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Administrative and legal security of public information services in the activities of bodies of legislative and judicial power

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Abstract

The subject of the investigation is devoted to the problems of administrative and legal security of public information services. The main content characterized the essence of the security of public information services as a constituent element of the

national security mechanism; in addition, a retrospective analysis of this notion was carried out and the current state of the normative regulation of its use was established. It is argued that the regulatory framework to guarantee the security of public information services is a distributed set of legislative and normative acts, whose current state requires the active promotion of processes of systematization of legislation to achieve the desired level of efficiency in the implementation of the right to information. Methodologically, a review of materials and methods based on the analysis of documents of the activities of the authorities in the field of security of public information services was carried out. By way of conclusion, se found that an official regulatory act «On Public Information Services» is required, in which the principles of operation of public administration bodies and their conceptual and systemic interaction must be enshrined.

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Keywords: access to information; information security; national security; legal principles, administrative transparency.

Seguridad administrativa y jurídica de los servicios de información pública en las actividades de los órganos del poder legislativo y judicial

Resumen

El objeto de la investigación está dedicado a los problemas de seguridad administrativa y jurídica de los servicios públicos de información. En el contenido principal se caracterizó la esencia de la seguridad de los servicios públicos de información como elemento constitutivo del mecanismo de seguridad nacional; además, se realizó un análisis retrospectivo de tal noción y se estableció el estado actual de la regulación normativa de su uso. Se argumenta que el marco regulatorio para garantizar la seguridad de los servicios públicos de información es un conjunto distribuido de actos legislativos y normativos, cuyo estado actual requiere la promoción activa de procesos de sistematización de la legislación para lograr el nivel deseado de eficiencia en la implementación del derecho a la información. En lo metodológico se efectuo una revisión de materiales y métodos basados en el análisis de documentos de las actividades de las autoridades en el campo de la seguridad de los servicios públicos de información. A modo de conclusión, se encontró que se requiere de un acto reglamentario oficial "Sobre los Servicios de Información Pública", en el que se deben consagrar los principios de funcionamiento de los órganos de la administración pública y su interacción conceptual y sistémica.

Palabras clave: acceso a la información; seguridad de la información; seguridad nacional; principios juridicos, transparencia administrativa.

Introduction

The modern state is the state, where information about the activity of which is as transparent and open as possible, and as a result it is accessible to the public. Ensuring transparency and accessibility of information resources of the state is part of the system of guarantees for the implementation and protection of subjective rights of private individuals. One of the components of the mechanism of national security is the security of public information services.

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The appropriate level of administrative and legal support for public information services allows us to guarantee the practical implementation of the rights of every person in general. In particular, the right to receive public services, access to public information, special permissions, notifications and other kinds of administrative acts are guaranteed. In light of the above, special attention should be paid to the problem of establishing the specifics of administrative and legal assurance of the requirements of national security of public information services and ways to improve its efficiency.

1. Literature review

Establishment of directions to improve the efficiency of information support for the functioning of public administration bodies was carried out in the dissertation study of G. O. Blinovoya on the subject «Administrative and legal principles of information support of public administration bodies in Ukraine: current theory and practice» (2019), which provides that the classification of types of information needs and interests of public administration bodies according to such criteria as: legal status of a public administration body (informational needs and interests of a ministry, department, service, agency, division, territorial division, employee or service person of a public administration body or a person who performs public functions); Territory to which the public administration body's authority extends (local, national and international information needs and interests of public administration bodies); Areas of activity of public administration bodies (organizational, human resources, functional, non-financial, supervisory, controlling); Information activity orientation (internal and external); Time of existence of information need and interest (constant, periodic, time-periodic, one-time) (Blinova, 2019).

A.G. Chornous on «Administrative and legal regulation of the National Information Infrastructure of Ukraine» (2020) the concept and features of national information infrastructures was described; the structural components of national information infrastructure and investigated their features and legal regulation were identified; the history of the origin and interconnection of national and global information infrastructures was examined; national information infrastructure as an organizational and legal basis for the activities of the state authorities and local self-government was described; the principles, purpose and objectives of the functioning of national information infrastructure were explained; the concepts and elements of the mechanism of administrative and legal regulation of national information infrastructure were explored; the legal status of the subjects of state regulation of legal relations in the field of formation and development of national information infrastructure was analyzed; the prospects of development of the national information infrastructure of Ukraine based on the experience of foreign countries were identified; the peculiarities of functioning of structural components of the national information infrastructure of Ukraine as the legal and organizational platform for the (Chornous, 2020).

