption in the state; the insecurity of the law enforcement system, organizing and carrying out in full the detection, prevention and detection of corruption crimes;

- flaws in the regulatory framework, excessive closure of state bodies and officials; the absence of a holistic system of preventive measures at the normative level on the causes and

conditions conducive to corruption and corruption; gaps and vagueness of the legislation, which provides for liability for corruption offenses and regulates the activities of state bodies fighting corruption ;;

- demoralization of society and devaluation of moral values; the weakening of society's immunity to corruption and anti-corruption motivation of society, the failure to recognize a significant part of the population of corruption as a social evil, not understanding its social danger to society, state or individual; the weakness of the civil society institutions and the media, depending on the owners and authorities, largely avoid the objective coverage of corruption-related issues.

- A comprehensive indicator system, taking into account the above-mentioned specificity of corruption, can form the basis for creating a system for monitoring corruption, the effectiveness of anti-corruption public policy, and supporting civil society in the fight against corruption.

- Today, in international practice, there are several approaches to measuring the level of corruption:

- sociological survey. Since 1999, the World Bank has been studying corruption through the Survey on Business Conditions and Enterprise Performance Surveys by conducting surveys of owners and senior managers of companies from the countries of Central and Eastern Europe, the former USSR and Turkey. Another Project is the World Governance Indicator (WGI) – the Quality Index also includes corruption-related surveys. The index is calculated for 200 countries since 1996.

- expert assessments that are used when comparing corruption across countries and periods of time. The most famous projects are Nations in Transit (NIT, the Nation in Transit), conducted by the American public organization Freedom House, International Country Risk Guide (ICRG) and the Country Policy and Institutional Assessment (CPIA) of the World Bank. Ratings from these sources are based on Corruption assessment by respondent-experts with expert knowledge of corruption phenomena in each country.

There are several integrated estimates of corruption ratings offered by various organizations (for example, Transparency International's TI). Corruption Perceptions Index (CPI) is rather

qualitative, it measures not so much the phenomenon as its perception by the population and is published since 1995.

- In January 2017, the National Agency for the Prevention of Corruption approved the Methodology for Standard Corruption Surveys in Ukraine, which is jointly developed by Nazca and the OSCE Project Coordinator in Ukraine within the framework of the project of international technical assistance "Support for the Diagnosis, Monitoring and Prosecution of Corruption in Ukraine". The methodology is a unified tool for systematic monitoring and evaluation of the level of corruption, will allow to record the dynamics of indicators of the prevalence of corruption and the perception of the effectiveness of anti-corruption activities by the population. The study of the level of corruption in Ukraine based on the Methodology will ensure a correct combination of objective and subjective (estimated) data, that is, assessing the perception of the state and prevalence of corruption, taking into account data on actual corruption practices. Implementation of the Methodology will ensure transparency and accessibility to the public both in terms of tools and results of determining the level of corruption, increase confidence in state anti-corruption policy. As stated in the National Report on the Implementation of the Basics of Anti-Corruption Policy in 2016 [7], in the coming years Ukraine may receive a real tool for assessing the level of corruption based on a combination of different sources of information that need to be verified, in particular how corruption practices in key sectors of society are widespread. The information obtained will not be limited to the specifics of the perception of corruption by the population ("thoughts and impressions" about its possible scale, consequences, etc.), but will show inclusiveness of the population in the corresponding corruption situations ("corruption experience"). The first study, which will be completed in 2017, will test the expert group's methodology for standard population surveys on the level of corruption in Ukraine. The study provides for two basic surveys: a) a basic survey - the population of Ukraine in a representative sample; b) survey of the target group representing a sector of increased corruption risk - representatives of the business environment as well as additional expert polls. Features of the population survey: a) the sample population should be roughly 2500 households in order to ensure the representativeness of the results for Ukraine as a whole, economic

