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	TABLE OF CONTENTS	P.
<i>Tetiana Vasyliieva, Iryna Didenko, Vladyslav Smiiianov, Soldatenko Darina</i>	INFLUENCING THE FACTORS OF COMMUNITY HEALTH INTO THE DIFFERENTIATION OF REGIONS OF UKRAINE FOR BECOMING ILL ON COVID 19	13
<i>Tetyana Vasilyeva, Serhiy Lieonov, Nataliia Letunovska</i>	THE ECONOMIC IMPACT OF COVID-19: FORECASTING FOR UKRAINIAN REGIONS	18
<i>Yuriy Petrushenko, Natalia Zemliak, Sofia Petrenko</i>	THE IMPACT OF EDUCATION ON MIGRATION	23
<i>Serhiy Lyeonov, Aleksy Kwilinski, Denys Pudryk, Shaforost Yuliya</i>	INTERNATIONAL MIGRATION AND DEMOGRAPHIC CHANGE: BIBLIOMETRIC ANALYZING AMONG RESEARCHERS USING SCOPUS AND GOOGLE SCHOLAR	27
<i>Iryna Dehtyarova, Leonid Melnyk, Oleksandr Kubatko,</i>	SOCIO-ECONOMIC EFFECTS OF DISRUPTIVE TECHNOLOGIES	34
<i>Oleksandr Kubatko, Iryna Sotnyk, Alona Olondar</i>	ESTIMATION OF THE CORONAVIRUS CRISIS IMPACT ON THE ENERGY AND ECONOMIC SECURITY OF THE NATIONAL ECONOMY	42
<i>Oleksandra Karintseva, Oleksii Goncharenko, Mariia Myslovskaya, Oksana Hrinevich</i>	ASSESSMENT OF CONSEQUENCES OF THE VIRTUAL REALITY ECO-TOURS ADVANCING IN THE CONTEXT OF SUSTAINABLE DEVELOPMENT AND THE COVID-19 PANDEMIC	50

<i>Viktor Sabadash, Oleksandra Karintseva, Mykola Kharchenko, Viktoriia Sabadash</i>	ACCESS AND RESOURCE ALLOCATION IN THE GLOBAL ECONOMY: CHALLENGES OF POST-INDUSTRIAL SOCIETY	61
<i>Shaparenko S.</i>	SOCIO-ECONOMIC PRECONDITIONS FOR THE DEVELOPMENT OF ENERGY NETWORKS	69
<i>Bilan A.</i>	BLOGGER IS A MODERN PROFESSION	77
<i>Ancibor T.</i>	OPENING YOUR OWN HAIRDRESSING SALON AS A BUSINESS	84
<i>Vorobyouv I.</i>	OPENING YOUR OWN FARM-STYLE CAFE	92
<i>Bondarenko Alla, Piven V.S.</i>	ADVANTAGES AND DRAWBACKS OF SALES PROMOTION OF GOODS	100
<i>Maksym Kirilenko, MU Jianming</i>	PROBLEMS OF IMPLEMENTATION OF INDUSTRY 4.0 IN UKRAINE	106
<i>Leonid Taraniuk, Hongzhou Qiu, Karina Taraniuk, Serafima Shakhova, Samuel Bot</i>	ANALYSIS ON APPLICATION AND CONTRIBUTION OF INTERNET OF THINGS TO LOGISTICS ENTERPRISES IN THE CONTEXT OF GLOBALIZATION	114
<i>Vitaliia Koibichuk, Serhii Drozd</i>	PREDICTIVE ANALYSIS OF TRENDS IN THE TOURISM INDUSTRY IN TERMS OF EU COUNTRIES	118
<i>Iryna D'yakonova, Leonid Taraniuk, Yuri Petrushenko, Anastasiya Shebeda</i>	FORMAL AND INFORMAL APPROACHES TO RELATIONS CENTRAL BANK OF THE COUNTIES WITH THEIR GOVERNMENT	125

