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## **STATE OF PUBLIC ADMINISTRATION SCIENTIFIC DEVELOPMENT MECHANISMS FOR OVERCOMING POVERTY AND IMPROVING THE STANDARD OF POPULATION'S LIVING IN UKRAINE**

*The article analyzes in detail the state of scientific development of public administration mechanisms for overcoming poverty and improving the living standards of the population in Ukraine. It shows how the international scientific community has conceptualized and solved the problem of poverty based on a wide range of theories and conceptual approaches: the theory of individual disadvantages; the theory of cultural belief systems; the theory of economic, political and social distortions; the theory of geographical inequality; the theory of cumulative and cyclical interdependencies, etc.*

*It is outlined that poverty is a serious socio-economic problem that affects many aspects of society. First, it leads to the inability or insufficient provision of basic human needs, such as food, water, housing and medical care, and, as a result, to a general deterioration in physical and mental health. Second, poverty can cause social exclusion and marginalization, affecting people's opportunities to receive education and find work. Third, poverty negatively affects the economic development of the country, as it can lead to the absence of a consumer market and a deterioration in the skills of the workforce, which, in turn, can hinder investment and the development of entrepreneurship.*

*Also, overcoming poverty requires a comprehensive approach and the implementation of various public administration mechanisms, such as: reforming the social security system (pensions, assistance to families with children, persons with disabilities, etc.), ensuring access to quality education, vocational training and retraining, medical care, stimulating employment, establishing an adequate minimum wage to guarantee a decent level of remuneration, etc. These mechanisms should be integrated into the poverty alleviation strategy and implemented in cooperation with the public, non-profit organizations, and other stakeholders to achieve maximum positive impact.*

*The contemporary paradigm of public administration, particularly within the challenging context of post-war Ukrainian society, identifies as a critical success factor the cultivation of dynamic and structured platforms for cooperation. This approach requires moving beyond traditional governmental action to actively foster and institutionalize a cohesive partnership that integrates the capabilities of central and local state institutions, the advocacy and oversight functions of civil society, the innovation and resources of socially responsible business, and the evidence-based expertise of the scientific community. The collective action of this network must be strategically channeled towards achieving several interdependent strategic goals: the fundamental restoration and modernization of the nation's economic foundation; the systematic rebuilding of destroyed social and physical infrastructure in the most impacted regions; the proactive generation of sustainable livelihoods and job opportunities; and the development of a robust, responsive social protection framework that can effectively mitigate poverty and support the well-being of those most at risk in the aftermath of conflict.*

**Keywords:** *state of scientific development, mechanisms, public management and administration, poverty, poverty alleviation, economic development of the country, raising the standard of living of the population.*

## СТАН НАУКОВОЇ РОЗРОБКИ МЕХАНІЗМІВ ПУБЛІЧНОГО УПРАВЛІННЯ ЩОДО ПОДОЛАННЯ БІДНОСТІ ТА ПІДВИЩЕННЯ ЖИТТЄВОГО РІВНЯ НАСЕЛЕННЯ В УКРАЇНІ

*У статті детально проаналізовано стан наукової розробки механізмів публічного управління щодо подолання бідності та підвищення життєвого рівня населення в Україні. Показано, як міжнародне наукове співтовариство осмислювало та вирішувало проблему бідності на основі широкого переліку теорій та концептуальних підходів: теорія індивідуальних недоліків; теорія систем культурних переконань; теорія економічних, політичних та соціальних викривлень; теорія географічної нерівності; теорія кумулятивних та циклічних взаємозалежностей тощо. Окреслено, що бідність є серйозною соціально-економічною проблемою, яка впливає на багато аспектів життя суспільства. По-перше, вона призводить до неможливості або недостатнього забезпечення базових потреб людини, таких як їжа, вода, житло та медична допомога, і, як наслідок, до загального погіршення фізичного та психічного здоров'я. По-друге, бідність може стати причиною соціальної відчуженості та маргіналізації, впливаючи на можливості людей отримувати освіту та знаходити роботу. По-третє, бідність негативно впливає на економічний розвиток країни, оскільки вона може призводити до відсутності ринку споживачів та погіршення кваліфікації робочої сили, що, у свою чергу, може перешкоджати залученню інвестицій та розвитку підприємництва. Також, подолання бідності вимагає комплексного підходу та впровадження різноманітних механізмів публічного управління, як-от: реформування системи соціального забезпечення (пенсії, допомогу сім'ям з дітьми, особам з інвалідністю та ін.), забезпечення доступу до якісної освіти, професійної підготовки та перекваліфікації, медичної допомоги, стимулювання зайнятості, встановлення адекватної мінімальної заробітної плати для гарантування достойного рівня оплати праці тощо. Ці механізми повинні бути інтегровані в стратегію подолання бідності та реалізовані у співпраці з громадськістю, неприбутковими організаціями та іншими зацікавленими сторонами для досягнення максимального позитивного впливу. Зазначено, що важливим аспектом публічного управління щодо подолання бідності та підвищення життєвого рівня в повоєнному українському суспільстві є розробка механізмів активної взаємодії органів державної влади, органів місцевого самоврядування, громадянського суспільства, соціально відповідального бізнесу та наукової спільноти, спрямована на відновлення економічного потенціалу країни, інфраструктури на постраждалих територіях, створення нових робочих місць та дієвих механізмів соціального забезпечення найбільш вразливих верств населення.*

