Activity of NGOs as a constituent element of policy in the field of combating crime

Діяльність неурядових організацій як складовий елемент політики у сфері боротьби зі злочинністю

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Abstract

The purpose of the article is to study the activities of non-governmental organizations as a constituent element of the policy in the area of combating crime. The methodology for the article consists of a system of the following methods: hermeneutics, scientific analysis, deduction and induction, systematic and etymological analysis, logical and semantic, formal and logical. Research results. The authors are convinced that criminological policy as a subsystem of policy in the area of fighting crime directly depends on the effectiveness and stability of the mechanism of implementation of criminological activities of non-governmental organizations. At the same time, according to the authors, it is necessary to clearly distinguish between “public policy” and “State policy” precisely at the expense of subject composition. Taking into account this criterion, public policy is broader than State policy. Practical implementation. It has been proven that when talking about the criminological activity of non-governmental organizations, it is appropriate to

Anotacja

Metodo статті є дослідження діяльності неурядових організацій як складового елементу політики у сфері боротьби зі злочинністю. Методологію статті складає система наступних методів: герменевтики, наукового аналізу, дедукції та індукції, системного, категоріально-етимологічного аналізу, логіко-семантичного, формально-логічного. Результати дослідження. Автори переконані, що від дієвості та налагодженності механізму реалізації кримінологічної діяльності неурядових організацій безпосередньо залежить кримінологічна політика як підсистема політики у сфері боротьби зі злочинністю. Разом із тим, на думку авторів, необхідно чітко розмежовувати «публічну політику» від «державної політики» саме за рахунок суб’єктного складу. Зокрема, публічна політика характеризується участю у політичній діяльності громадянського суспільства. В той час коли державна політика здійснюється тільки суб’єктами державної форми власності.

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use the concept of public policy, because it is within its framework that the criminological activity of non-governmental organizations can be conducted. Value/originality. In the future, a promising direction of scientific research is the study of information and analytical support and scientific support of criminological activities of non-governmental organizations.

**Keywords:** criminological activity, non-governmental organizations, public organizations, public policy, State policy.

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**Introduction**

In accordance with the Art. 3 of the Constitution of Ukraine (Law of Ukraine No. 254k/96-VR, 1996), the human being, his or her life and health, honor and dignity, inviolability and security are recognized in Ukraine as the highest social value. Human rights and freedoms and their guarantees determine the content and direction of the State activity. Government is accountable to the individual for its actions. Affirmation and provision of human rights and freedoms is the main duty of the State. In particular, the policy in the area of combating crime is aimed at ensuring this constitutional provision. The policy in this area, in turn, requires constant scientific research, because with the development of society, the activities of the entities, who conduct work in this direction change and need improvement.

Criminological activities of non-governmental organizations are not an exception in this respect. Important elements of global civil society are non-governmental organizations (NGOs), international non-governmental organizations (INGOs), which share common interests and values outside formal State bodies and not acting for profit. Non-governmental organizations are created, as a rule, in response to one or another specific situation and are the product of social actions. An important feature of NGOs is that people self-organize, and do not use traditional state structures.

There are three main types of NGOs:

- research and consulting NGOs focused on scientific research, consultation and dissemination of information to decision-makers and the general public;
- lobbying NGOs that focus their activities on the protection or opposition of specific political courses implemented by governments or international organizations;
- intermediary NGOs that provide network services. They establish contacts within countries and on the international arena and disseminate information on the issues important to them. Such networks play an important role in establishing connections and organizing cooperation between different organizations.

The role of NGOs has especially increased during the Russian-Ukrainian war, though some of them have completely discredited themselves. Thus, Russia’s attack on Ukraine caused a surge in sexual violence by occupants over peaceful population, as some scientists have already written about (Rufanova et al., 2022). Russia bombs the cities of Ukraine, destroying the homes of civilians, infrastructure facilities, strikes power and critical life support objects, takes Ukrainian children to its territory, when international organizations designed to protect the rights and interests of civilians and monitor the implementation of international agreements are inactive.

Therefore, the purpose of the article is to study the criminological activities of non-governmental organizations as a constituent element of the policy in the area of combating crime.

**Methodology**

The following methods were used in the course of the research:
Hermeneutic method contributed to the analysis of scientific publications by the authors, who considered the issue under consideration.

The method of general scientific analysis was applied during the review of legal instruments regulating the activities of non-governmental organizations in the fighting crime.