<i>Bhola Khan</i>	THE IMPACT OF THE SECOND NATIONAL FADAMA DEVELOPMENT PROJECT ON POVERTY REDUCTION IN THE GEIDAM LOCAL GOVERNMENT OF YOBE STATE, NIGERIA	129
<i>Olha Kuzmenko, Tatiana Dotsenko</i>	FRONTIER ANALYSIS OF THE BANKS' FINANCIAL MONITORING EFFICIENCY CONCERNING ASSESSING THE RISKS OF MONEY LAUNDERING	134
<i>Ponomarenko Ihor, MU Jianming</i>	FUTURE LOGISTIC'S TECHNOLOGOIES IN CONTEXT OF INDUSTRY 4.0	138
<i>Kateryna Zaiika, Oksana Zamora, Iryna D'yakonova</i>	INTERNATIONAL ECONOMIC TRENDS DURING PANDEMICS: FROM PLAGUE TO CORONAVIRUS	145
<i>Olexii Karpishchenko, Tetiana Illiashenko, Kostiantyn Illiashenko, Olexandr Tovstukha</i>	DIGITIZATION OF THE HOUSING SERVICES AS A TOOL FOR ENSURING SUSTAINABLE DEVELOPMENT OF SETTLEMENTS	150
<i>Tetyana Vasilyeva, Kuzmenko Olha, Kashcha M. Basanets Sofiia</i>	ECONOMIC AND MATHEMATICAL MODELING REASONS FOR DIFFERENTIATED DEVELOPMENT OF PANDEMIC IN UKRAINE	154
<i>Olena Boiko</i>	TAXATION IN LIFE INSURANCE SYSTEM	158
<i>Svitlana Ivanytska, Zatona Kateryna</i>	PECULIARITIES OF THE ORGANIZATION OF PAYMENT AT THE ENTERPRISE	163
<i>Oleksandr Zaitsev</i>	INTERACTION OF FINANCIAL DEVELOPMENT AND REAL ECONOMY	167

<i>Olha Kuzmenko, Tetyana Vasilyeva Yana Harbar, Aleksy Kwilinski Viktoria Radko</i>	OPTIMIZATION OF THE SYSTEM AND MECHANISM OF REGULATION OF FINANCIAL MONITORING OF INSURANCE COMPANIES	172
<i>Serhii Mynenko, Vitaliia Koibichuk</i>	THE BLOCKCHAIN TECHNOLOGIES IN PUBLIC ADMINISTRATION	176
<i>Chortok Yuliia, Nechyporenko Roman, Yaskevich Anastasiya</i>	SMART TRANSPORT AND LOGISTICS ENVIRONMENT	184
<i>Iryna Marekha, Tetiana Makarenko</i>	WORLD MODELS FOR ASSESING THE EFFECTIVENESS OF ENVIRONMENTAL TAXES	189
<i>Serhii Lyeonov, Serhii Mynenko, Olha Kuzmenko, Oleksii Lyulyov, Kateryna Hrek</i>	THE RISK OF MONEY LAUNDERING: OVERVIEW THROUGH THE OPERATIONS OF INSURANCE COMPANIES	193
<i>Olena Bilotserkivska, Viktoria Shcherbachenko</i>	BRAIN DRAIN FROM UKRAINE: HOW TO SLOW DOWN AND BREAK THIS TENDENCY IN THE CONTEXT OF KNOWLEDGE ECONOMY	199
<i>Olena Pavlenko, Ihor Maksymenko, Oleksii Shkulipa</i>	INFLUENCE OF BUSINESS PROCESSES ON REGIONAL INFRASTRUCTURE	204
<i>Olha Kuzmenko, Volodymyr Ovcharenko</i>	METHODS REVIEW FOR ASSESSING THE INVESTMENT ATTRACTIVENESS OF INNOVATIVE BANK TECHNOLOGIES	209