*Ключові слова: стан наукової розробки, механізми, публічне управління та адміністрування, бідність, подолання бідності, економічний розвиток країни, підвищення життєвого рівня населення.*

**Problem statement.** Despite the fact that, according to the International Monetary Fund, in 2018 Ukraine was named the poorest country in Europe, experts have noted Ukraine's progress in combating poverty over the past few years, achieved through strategic planning and implementation of a number of programs aimed at raising the living standards of Ukrainians. However, it was completely offset by the economic consequences of the COVID-19 pandemic in 2020-2021 and the beginning of full-scale armed aggression by Russia in 2022.

According to the most optimistic scenario of international experts, the devastating socio-economic consequences of the Russian-Ukrainian war will push half of the population of Ukraine below the poverty line, according to the most pessimistic, more than 90% of the population of Ukraine may be below the poverty line. These forecasts actualize the problem of studying public administration mechanisms for preventing and overcoming poverty, increasing the living standards of the population of Ukraine under martial law and during the period of post-war reconstruction. The updated model of economic development, together with effective mechanisms of public regulation and a balanced strategy for overcoming poverty, based on stimulating employment and an effective social security system, will in the future make it possible to ensure a decent standard of living for the population of Ukraine, and to form a powerful middle class.

**Analysis of recent research and publications.** Analysis of the causes and consequences of poverty in Ukraine, the specifics of the Ukrainian version of poverty, theoretical and methodological aspects of measuring poverty, the search for mechanisms to combat it have become the subject of scientific investigations by a number of researchers, such as: E. Libanova "Poverty of the Population of Ukraine: Methodology, Techniques and Practice of Analysis", V. Adamyk, N. Komar "International Economic Assistance for Poverty Alleviation in Ukraine", I. Bilous, O. Kyrylenko, N. Kravchuk "Financial Levers for Poverty Alleviation in Ukraine", V.

Opalko, O. Chernega, “Global Poverty: Scales, Trends and Threats to Development”. Certain aspects of the problem of poverty at the present stage, forecasts for its overcoming are analyzed in the scientific investigations of M. Kravchenko [16; 17], S. Luchyk, M. Luchyk [1], I. Prykhodko [11], G. Yurchyk [18], M. Farion [2] and others.

**The purpose of this study** is to analyze the state of scientific development of public administration mechanisms for overcoming poverty and raising the standard of living of the population in Ukraine.

**Presentation of the main material.** In 2020, the number of people living in extreme poverty in the world (719 million, or approximately 9.3% of the total population) was 71 million more than when monitoring this process began in 1990. This was the largest one-year jump in more than thirty years [1, p. 224]. Given the scale, the problem of poverty and raising the standard of living of people is relevant for scientific study with the aim of further developing mechanisms to overcome it.

Ukraine is one of the countries with a high risk of increasing the number of poor people [2, p. 89]. These risks have especially increased over the past few years due to the pandemic and the Russian-Ukrainian war.

The problem of poverty is multifaceted and complex, therefore it is the subject of research in a number of sciences: economics, public administration, sociology, political science, philosophy, statistics, economic psychology, etc. The fight (overcoming or reducing the level) of poverty is one of the primary goals in the activities of such institutions as the United Nations and the World Bank.