and geographical regions and regions; Obligatory will be conducting surveys in Lugansk and Donetsk regions (except for uncontrolled areas of the ATO zone); b) the method of data collection - face-to-face interview or other method that the performer will reasonably propose; c) the questionnaire should include up to 60 questions, are substantially divided into three blocks - the general socio-demographic information; the question of the experience of contacts in the relevant spheres and signs of inclusion in corrupt practices; 19 question about the general perception of the situation with corruption in Ukraine; the formulation of questions of corruption experience should not contain terms that have a negative or appraisal meaning (for example, bribe, corruption, unlawful gain, etc.); d) interviewers must undergo special trainings in order to familiarize themselves with the specifics of displaying the corruption experience of respondents in the language of legal qualifications; e) before the polls begin, a questionnaire testing should be carried out on a small group of respondents, and recommendations on the methodology for interviewing and the content of questionnaires should be provided. Features of the target group survey: a) The sample population should be approximately 1000 respondents who will represent the main economic sectors, types of enterprises (small, medium, large business), main regions; category of respondents - owners / co-owners; executives / deputy heads; chief specialists or heads of structural divisions; b) the method of gathering information - a face-to-face interview or other method that the performer will reasonably offer; c) the questionnaire to include up to 80 questions, content is divided into five blocks - the general socio-demographic information; the question of the experience of contacts in the relevant spheres (joint polls of the population) and signs of inclusion in corrupt practices; the question of a general perception of the situation with corruption in Ukraine; specific questions about contacts with government agencies and the existence of corruption practices; private corruption will be a separate block; d) before the polls begin, a questionnaire testing should be carried out on a small group of respondents, and recommendations on the methodology for interviewing and the content of questionnaires.

The Group of the Council of Europe Anti-Corruption (GRECO) is an example of a more effective method of assessing the level of corruption. Experts from different countries on the issues

of anti-corruption policy suggest as indicators of corruption measurement use the following positions: level of perception of corruption; world index "Economic freedom"; the amount of bribes given by entrepreneurs and households; control over the manifestations of corruption; quality of response to corruption offenses; the number of bribes for a certain time (more often than 12 months); the number of citizens who are ready to give a bribe; management efficiency; regulatory quality; Rule of Law; accountability and self-expression; political stability; political and civil rights; quality of life of society.

The bribe payers index is also calculated by Transparency International experts. In the calculation of this indicator only the leading exporting countries, which are ranked depending on the willingness of companies in these countries to bribe abroad. The index estimates the likelihood of bribing by foreign exporting companies on a ten-point scale (0 is the maximum rating, 10 is the lowest).

The World Bank's Index of Corruption Control (Control of Corruption Index) is calculated by experts of the World Bank on the basis of aggregation of various indicators measuring the degree of use of state power for the purpose of personal enrichment. In addition, World Bank experts identify five indicators closely related to corruption:

1) the index of the efficiency of public administration, measures professionalism and competence of officials, as well as the quality of public goods supplied by the state;

2) an index of law and order, which measures the quality and effectiveness of civil law procedures in the event of violation of contractual obligations, the effectiveness of judicial and law enforcement systems, as well as the level of crime and violence in the country;

3) an index of political stability that measures the likelihood of coups and violent actions against the ruling regime, as well as the likelihood of terrorist attacks;

4) the index of administrative burden, which measures the existence of excessive control over economic entities by state bodies, as well as excessive bureaucratic procedures for the opening of a new business and business activities;

5) an index of openness and transparency that measures the existence of civil liberties, the

observance of human rights and the transparency of political processes in the country.

The World Bank ranked all countries according to indices that range from -2.5 (worst) to +2.5 (best indicators). In addition to the corruption indicator, Freedom House calculates several interrelated indicators reflecting the degree of development of civil society and democratic institutions. All indicators are ranked on a seven-point scale, where one point is the highest level of democracy, and seven points are the lowest.

Also, for measuring corruption, mathematical and economic models of corruption (equilibrium models, dynamic models, etc.), econometric studies (studying the empirical relationships between the level of corruption and various characteristics-factors), and institutional research are used. These approaches are based on data on different countries, which, in turn, is an aggregated assessment of subjective perception and corruption expertise. Obtaining empirical estimates is based on the assumption that there is a correlation between subjective data and the actual level of corruption in the state.

When investigating the level of corruption, it is necessary to distinguish between the concept of its "measurement" and "assessment". Measurements of corruption are carried out with the help of social indicators or indices (quantitative indicator), and assessments should be understood as a generalization of the results of measurement and the provision of an appropriate assessment of corruption, formulation of conclusions, etc. (qualitative indicator). 2. Characteristics (measurement of level) of corruption are carried out in the assessment of the following positions: the relationship between countries; in a single country; in each sphere of the social life of the country separately, that is, we classify the correspondence of the global, state and local dimension. 3. The key models of evaluation can be considered: the real state of corruption (prevalence) of perception of corruption by the population; the effectiveness of measures to counter corruption.

Conclusions and directions for further research

In the article we can come to the conclusion that nowadays in Ukraine there is neither common methodology of corruption assessment, nor analysis of the most corrupt areas of public authorities and society. This fact presupposes development of the national corruption assessment system taking

into account all specific features of corruption in the country. Such system should become the part of the anti-corruption state policy. It should follow Ukrainian geopolitical interests and its preference to become a member of the EU. The ideal variant for Ukraine is to combine national indicators with the international standards.

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