However, within the limits of current legal research on security of public information services is carried out sporadically, piecemeal, for the sake of comprehensiveness and consistency, which determines the relevance of this scientific work.

2. Results and discussion

The adoption in 2003 of the Declaration of Principles «Building an Information Society: A Global Task in the New Millennium» in Geneva at the World Summit on Information Society meant a formal recognition of the postulates of the priority of interaction between the society and the state on the basis of transparency, openness, public accessibility of the exchange of official information and databases of the results of activities of the state authorities and local self-government, the formation of an information society, which is conditioned by the global world processes of informatization.

To solve the strategic task of building an information society, for which the priority will be to ensure the concept of transparency of public administration, is extremely important strategic task, the idea of cooperation and interaction between society and the state on the basis of partnership and transparency (Law of Switzerland, 2003). Realization and implementation of the idea of developing an information society is defined in the Geneva Action Plan which was adopted on December 12, 2003 (Law of Switzerland, 2003).

A viable approach to implementing the concept of information society is to create functioning public information services as a guarantee of compliance with the principles of transparency and openness of the functions of public administration. It is the task of maximizing social, economic and environmental benefits of the information society that must be solved by the state authorities, which are required to create a legal, regulatory and political environment that has the proper level of confidence in the society, the speed and efficiency of performing the functions of exchange and access to information contained in official databases related to the provision of administrative services and implementation of licensing, regulations and oversight of administrative and procedural procedures (Law of Switzerland, 2003).

Therefore, the priority direction of development of the modern state should be the creation of such conditions, under which information must be public at the same time.

The nationwide system of information support for the activities of public administration bodies must meet not only the requirements of prosperity,

but also security, which is an inherent part of the system of national security of any state in the world, including Ukraine. However, ensuring transparency and information openness of the bodies of state power and local self-government, and at the same time the problem of national information security arises.

Therefore, since 2003, a system of national strategic documents on the formation of a secure public and state environment has been gradually formed in general, and particularly in the field of compliance with security requirements in the functioning of public information services. Thus, one of the first strategic documents, the implementation of the provisions of which was focused on ensuring the efficiency of the information society was the Order of the Cabinet of Ministers of Ukraine of 16. 01.2008 № 14, which prioritized the implementation of the idea of public administration on the basis of ensuring the development and protection of the national system of public information services (Law of Ukraine, 2008).

The legislative basis for creating conditions for effective security of public information services is a system of laws and regulations, which include the Law of Ukraine of 13.01.2011 № 2939-VI «About access to public information» (Law of Ukraine, 2011), Law of Ukraine of June 1, 2010 № 2297-VI «About protection of personal data»(Law of Ukraine, 2010), etc. In addition to these legislative acts, strategic program documents are constantly being developed and implemented, one of them being the Law of Ukraine № 537-V of January 9, 2007 «On the Main principles of the development of the information society in Ukraine for 2007-2015» (Law of Ukraine, 2007),where the problems of systemic nature, which have the priority of solution for the implementation of the concept of «good governance» in Ukraine, were noted. In addition, this legislative act established a system of principles for functioning of public information services as part of the information support system of the public administration power.

Among them, there are particularly important the principles of freedom of creation, receipt, use and dissemination of information; the principles of objectivity, authenticity, completeness and accuracy of information; the principles of harmonization of the interests of people, society and the state in information activity; principles of operativeness of disclosure of information of public importance; principles of admissibility of limitation of access to information only if the restriction is established by provisions of current legislation; the principles of minimizing the negative impact of information and the negative consequences of the functioning of information technology; the principles of preventing the illegal dissemination, use and violation of the integrity of information; the principles of harmonization of information legislation and the entire system of national legislation (Law of Ukraine, 2007). In the light of the propriety of active involvement in the processes of systematization of information legislation in Ukraine it is

necessary to emphasize that the idea of developing and adopting the draft of the Ukrainian Information Code, which has been repeatedly announced.