<i>Anastasiia Yurchenko, Viktoriia Shcherbachenko</i>	ACTUAL PROBLEMS OF THE ECONOMY AND SOCIETY GREENING	214
<i>Dymchenko Olena, Rudachenko Olha</i>	STATE REGULATION OF SOCIO-ECONOMIC DEVELOPMENT OF REGIONS	219
<i>Bozhenko Victoria, Petrova Ksenia</i>	MODELING THE TRANSMISSION OF SYSTEMIC FINANCIAL RISK TO THE DEVELOPMENT OF THE ECONOMY'S REAL SECTOR	223
<i>Vladyslav Shapoval, Mariia Troian</i>	THE IMPACT OF GLOBALIZATION ON COMMUNICATION	227
<i>Halyna Mishenina, Daria Pavlenko</i>	AGILE METHODOLOGY OF THE PUBLIC ADMINISTRATION SYSTEM IN THE CONTEXT OF DIGITAL TRANSFORMATION OF UKRAINE	232
<i>Ved Prakash</i>	MEASUREMENT OF POVERTY AND SOCIO-ECONOMIC REQUIREMENTS OF BPL IN INDIA	237
<i>Tetiana Kurbatova, Valeriia Vialkova</i>	ANALYSIS OF INTERNATIONAL CONFLICTS: ANALYTICAL ELEMENTS AND TOOLS	243
<i>Ahniia Havrylina</i>	FEATURES OF NON-TRADITIONAL TYPES OF INVESTMENT	246
<i>Pokhylko S., Eremenko A.</i>	USING SOCIAL MEDIA PLATFORMS TO CREATE AND DEVELOP BUSINESS PROJECTS	249
<i>Pavlo Hrytsenko, Yevhen Kovalenko, Vladyslav Popov</i>	INNOVATIVE ACTIVITY AS A BASIS FOR SUSTAINABLE ECONOMIC GROWTH	254

<i>Leonid Melnyk, Olena Matsenko, Vladyslav Piven</i>	SOCIO-ECONOMIC ASPECTS OF GREEN ENERGY DEVELOPMENT: THE EXPERIENCE OF THE EU AND UKRAINE	264
<i>Harchenko D.</i>	ECONOMIC SECURITY AND THE FIGHT AGAINST CORRUPTION	273
<i>Hanna Yarovenko, Olena Kolotilina</i>	DEVELOPMENT OF METHODOLOGY FOR ASSESSING THE RISKS OF SOCIO-ECONOMIC AND POLITICAL GROWTH OF UKRAINE	285
<i>Inessa Yarova</i>	ENVIRONMENTAL ASPECTS OF INTERNATIONAL TRADE RELATIONS	289
<i>Denys Smolennikov, Daria Pavlenko</i>	STAKEHOLDER APPROACH TO PROJECT MANAGEMENT	293
<i>Oleksandr Khadartsev</i>	MODERN ENTREPRENEURSHIP ON THE PROJECT MANAGEMENT PRINCIPLES	297
<i>Hanna Yarovenko, Victoria Kovach</i>	GLOBAL TENDENCIES FOR THE IT USE IN MANAGEMENT INFORMATION SYSTEMS	300
<i>Tatiana Shcherbyna</i>	DIGITAL MARKETING AND INTERNATIONALIZATION OF UKRAINIAN BUSINESSES	304
<i>Viktoriia Kubatko, Diana Bilous</i>	THE FIGHT AGAINST CORRUPTION AS ONE OF THE TOOLS OF THE NATIONAL ECONOMY DE-SHADOWING	308
<i>Nataliia Letunovska</i>	CHALLENGES FOR THE HEALTH COMPONENTS OF A REGION IN THE CONTEXT OF GLOBALIZATION	312
<i>Anna Rosokhata, Anna Chykalova</i>	MARKETING ACTIVITIES FEATURES FOR DIFFERENT CLASSIFICATION TYPES OF BUSINESS STRUCTURES	317
<i>Korobets Olena,</i>	MANAGEMENT OF ENVIRONMENTAL	322