Deduction and induction methods made it possible to determine the correlation between the State and public policy in combating crime.

Systemic method was useful in the study of criminological policy as a subsystem of the policy of fighting crime in order to determine the place of non-governmental organizations in the system of the relevant actors.

The method of categorical and etymological analysis was applied when clarifying the basic concepts of the research such as “policy”, “politics”, “public policy”, “State policy”, “criminal law policy”.

Logical and semantic method was used to clearly define the concept and features of criminal law policy, as well as to identify its levels and connection with other types of policy.

Formal and logical method was helpful when presenting judgments, intermediate conclusions and relevant views.

**Literature Review**

Modern science cannot stand apart from the international scientific discourse, so it is worth highlighting a number of foreign works, including textbooks on the science of criminology, monographs, scientific articles, etc.

First of all, it is rational to consider the fundamental research – the “Encyclopedia of Criminology and Criminal Justice” (Bruinsma & Weisburd 2014), issued in 2014 in the USA. This work represents the current state of knowledge in this science. The team of authors includes 311 scientists in the area of criminology and criminal law. The encyclopedia consists of 10 volumes, reflecting the state of modern criminology and criminal justice. Thus, the book provides a complete and systematic coverage of the world science of criminology.

In particular, the scientists Moody and Marvel (2008) made an attempt to investigate the issue of the need to use the results of criminological research in the adoption of need to use the results of criminology research in power-making in the article “Can and should criminology research influence policy?”

“Comparative criminal justice policy-making in the United States and the United Kingdom” is a separate scientific study by Jones and Newburn (2005), in which the authors examine the influence of the private sector on the process of formation and modification of crime prevention State policy through the prism of the activities of private prisons in the specified countries.

Since the subject matter of this study is non-governmental organizations, it is worth paying attention to the work “What is the role of the public in crime prevention and criminal justice? The debate in the United Nations” by Joutsen (2017). In the first part of the study, the scientist uses the historical method to analyze the development of the role of non-governmental organizations in the activities of the United Nations in general and in the Criminal Program of the United Nations in particular. The second part examines which legal instruments of the UN were adopted with the direct participation of the public sector.

The modern understanding of non-governmental organizations is clarified in the works by the representatives of Cambridge University “NGOs and Corporations: Conflict and Collaboration”). A separate section of this study (“Classifying NGOs: definitions, typologies and networks”) is devoted to the study of definitions, classifications and systems of non-governmental organizations. The authors state that the public sector of the 21st century is characterized by the rapid development of a powerful non-governmental or “third” (Yaziji & Doh 2009).

Scientific article “Interpretation of the concept of non-governmental organization in international legal documents” includes the results of a study on how the term «non-governmental organizations» became part of international legislation and how it was interpreted in various legal acts (Matkarimova 2021).

**Results and Discussion**

As Vasylevych (2020, p. 98) correctly pointed out, in the investigation of criminological activities of any subject it is necessary to proceed, first of all, from the fact that the criminological activity is a constituent element of the criminological policy of the State. Therefore, the formation of criminological activities of non-
governmental organizations should take into account the criminological policy of the State.

According to Kovbasuik et al., (2014, p. 7) politics in the traditional sense is interpreted as an environment of interaction between different social groups, parties, nations, peoples, States, authorities and the population, as well as citizens and their associations. This is the most important and most complex layer of social life, “an independent world of political values”.

Modern political scientists, based on the writings of the thinkers of the past (Aristotle defined politics as the art of State management; Democritus considered such art the highest of all arts), point out that politics is also the art of the possible, the art of compromises, the art of agreeing on a desirable and objectively achievable. At the same time, the scientist emphasizes that politics means the ability to achieve goals through peaceful means, not through the use of force. This applies both to the harmonization of relations between large States, and to the resolution of intra-national regional, local, conflicts. Politics is a balanced system of goals, interests and priorities. This is primarily a struggle of intellects, public minds, ideas, as well as a search for agreement and parity.

Sadkovyi et al., (2019, p. 4) emphasizes that the word “politics” in Ukrainian scientific terminology corresponds to two different concepts, for which other languages, particularly English, use different words (policy and politics). Typical examples of definitions of these two concepts, according to the scientist, can be considered the following:

1. Politics is the sphere of relations between different social groups and individuals regarding the use of institutions of public power for the realization of their socially significant interests and needs. Politics in this sense is studied and analyzed mainly by political scientists. It is about it when they say: “Well, this is already politics” or “politics is a dirty business”.