The idea of drafting the Ukrainian Information Code is not new for the national system. Codification of Ukrainian information legislation has been ongoing for three decades. The development of the Ukrainian Information Code is taking place under the conditions of the ongoing difficult sociopolitical and economic crisis.

The situation with the development of the Ukrainian Information Code is complicated by the lack of uniformity of approaches to determining the goal of its adoption. Some scientists point to the need for legal regulation of technology of circulation of information, others stand for the establishment of mechanisms for the implementation of the right to information. The effectiveness of the functioning of any legislative act, including the Information Code, directly depends not only on the manifestation of political will, but also on the adherence to the procedure of public discussion of its draft, as well as the achievements of legal science, the conceptual foundations of its development (Opryshko, 1999).

The main content of the draft of the Information Code of Ukraine requires its division into the General and Special Parts (Kovalenko, 2013). According to L.P. Kovalenko, to the General Part of the Information Code of Ukraine should be it is necessary to consider the issues of determining the grounds for acquiring information rights and duties, peculiarities of exercising information rights and exercising functional duties to establish the specifics of their protection. Within the General Part of the Information Code of Ukraine there should be a normative definition of terminological categories.

The content of the Special Part of the Draft Information Code of Ukraine must meet the requirements of the tasks of normative regulation of the peculiarities of certain types of information circulation (in particular, scientific and technological), scientific and technical information, personal data bases and access to them, electronic court documents, use of electronic digital signatures, etc.) (Kovalenko, 2013).

Thus, the regulatory framework of the security regime of public information services should be defined as a distributed set of legislative and regulatory acts, the current state of which requires the active implementation of processes on the systematization of legislation to achieve the proper level of efficiency in the implementation of the right to information.

Within the framework of this study it is suggested that the category of public information services means special software that provides access of legal entities and individuals to national and regional information systems of state authorities and local self-government.

The system of entities responsible for ensuring security of public information services in Ukraine includes such bodies of state power or their structural subdivisions as: the Ministry of Information Policy of Ukraine, the Ministry of Digital Transformation of Ukraine, the State Agency for Electronic Government of Ukraine, the Committee of the Verkhovna Rada on Information and Communication, the Committee of the Verkhovna Rada of Ukraine on Digital Transformation of Ukraine, the State Agency for Electronic Government.

The State Service of Special Communication and Information Protection of Ukraine, the State Statistics Service of Ukraine and others that have the task of ensuring the implementation of the state information policy and information security of the public administration bodies. Such bodies of state power as the Verkhovna Rada of Ukraine, the Cabinet of Ministers of Ukraine and the President of Ukraine are obliged to establish the basic principles for the functioning of the system of public information services.

The underlying principles of the functioning of public information services are defined by a system of laws and regulations that can be conditionally structured according to the level of legal force: 1) legislative acts that establish the core principles of information dissemination about the activities of the bodies of state power and local self-government (for example, the Law of Ukraine «On the Regulations of the Verkhovna Rada of Ukraine») (Law of Ukraine, 2010), which determines the order of work of the Verkhovna Rada of Ukraine, its bodies and officials, the rules of formation, organization of activities and termination of activities of deputy factions (deputy groups); 2) Legislative acts that establish the guidelines for ensuring the security of public information services (for example, this is the Order of the Supreme Council of Ukraine Nº699 of May 19, 2015 «About web-resources of the Verkhovna Rada of Ukraine», which defines the principles of transparency and openness of the activities of the representative body, aimed at ensuring effective reporting of deputies to the voters, wide involvement of citizens in the adoption of state decisions).

The scope of responsibilities of the Ministry of Digital Transformation of Ukraine in the field of security of public information resources in accordance with regulatory and legal acts is to perform such tasks as: organizing the interaction between the holders of state electronic information resources; ensuring the security of the integrated system of electronic identification; organizing the activities of the unified web portal of the electronic government and the unified state web portal of accessible data; national registry of electronic information resources; the single state web portal of electronic services; formation and maintenance of the Registry of administrative services and coordination of activities of bodies that have established centers for the provision of administrative services (Law of Ukraine, 2019).

The State Agency for Electronic Governance of Ukraine, which operates in accordance with the requirements of the Decree of the Cabinet of Ministers of Ukraine of 01.10.2014 No 492, has an important role in the system of ensuring the security of public information services (Law of Ukraine, 2014).