<i>Yaroslav Reshetnyak, Yura Yula</i>	RISKS AT THE COMPANY: THE MARKETING DETERMINANTS	
<i>Yana Us, Tetyana Pimonenko, Oleksii Lyulyov, Yuriy Bilan, Yulia Shaforost</i>	THE GREEN-FEMININE STEREOTYPES AS A BARRIER ON THE WAY OF GREEN BRAND DEVELOPMENT	327
<i>Maryna Saienko, Tetyana Pimonenko, Oleksii Lyulyov, Yuriy Bilan, Svetlana Kostornova</i>	NEW TRENDS IN MARKETING FOR SMALL AND MEDIUM ENTERPRISES	333
<i>Ziabina Yevheniia, Tetyana Pimonenko, Oleksii Lyulyov</i>	EFFICIENCY OF UKRAINIAN ENERGY POLICY IN THE FRAMEWORK OF CIRCULAR AND CARBON-FREE ECONOMY	337
<i>Yurii Bilan, Yana Us, Volodimir Nesterenko, Huseynadze K.R.</i>	PROSPECTS OF TOURISM DEVELOPMENT	342
<i>Olena Ivakhnenko</i>	EFFICIENT AGRO-LAND USE IN THE CONDITIONS OF GLOBAL CLIMATE CHANGE	348
<i>Artem Artyukhov</i>	QUALITY OF EDUCATION AND SDGS: SOCIO-ECONOMIC ASPECT	351
<i>Nadiia Artyukhova</i>	KNOWLEDGE MARKETING AS A TOOL FOR SOCIO-ECONOMIC GROWTH: THEORETICAL AND APPLIED BASE	355
<i>Khomenko L.M.</i>	SOME ELEMENTS OF MARKETING ACTIVITIES IN BLOOD SERVICE COMPANIES: CONTENT STRATEGY OF THE SITE	360

<i>Shkarupa O.V., Mayboroda T.M., Kalchenko Y.</i>	SCALING ECO-INNOVATIONS BASED ON SOCIO-ECONOMIC EFFECTS IN THE "ENTERPRISE-REGION-STATE" SYSTEM	365
<i>Oleh Dudchenko</i>	SOCIAL AND ECOLOGICAL RESPONSIBILITY AS A SYSTEMIC ELEMENT FOR AGRICULTURAL SUSTAINABILITY	371
<i>Yevhen Mishenin</i>	ORGANIZATIONAL AND ECONOMIC MECHANISMS FOR ENVIRONMENTALLY SAFE AGRICULTURAL LAND USE	380
<i>Yuriy Derev'yanko, Olha Lukash</i>	EVALUATION ON THE BASIS OF MODERN INDICATORS	389
<i>Vita Hordiienko, Tetiana Semenenko, Violeta Tretynyk</i>	INTEREST RATE AND ECONOMIC GROWTH IN UKRAINE	398
<i>Oleksii Zakharkin, Volodymyr Novikov, Dmytro Yemelianov</i>	COMPARATIVE ANALYSIS OF THE CONCEPTS OF VALUE ORIENTED ENTERPRISE MANAGEMENT	402
<i>Liudmyla Zakharkina, Yevhenii Okhrimchuk</i>	INTERNET OF THINKS IN LOGISTICS	407
<i>Oleksii Zakharkin, Liudmyla Zakharkina</i>	THE USE OF INDICATORS OF FINANCIAL CONDITION TO DETERMINE THE ENTERPRISE'S INVESTMENT ATTRACTIVENESS	411
<i>Ivan Shkarupa</i>	FACTORS AND INSTRUMENTS OF MANAGING THE EFFICIENCY OF ENTREPRENEURIAL ACTIVITY IN MODERN TRANSFORMING CONDITIONS	417