2. Policy in general is a plan, a course of action or a course of actions accepted and followed by the government, leader, political party, etc.” It is in this sense that the word “policy” is used when talking about State policy and its directions (external, internal, economic, social), it is policy as a course of action is the subject of policy analysis.

According to Zhadko and Voitov (2010, p. 90), politics (Greek: politica – public and civic affairs) is an organizational, regulatory and control sphere of society, within which social activity, aimed mainly at achieving, maintaining and realizing power by individuals and social groups in order to assert their own requests and needs, is carried out. Politics is the art of managing the entire set of interests that act as the driving force of its development in any society. State is the most effective political tool.

At the same time, policy can be carried out at the internal and external level depending on the area of influence and interaction of the entities, in other words, according to the object of action.

Thus, according to the Encyclopedic Dictionary of modern political science edited by Khoma (2015, pp. 213–214), internal politics is the activity of State authorities, institutions and ruling parties aimed at harmonizing the interests of various social groups, their subordination and the possible satisfaction of their interests under given conditions, the preservation of the existing State order or its purposeful reformation, ensuring the integrity, interrelationship and interaction of individual spheres of society, spiritual and industrial progress. The policy defines tasks in the financial, investment, tax, economic, social, humanitarian, scientific and technical, regional, ecological, law enforcement spheres, defense capability and national security.

Almost identical to the above definition of domestic policy is offered by Bohatchuk (2010, p. 17). Thus, according to the author, it is the activities of State bodies, institutions, and ruling parties aimed at coordinating the interests and meeting the needs of social groups and communities, the stable development or transformation of all spheres of society. In this regard, according to the author, the objects of domestic policy are production and distribution, protection of public order and guarantee of State security, health care, education, culture, etc.

A slightly different definition of domestic policy is offered by Tomakhiv (2018, p. 21). In his opinion, domestic policy is the activity of the State, as well as other political institutions in various spheres of public life – economic, social, spiritual ones. At the same time, the author offers a definition of foreign policy and compares them. According to the scientist, foreign policy is the regulation of relations with other States and international organizations. Its actor is only the State; other political associations of the country cannot be independent subjects of foreign policy and act just on behalf of the State. Internal policy and foreign policy are dialectically connected –
internal policy affects the content, means, social direction of external policy and vice versa.

In turn, Vlasov (2015, pp. 3 – 4) notes that foreign policy acts as the final link in the chain “foreign policy needs – foreign policy interests, foreign policy strategy and tactics – foreign policy activity” and is designed to ensure the realization of the needs of the country’s socio-economic and political development, refracted through the prism of their understanding by the ruling elite based on the specific historical conditions of the system of international relations, the possibilities of the State and its place in the system of interstate relations. Foreign policy activity is the embodiment of foreign policy strategy and tactics, as well as the political will of the country’s leadership to realize the set goals. Besides, the author emphasizes that foreign policy activity reflects the art of political leadership, its ability to political prediction and forecasting, preparing diplomacy for a skilful foreign policy game.

Separately, it should be emphasized that the main principles of the implementation of the internal and foreign policy of Ukraine are regulated in accordance with the Law of Ukraine “On the Principles of Domestic and Foreign Policy” (Law of Ukraine No. 2411-VI, 2021).

Thus, according to this Law, the principles of internal and foreign policy are based on the unconditional observance of the Constitution of Ukraine, ensuring the rights and freedoms of an individual and citizen of Ukraine and guaranteeing the rights and freedoms proclaimed by the Constitution of Ukraine, on the generally recognized principles and rules of international law, ensuring the social orientation of Ukraine’s economy and sustainable socio-economic development of Ukraine, strengthening the democratic foundations of social and State life, implementing the rule of law, economic and political independence of the State, protection of its national interests, the establishment of Ukraine as a full and authoritative member of the world community.

Thus, one can see that the internal policy is carried out within the State, and the external policy transcends borders, enters the international arena. That is, depending on the zone of influence, the object of State policy also changes.