The responsibilities of the State Agency for Electronic Governance of Ukraine shall be focused on: Ensuring the consolidation of practices of implementation of legislation on the issues within its competence and development of proposals for improvement of legislative acts, acts of the President of Ukraine and the Cabinet of Ministers of Ukraine and submitting them for review by the Cabinet of Ministers of Ukraine under the established procedure; Organization of analytical and monitoring surveys of the development of the information society, electronic government and the sphere of informatization: digital expertise of draft laws and regulations on informatization, electronic governance, formation and use of national electronic information resources, development of the information society, electronic democracy, provision of administrative services or digital development; implementation of registration of state electronic registers, cadastres, state and other mandatory classifiers in the National Register of Electronic Information Resources as a kind of public information services: Ensuring the development of the Unified Web Portal of the Cabinet of Ministers of Ukraine with the possibility of integration of information resources of the central and local bodies of executive power, which are available on the Internet, as well as coordination of the activities of the bodies of executive power associated with the creation and integration of electronic information systems and resources into the central web portal of the bodies; Organization of functioning of the «Single Window for Electronic Record Keeping» system; organization of management of the address space of the Ukrainian segment of the Internet; implementation of the National System of Indicators for the Development of the Information Society; Organization of the appropriate training, preparation and implementation of areas to improve the system of training and retraining of specialists in the field of informatization, electronic government.

The system of ensuring security of public information services includes not only the central bodies of executive power, but also the territorial bodies of state administration and local self-government bodies. The basic principles for ensuring information security requirements are established in accordance with the provisions of the current legislation of Ukraine, including the provisions of the Law of Ukraine «On Local Self-Government in Ukraine» (Law of Ukraine, 1997). Also, the duties of local authorities in the field of ensuring security of public information services include: the authority to request and receive information from enterprises, institutions and organizations that are not in communal ownership of the respective territorial communities on the issues within the competence of local self-

government bodies; responsibility for the acceptance of the minutes of the meetings of the governing bodies of the territorial administrations of the bodies of state power; cooperation with law enforcement agencies in combating criminal offenses; support of the activities of the State Service of Special Communications and Information Protection of Ukraine.

The system of subjects belonging to the sphere of security of public information services includes, apart from the authorities, legal entities of private and public law (in particular, such are mass information media on the subject of disclosure of electronic data bases).

Thus, active participants in foreign information relations are the system of law enforcement agencies, including the National Police, the State Service of Special Communications and Information Protection of Ukraine and other organizations, administrative and legal status of which is defined by special legal acts.

The functioning of public information services is an inseparable part of the effectiveness of the state administration functions. The very introduction of public information services, as noted by I.V. Lopushynsky, allows you to adjust the sub-activity in the implementation of the functions of the state, which requires one of the priority areas of strategic development of modern state (Lopushinsky, 2018).

According to the Regulation on Electronic Interoperability of State Electronic Information Resources, a number of top-priority public information services are set to be listed in the National Register of Electronic Information Resources: the National State Register of Legal Entities, Individual Entrepreneurs and Public Formations; the State Register of Property Rights on Non-Tangible Property; the State Register of Civil Status Acts; the State Register of Trusts; the State Register of Tangible Assets and the State Land Cadastre; the Unified State Demographic Register; Unified Register of Individuals Taxpayers; Register of Income Taxpayers; the Unified Automated State Register of Persons Eligible for Benefits; the Unified Information System of the Ministry of Internal Affairs; Unified State Register of the Ministry of Internal Affairs for registered vehicles and their owners; State Register of Mandatory State Social Insurance; State Register of Voters; the Unified State Register of Court Decisions; Unified Register of Documents, which give the right to carry out preparatory and construction works and confirm the commissioning of the completed construction objects, the notification on the return for completion; The Electronic System of Health Protection; the Electronic State Electronic Database of Education; the Unified Register of Objects of State Ownership, the Electronic System of Health Protection, the Unified State Electronic Database of Education (Law of Ukraine, 2016).

State Register of encumbrances of movable property is defined as a single computer database of data on occurrence, change, termination of encumbrances, as well as on enforcement of encumbrances on the subject of encumbrances, to ensure fulfillment of obligations and protection of rights of legal entities and individuals with regard to tangible property and to provide information on availability or absence of encumbrances on tangible property in the interests of these entities.