The international scientific community has conceptualized and addressed the problem of poverty based on a wide range of theories and conceptual approaches. In his study of poverty, Ghanaian researcher A. Addae-Korankye summarized theories that explain the causes and patterns of poverty development: the theory of individual deficiencies; the theory of cultural belief systems; the theory of economic, political and social distortions; the theory of geographical inequality; the theory of cumulative and cyclical interdependencies [3, p. 55].

The theory of individual deficiencies embodies the politicized nature of modern theories of poverty. Some researchers believe that this theory is inspired by the American model of individualism, which establishes the personal responsibility of a citizen for the fact of his being in a state of poverty. It proves that only individual negative qualities of a person should be considered as the cause of poverty in society.

The theory of cultural belief systems assumes that poverty is the result of the implementation of erroneous models of behavior among the population. It substantiates the concept of a “culture of poverty” as a set of value and behavioral guidelines that lead to the preservation of the problem of poverty in certain social groups. The culture of poverty is formed among underprivileged social groups in certain geographical areas, which also connects this theory with the theory of geographical inequality. Researchers proceeded from the hypothesis that the cultural guidelines of society can change, and this should lead to the eradication of poverty [4, p. 155].

Proponents of the theory of economic, political and social distortions consider social, economic and political conditions in society as the main source of imbalances in the distribution of goods, leading to poverty. Unequal initial positions in the distribution of talents, skills and capital among the population are recognized as the main source of inequality, leading to the defeat of part of the population in the competitive struggle. Researchers P. Davis and M. Sanchez-Martinez prove that performing certain jobs and occupying positions in society requires the acquisition of knowledge and talents, the development of which requires time and resources. If part of society is deprived of opportunities to acquire the necessary skills and knowledge, it will be doomed to poverty [5].

In the context of our study of poverty in the context of war and post-war challenges, the theory of cumulative and cyclical interdependencies (or cyclical theory of poverty) seems relevant, which combined the consistent provisions of other theories, seeking to present the problem of poverty as a cyclical process. Poverty as the inability of citizens to ensure the satisfaction of basic needs becomes the result of cumulative or cyclical shocks (natural disasters, economic and political shocks, etc.),

which also triggers a cycle of deterioration of the socio-economic situation in society. Part of the population, deprived of basic goods due to external shock factors, is excluded from the process of reproducing social goods, which triggers a new cycle of economic recession: a decrease in demand for goods - a decrease in production and demand for labor - an increase in unemployment and an increase in the share of the poor population. The task of the state and society in this case is to break the cycle of expanding the problem of poverty among the population, creating new incentives for socio-economic development.

In modern scientific discourse, two main concepts of poverty have been formed. According to the first, poverty is considered an absolute category and is the inability of a person to materially provide for his minimum life needs. A certain set of goods is determined that provide the primary physiological needs of a person. The cost estimate of the minimum consumer basket determines the absolute poverty line - the subsistence minimum.

It is worth noting that poverty is fundamentally relative. Depending on the variation in the level of social welfare and living standards, the idea of standard needs, in particular the category of poverty, changes. The level of poverty is directly correlated with the economic potential of the country. Therefore, there is no single world standard of poverty. Today, the absolute poverty thresholds defined by the UN, which are used exclusively for international comparisons, provide for several levels, in particular, daily consumption equivalent to \$ 1.25, \$ 2.25 and \$ 5.0 at purchasing power parity (an indicator showing the ratio of the cost of the same set of goods and services in different countries) [6, p. 67].

The World Bank defines absolute poverty as one in which a person lives on less than \$ 1.25 (approximately € 0.9) per day [7]. People who are considered poor in economically developed countries could have a fairly high standard of living in third world countries. Therefore, a very important contribution to the theory of poverty is the conclusion of A. Banerjee and E. Duflo, founders of the Poverty Alleviation Laboratory, laureates of the 2019 Nobel Prize in Economics, that “those who are considered poor in poor countries are poor” [8, p. 44].