It should also be noted that the doctrine regarding the concept of “State policy” has been introduced relatively recently in Ukraine, as evidenced by the following expression by Dombrovskaya, Sadkovyi, Dombrovskaya, Lopatchenko and Antonov (2019, pp. 6 – 7) “the formation of the institutional support for the State policy analysis procedures in Ukraine began in the mid-1990s at the initiative of the professor Kravchenko at the Institute of State Administration and Self-Government under the Cabinet of Ministers of Ukraine. With the support of the International Renaissance Foundation (IFV) and the Open Society Institute (Budapest), the first scientific and methodological publications on the analysis of State policy were published, and non-governmental organizations began to conduct relevant research. A special role in the formation of policy analysis was played by the four-year project of the Canadian Bureau of International Education (CBIE) “Capacity-building for public policy formulation and analysis” and the three-year project “Canadian-Ukrainian-Baltic economic training program”, which were financed by the Canadian International Development Agency (CIDA). Within the framework of these two projects alone, more than a hundred textbooks, study guides, monographs, collections of documents and materials, researches of Ukrainian and foreign authors were prepared and published”.

Thus, according to Tertychka (2002, p. 83), State policy is a relatively stable, organized and purposeful activity/omission of State institutions, performed by them directly or indirectly in relation to certain problem or set of problems, which affects the life of society.

Along with the above, public policy is considered not only because it affects society, but also because the starting stage of its formation is the government or other State agencies. Besides, the use by scientists of different terms, imperfectly and ambiguously translated from a foreign language, caused confusion in the interpretation of the terms “politics” (policy and politics), “State policy” (public policy and State policy) and “study (research) of public policy” (public policy study and State policy study). Carrying out the in-depth analysis of the State policy (formation, adjustment, implementation, estimation) largely depends on the constructiveness and clarity of the interpretation of the conceptual framework (Lavruk 2018, p. 258).

In the context of examining the criminological policy of non-governmental organizations, it should be noted that sometimes State policy is equated with public policy, although, in our opinion, they are different in essence and content.
Among modern scientists, two theories of the relationship between State and public policy prevail. Thus, some of them emphasize that these concepts should be considered as synonyms, while the other believe that public and State policy are different in content and essence, although reflecting almost identical meanings.

Thus, according to Pukhkal and Homoliako (2017, p. 111) State policy and public policy may be identified, and to make different concepts depending on the mechanism of their elaboration. State policy ceases to be State policy as such and acquires the signs of publicity in the sense that the State is recognized as the subject that acts and establishes its policy and manages the public sphere. Therefore, according to the above-mentioned researchers, public policy is a broader concept, since it covers not only State policy, but also policy that is carried out (or can be carried out) by non-governmental organizations, associations of State and public agencies, or even private structures and agencies.

Demianchuk (2000, p. 32), in turn, emphasizes that in a democracy, when the level of development of civil society is sufficiently high, the State’s authority cedes some of its powers to the self-government authorities, and in this case it really makes sense to talk about “public authority” as a combination of State power and public self-government. In this context, according to the scientist, public policy is a broader concept, as it covers not only State policy, but also policy that is carried out (or can be carried out) by non-governmental organizations, associations of State and public bodies, or even private structures and agencies. In a democratic society (unlike in totalitarian regime) the non-governmental sector of public life plays a significant role in initiating, developing and implementing policies in the interests of certain population groups, regions or the entire nation as a whole, that is, the “public”. Therefore, the author believes that the use of the term “public policy” instead of the term “State policy” is more generalizing one. Moreover, in the postcommunist countries, we don’t have to talk about a developed civil society, and in fact public policy is equated with State policy. But, regardless of the difference in terminology, the goal of this policy should be to satisfy the interests of society, individual social groups and individuals, solving urgent and prospective problems, ensuring the development of the components of social activity (economy, politics, social sphere, etc.) and the nation in as a whole.

The same opinion is held by Nedilko, Zadorozhnyi and Boiko (2018, p. 17). In particular, according to the scientist, “State policy”, “State administration” are now undergoing significant transformations under the influence of new social structures (networks), globalization (global governance), information technologies (electronic governance). Public sphere is gaining importance as a platform for interactions and development of public interests, formulation of public goals and tasks. State policy ceases to be State policy as such and acquires the signs of publicity in the sense that the State is recognized as an actor that acts and establishes its policy and manages public sphere. The author emphasizes the fact that “publicity” in the context of consideration of the concept of “public policy” is not just “policy presented to the public or public discussion”. “Publicity” involves the implementation of various types of activities to achieve public goals. Accordingly, the publicity of the interest, according to the lawyer, means that its subject (carrier) is society as an organic whole. Society as a whole (public interests) has the greatest degree of community. They reflect the basic needs of people and in many cases are determined by the need for social development.