<i>Inna Tiutiunyk, Andrii Zolkover, Sergij Lyeonov, Aleksy Kwilinski, Alina Vysochyna, Kostronova Svetlana</i>	THE INNOVATIVE FINANCIAL TECHNOLOGIES AND ITS IMPACT ON SHADOW TRANSACTIONS	422
<i>Larysa Hrytsenko, Oleksandra Tverezovska</i>	EVALUATION OF PUBLIC-PRIVATE PARTNERSHIP PROJECTS' RISKS	426
<i>Hanna Shvindina</i>	COOPETITION MODEL OF INTERACTIONS FOR INSTITUTIONS IN A SPHERE OF EDUCATION	430
<i>Yuliia Humenna, Semen Tymoshenko</i>	MERITS AND CHALLENGES OF DIGITAL ECONOMY IN DEVELOPING COUNTRIES	436
<i>Yuliia Shkodkina, Yuliia Humenna, Oleksandra Tverezovska</i>	OBSTACLES TO START-UP IMPLEMENTATION IN THE MODERN CONDITIONS OF ECONOMIC DEVELOPMENT	440
<i>Ihor Kobushko Iana Kobushko</i>	CREATING MOTIVATION FOR EMPLOYEES THROUGH KPIS SYSTEM	445
<i>Nataliia Kotenko</i>	THE IMPACT OF INTERGOVERNMENTAL FISCAL POLICY ON LOCAL SUSTAINABLE DEVELOPMENT	451
<i>Nataliia Antoniuk, Iryna Plikus, Alona Myronova</i>	INDICATORS OF FINANCIAL SYSTEM SECURITY	456
<i>Iryna Plikus, Nataliia Antoniuk</i>	THE INFLUENCE OF DIGITALIZATION ON TRANSFORMATION PROCESSES ON THE LABOR MARKET	460

<i>Oleksandr Zaitsev, Dmitro Nikitin</i>	THE MECHANISM OF FINANCIAL RECOVERY OF THE ENTERPRISE SHOULD INCLUDE THE CASH AMOUNT OF THE LOAN AS PRODUCTION COSTS	466
<i>Svitlana Kolosok, Iuliia Myroshnychenko, Yuliia Matvieieva, Denis Hryhorenko</i>	INVESTMENT MANAGEMENT FOR SMART GRID PROJECTS: A CROSS-COUNTRY ASSESSMENT	470
<i>Opanasiuk Yuliia, Taraniuk Karina, Maryn Matvii Viktoria Shkola</i>	TRANSITION TO GREEN ECONOMY: BASIC PRINCIPLES AND PROBLEMS	475
	ADVANCED DEVELOPMENT AND INTELLECTUAL CAPITAL: AN INFLUENTIAL ASSESSMENT	482
<i>Semenog A. Mykhalova A.</i>	THEORETICAL ESSENCE OF TRUST IN FINANCIAL SERVICES	488
<i>Veronika Barvinok, Anna Vorontsova, Julia Sergienko</i>	INTERNATIONAL MIGRATION AND THE COVID-19 PANDEMIC: LITERATURE REVIEW	494
<i>Kateryna Hrek, Iryna Didenko</i>	STUDY OF POSSIBILITIES OF THE BPW PACKAGE. DIFFERENCE ON CREATION OF DFD DIAGRAMS AND IDF0 DIAGRAMS: DESCRIBE THE PROCESS OF LOGISTICS AT THE ENTERPRISE	497
<i>Burnakova Valeriia</i>	SUSTAINABLE DEVELOPMENT STRATEGY FOR TOBACCO INDUSTRY	502
<i>Olena Shkarupa, Anastasija Turchyn, Kateryna Vlasenko</i>	FORMATION OF A POSITIVE IMAGE OF WOMEN LEADERS IN PUBLIC ADMINISTRATION	506

THE IMPACT OF INTERGOVERNMENTAL FISCAL POLICY ON LOCAL SUSTAINABLE DEVELOPMENT

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Ukraine supports the initiative to achieve the global goals of sustainable development (SDG) approved by the UN Sustainable Development Summit on the 70th session of the UN General Assembly in New York. According to the Government Portal, every of 17 GSD was “reviewed, taking into consideration the specifics of the national context” [1], reflected in the national baseline report “Sustainable Development Goals: Ukraine” [2] and validated by the President of Ukraine Decree [3]. Unlike the central government, local authorities do not show any attempts to calibrate their development paths according to the SDG.