A. Banerjee, E. Duflo and M. Kremer, based on the first large-scale “field experiments” in the fields of education and health care, proved to both the scientific community and governments that this is not only a scientifically sound, but also an extremely effective method of assessing effectiveness. Michael Kremer conducted the first experiments in Kenya in the mid-1990s, Abhijit Banerjee and Esther Duflo, authors of the book “Poor Economics: A Radical Rethinking of the Way to Fight Global Poverty” [9] – in the early 2000s in India and Indonesia. Their “evaluation system” is a system for assessing policies aimed at reducing poverty. Poverty requires combating a system of factors. They were able to learn to assess the impact of specific measures on the poverty of an individual family. This method works well in the poorest countries, because in them the cause of poverty lies in the conditions in which a person lives.

The second concept of poverty – relative – interprets this concept as a discrepancy relative to certain average indicators, that is, a certain part of the average (median) income of a person is taken into account in the practical determination of the relative poverty threshold. For example, in the USA the relative poverty line is determined at the level of 40% of the median income, in most European countries – 60%. This approach has become widespread in developed countries and countries with rapid economic growth.

When defining poverty, such concepts as monetary and non-monetary poverty are used. The first is understood as a lack of funds, in the second case – deprivation or limited access to material goods/services to maintain a lifestyle inherent in a particular society in a particular period [10].

There are two forms of poverty – objective and subjective. To determine objective poverty, the country’s accepted criteria for income and access to certain material and spiritual benefits are used: the ability to provide children with education, acquire a certain profession, quality medical care, the availability of housing that meets regional standards, etc. An important characteristic of objective poverty is that the methods and criteria for its determination should be uniform for the entire

population. That is why the policy of social support for the poor is usually oriented towards indicators of objective poverty.

The subjective form of poverty is determined by a person's self-identification. In this case, the poverty line is established on the basis of an analysis of people's perceptions of the amount of resources (income) that they believe are sufficient to meet their minimum needs. The very formula for determining the subjective form of poverty complicates the process of assessing its scale and level. In the 1970s, researchers at Leiden University (the Netherlands) developed a methodology for determining subjective poverty, according to which the respondent either independently determines what level of income provides the minimum subsistence level and prevents poverty, and compares his income with this amount, or directly classifies his material condition, classifying himself (his household) as poor, middle-class or rich.

In modern conditions, another method is more often used, when a person determines what exactly his income is enough for. For example, during a certain period: income is sufficient, savings have been made; income is sufficient, but without savings; income was only enough for food; income did not even provide sufficient food [6, pp. 67–68].

Analysis of the level of subjective poverty is an important criterion in sociological research, as it reflects the state of public consciousness, public behavior and may indicate the processes of marginalization of society, the prevalence of dependent attitudes among citizens, which, in turn, results in a decrease in economic activity and initiative. Usually, this indicator is not used when developing mechanisms for state regulation of poverty alleviation. However, there are specific forms of support for people who subjectively classify themselves as “poor”, for example, social shops with reduced prices.

In addition, poverty is classified by duration as temporary (short-term, seasonal) and stagnant (chronic, long-term). The latter can potentially have much more serious consequences and is formed as a result of the simultaneous action of a certain complex of adverse factors.



V. Prykhodko, based on the analysis of different approaches to studying the problem of poverty, identified the main types of poverty: complete, partial, extreme, subjective, force majeure and social [11, p. 530].

In the absence of the minimum means necessary for life, poverty is considered complete; in the presence of means for life, but in a much lower amount than the average level in a certain society, - partial; in the presence of only certain necessary means for life – extreme.

The force majeure form of poverty is associated with the emergence of objective reasons independent of the individual (for example, as a result of military actions in Ukraine as of September 2022, 72.1 thousand residential buildings were completely destroyed, and the total area of damaged or destroyed objects is 74.1 million m<sup>2</sup>, which is 7.3% of the total area of the housing stock of Ukraine [12, pp. 6–7]; as a result of the earthquake in Turkey, about 30 thousand residential buildings were destroyed).

Social exclusion (social rejection, exclusion or social isolation) is a severe form of poverty, from which it is practically impossible to escape and which involves the complete removal of an individual from social life. In this situation, people are unable to enjoy the social rights guaranteed to them by law (the right to work, decent living conditions, access to social services, health care, education, culture, etc.).