The holder of the State Register of encumbrances of tangible property is the Ministry of Justice of Ukraine, which is currently responsible for its maintenance. Security of this public information service is the responsibility of the appropriate state enterprise affiliated with the Ministry of Justice of Ukraine. Registrars are a colony of entities authorized by the Ministry of Justice of Ukraine to accumulate information about the occurrence, change, termination of suspensions, as well as application of enforcement for suspensions, to accept applications, to issue certified copies of the Register and perform other functions(Leheza *et al.*, 2021).

Despite the large number of public information services, the administrative and legal regulation of their functioning is inadequate and requires the introduction of reforms.

One of these problems is the lack of a systematic structural approach to the definition of regulatory conditions for the safety of public information services, which must be included in a separate legislative act. The basis for determining the structural content of the draft legislative act on public information services should be a substantive classification of registries based on a number of criteria, among which we should distinguish: the purpose of the register; the scope of use of the register data; the person authorized to maintain the register; specifics of access to the databases of the register; the duration of its operation; billing for providing of the register information; fundamentals of creating the register (the purpose of the register); specifics and peculiarities of information interactions of the persons appointed to complete the data bases. Therefore, one of the main directions of development of the legal system of Ukraine is the active involvement of law-making processes in the development and adoption of a separate legislative act «About Public Information Services» which must contain the principles of their creation, operation, maintenance, use, security of access; Formulate a general basis for the management of these processes (Blinova, 2019).

The mentioned draft law should stipulate the principles of security of public information services, which include: The rule of law and respect for the rights and legitimate interests of the private person; respect for the national interests of Ukraine as a criterion for limiting access to certain databases; openness, accessibility, stability of the state information environment; Public-private partnership; validity of legal liability

mechanism for failure to comply with information security requirements; international cooperation in the field of information; implementation of effective forms of public control in the field of security of public information services.

Another gap in the administrative and legal security of public information services is the lack of basic provisions to support the establishment of information cooperation between public administration bodies, and certain bylaws are in place. The order of exchange of information between the Ministry of Revenue and Duties of Ukraine, the Pension Fund of Ukraine and the funds of mandatory state social insurance may be an example of a by-law regulatory act on the provision of information exchange by the public administration bodies. However, a systemic problem of the state of administrative and legal security of public information services is the lack of conceptual framework of functional interaction between holders of information, for the formation of databases of which there is either public interest or regulatory request (Leheza *et al.*, 2020).

In particular, in the Order of exchange of information about the information that contains signs of labor exploitation of undocumented employees and violations of labor laws, approved by the Decree of the Board of the Pension Fund of Ukraine N^0 11-1 on May 29, 2017 the system of informational interaction at the central and territorial level is defined, the scope of their powers, specifics of staffing and maintenance of certain public information services are established, but there are no normatively established provisions for ensuring communication of such subjects of public powers (Halaburda *et al.*, 2021).

Conclusion

To ensure the complexity of legal regulation of public relations in the field of security of public information services, it is necessary to develop a separate legislative act. Such an act must be an official regulatory act «On Public Information Services», which should enshrine the principles of functioning of the public administration bodies, their conceptual and systemic interaction. The draft Law of Ukraine «On Public Information Services» must include the principles of information security, which include: the rule of law and respect for the rights and legitimate interests of the private person; respect for the national interests of Ukraine as a criterion for limiting access to certain databases; openness, accessibility, stability of the state information environment; state-private partnership; efficiency of legal liability mechanism for failure to meet information security requirements; international cooperation in the information sphere; implementation of effective forms of public control in the field of security of public information services.

Ensuring the effectiveness of the mechanism of administrative and legal regulation of the functioning of public information services requires the establishment of an imperative requirement for normative consolidation of not only the principles of maintaining public registers, but also the principles of informational interaction between their holders and managers.

Absence of well-established informational interaction between public administration bodies leads to inefficiency of the system of public information services on the basis of transparency, openness, accessibility and security.

The level of intensity of the increase in the volume of information law relations in Ukraine is conditioned by general tendencies of the modern global information society. All scientists investigating specific legal regulation of relations in different spheres recognize the importance of information security of legal relations subjects as the basis for their functioning. Regulation of information relations is more or less a necessary element of all legal acts.

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