At the same time, many domestic and foreign scientists emphasize the urgent need to make changes in local development policies starting from establishment of various innovations [1; 2; 3; 4; 5; 6; 7; 8; 9], qualitative education [10; 11], following with promotion of modern tourism [12; 13; 14; 15; 16] and financial services [18; 19; 20], and reinforcing with local social entrepreneurship [21; 22].

The decentralization reform launched in 2014 increases the level of financial autonomy of local governments in Ukraine and allows them to pursue their own fiscal policy. As in the most developing countries, national local budget management approaches do not differ in transparency, balance, predictability and integrity [23, 24]. Moreover, the largest part of local budget revenues continues to gather from intergovernmental fiscal transfers.

Analysis of changes in the direction and completeness of funding for budget services shows that most vulnerable are spending on environmental protection. The only stable source remains environmental tax with an amount of 0.3% of the consolidated budget of Ukraine. Only a quarter of money reaches to the basic local hromadas and Local Funds of Environmental Protection. More than half of environmental funds are used by the Ministry of Environmental Protection and Natural Resources and there still are huge problems with the stability and transparency of its activity. As for rent and resource payments, which have a visibly higher level of fiscal capacity, its appointment is in no way related to environmental protection activities.

The Constitution of Ukraine declares to spend at least 3% of GDP annually on environmental measures, as in most European countries. But in fact, this size is ten times smaller. Despite the 6-year decentralization reform, unfortunately, only a third of expenditures still come from local budgets.

The most recent and prominent tool to finance public ecological services on the local level is an ecological fiscal transfer, firstly initiated in Brazil and now used, planned or proposed on almost all continents around the world. Usually, ecological fiscal transfers with compensation of revenue loss for whose subnational governments which has conservation areas and objects [25]. It was proposed to define EFT as any type of fiscal transfers which allocate public funds according to the ecological indicators [26]. Had been established in this way, EFT toolkit would have provided an opportunity for local authorities to establish local ecological fiscal preferences, give targeted “green” grants, attract “green investments”. It would have expanded the powers of local authorities in the implementation of environmental policy.

For the practical application of EFT, its integration into the existing system of intergovernmental transfers is proposed (Figure 1).

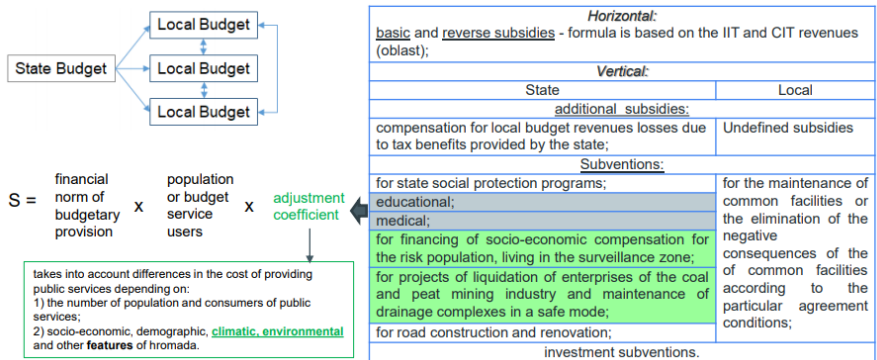


Figure 1. Intergovernmental transfers system in Ukraine and its SDG components

According to the Budget Code of Ukraine, the adjustment coefficient has to account climatic or environmental features of hromada. But analysis of existing norms and rules shows that none of them does. It is proposed to implement a working adjustment mechanism based on principles of consistency, complexity, dynamics, objectivity, comparability into formula approach of transfers calculation.

Another important indicator that will encourage local authorities to intensify environmental activity and cooperation with local businesses (for example, on the basis of PPP) may be a complementarity index, which takes into account the growth of private environmental expenditures with increasing of public ones.

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