Researcher E. Libanova believes that the extreme, most acute manifestation of poverty is destitution [6, p. 90], when income is below the physiological minimum and people are unable to satisfy any of their needs, except for food or even insufficient food. A family, household or individual is considered impoverished if their food consumption does not provide 80% of the minimum food ration, defined by the WHO, or if food expenses exceed 80% of income. Another criterion of absolute poverty is the criterion of caloric content of food less than 2100 kcal per day [13].

In cases where a person has an income above the physiological but below the subsistence minimum, the term “need” is used. In domestic scientific discourse, the analysis of the causes and consequences of poverty in Ukraine, the specifics of the

Ukrainian version of poverty, theoretical and methodological aspects of measuring poverty have become the subject of scientific research by a number of researchers. It is worth noting that most scientific research is related to the social and economic aspects of the problem of poverty. A comprehensive study of poverty as a socio-economic phenomenon is presented in the thorough work of the director of the M. V. Ptukha Institute of Demography and Social Research of the NAS of Ukraine, Professor E. Libanova "Poverty of the Population of Ukraine: Methodology, Techniques and Practice of Analysis" [6]. The same problem became the subject of research for O. Ftomova, who analyzed the possibilities of reducing poverty and inequality by means of fiscal policy [14], N. Komar – the role of international economic assistance in the process of implementing the poverty reduction strategy in Ukraine [15], etc.

Scientific research by O. Melnychenko is devoted to methods and means of public administration for poverty alleviation [19]. It should be noted that the author identifies the concepts of mechanisms and methods of public administration for poverty alleviation.

By the method of influence, these methods are administrative, economic, moral and ethical, motivational, organizational, political, legal, propaganda; socio-political; socio-psychological.

The means of influence of public administration entities within the framework of the methods described above can be divided into administrative (for example, deprivation of privileges of those who use them illegally; warnings and fines for violations; increased liability of employers for paying wages "in envelopes", etc.); economic (targeted cash or in-kind assistance; grant-making of "own business"; payment of social transfers from budget funds; setting the minimum wage and social benefits, benefits for using public transport, purchasing medical equipment, providing subsidies for paying for housing and communal services, etc.), regulatory, organizational (regulation of social and labor relations in the field of remuneration; involvement in volunteer and community work; consulting services; revision of the

methodology for determining the subsistence minimum; programs for obtaining and improving qualifications (including foreign internships); programs to promote employment (self-employment) of persons of working age; social protection programs; development of regional investment and innovation programs, projects, etc.); socio-psychological [19, p. 192].

M. V. Kravchenko emphasizes that poverty is one of the key problems for the state. Explaining the state-administrative causes of poverty, the author focuses on the chaotic combination of different models of social relations (replacement of the social-democratic model, which provided social guarantees not only to low-income citizens, but also for the entire population, with a subsidized one, which is focused on providing assistance exclusively to those who are unable to provide a minimum of living expenses on their own), unsystematic, fragmentary application of their components in strategic directions, which ultimately led to inconsistency between the goal, means and mechanisms for achieving it [16, p. 137].

Analyzing the institutional mechanisms of managing the poverty alleviation strategy in Ukraine, S. Zadorozhna, relying on the concept of American researchers D. Ajemoglu and J. Robinson [20], concludes that in order to escape the cycle of poverty, Ukraine needs to move away from the palliative economy strategy (alleviation of suffering from poverty) and switch to a strategy of economic development based on emulation (use of the positive experience of developed countries) [21, p. 52].

V. Darchyn, studying the mechanisms of ensuring public policy to overcome poverty, focuses on the presence of property stratification in Ukraine with a significant share of the "poor" and "rich" and a negligible share of the "middle class", whose wealth is mainly associated with shadow and criminal activities. The author also emphasizes the existence of regional, industry and sectoral polarization, differences in income and entrepreneurial activity of the population, which causes large regional differences in the standard of living of Ukrainian residents [22].

**Conclusions.** Overcoming poverty requires a comprehensive approach and the implementation of various public administration mechanisms, such as: reforming

the social security system (pensions, assistance to families with children, persons with disabilities, etc.), ensuring access to quality education, vocational training and retraining, medical care, stimulating employment, establishing an adequate minimum wage to guarantee a decent level of remuneration, etc. These mechanisms should be integrated into the poverty reduction strategy and implemented in cooperation with the public, non-profit organizations, and other stakeholders to achieve maximum positive impact.

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