Therefore, the main criterion for distinguishing “public policy” from “State policy”, according to the above-mentioned jurists, is that “public policy” is carried out by State actors and non-state ones, in particular, non-governmental organizations. At the same time, let us consider the opinions of individual lawyers who equate “public policy” with “State policy”.

Thus, Palahnyuk (2012, pp. 66–67) came to the conclusion that in domestic scientific literature, State policy is usually considered as a stable, organized and purposeful activity of the government in relation to one or another problem; this activity is carried out directly by the government and affects the life of society. According to her personal observation, some Ukrainian scientists differentiate this understanding of “State policy” from “public policy”, which is used in Western literature and means the inclusion of civil society in the process of formation, implementation and evaluation of the State policy. However, different definitions of public (State) policy have common key elements regardless of whether the definition of the term is too broad or narrower. State policy (or public policy) is a strategic course aimed at the development of the State, its individual spheres, and which is followed by State administration bodies and the public. Based on a comparison
and detailed analysis of the approaches to defining the meaning of “State policy” (or “public policy”), the author offers her own vision of the definition of this concept – it is a constitutionally based, participatory strategic decision with a clear definition of results as a means of ensuring public needs in one or another sphere and is implemented by State administration bodies).

Hornyk and Kravchenko (2018, pp. 2–3) equate State and public policy when defining their analysis. Thus, in particular, the scientists note that in many countries, a relatively new area of professional activity has emerged – the analysis of State (public) policy as a set of processes and procedures for making recommendations to State (public) authorities regarding the best possible course of action solving public problems regarding estimating and monitoring the results and consequences of these actions.

Thus, public policy is separated from State policy precisely because of its subject composition. In particular, public policy is characterized by civil society participation in the political activities, when State policy is implemented only by State actors. Given this, public policy is broader than State policy. Therefore, when talking about the criminological activities of non-governmental organizations, it is appropriate to use the concept of public policy. After all, it is within the framework of public policy that criminological activities of non-governmental organizations can be carried out.

Moreover, it is necessary to understand that the criminological activity of non-governmental organizations is carried out as an interdependent element in the system of the general policy of the State in the area of fighting crime.

Thus, according to Fris (2016, p. 110) policy in the area of fighting crime should be consistent with crime indicators in society. At the same time, in his opinion, not only general indicators are important, but also structural ones, as they determine the priorities of its implementation. In addition to purely criminological indicators, sociological ones should also be taken into account for its development, because without them, it is impossible to develop legal and other mechanisms to combat crime. The scientist does not object to the fact that, in general, policy in the area of fighting crime is the art of managing activities aimed at reducing crime rates in the country. Its effectiveness (which is determined by the existence of a developed doctrine, concepts, both in general and in terms of individual components) is clearly demonstrated by these indicators. And today they are not just sad, but shocking, notes the scientist. Thus, the growing level of crime in Ukraine, in his opinion, is a clear confirmation of the actual collapse of the entire policy in the area of fighting crime in Ukraine and its individual components. What caused the crisis of politics in the fight against crime. There is no clear answer to this question – a number of factors are at work here. And the basic one is the general crisis of society in all spheres of social and economic life. The policy in the area of fighting crime, as a constituent element of the internal legal policy of the State, could not stay away from the vortex of this general crisis. However, it is overlaid with reflection and some specific factors.

In this regard Kozych (2018, p. 126) notes that the modern legal policy of Ukraine is a set of various means of influence on society with the aim of ensuring its consolidation and development stability with the help of legal regulation and protection. Taking into account this fact, the author emphasizes, that the Ukrainian policy has a social orientation, so it can be stated that under the conditions of the effectiveness of the social legal policy, a complex social network of relations between the State and society, social communities and individuals is formed and functions. All these cases determine the position of people in the social structure of society, expressing the degree of equality, justice, freedom, satisfaction with material and cultural benefits. Politics plays a significant role in the fight against crime; its main task is criminal-legal, criminal-procedural, criminal-executive and criminological (preventive) protection of the most important social relations, goods, values and interests. At the same time, the author emphasizes that all policy subsystems in the field of combating crime have a single object of influence – crime. In this regard, functional linkages between all subsystems in the area of fighting crime can be observed. But each of them has its own tools and means, techniques and methods, established by law on the basis of the general principles of a single policy in the field of combating crime.

Criminal law policy is a guiding force that forms legislation on the fight against crime, procedures for the application of this legislation and for the enforcement and correction of convicts. This policy also directs the practical activity of State agencies, local self-government bodies and public organizations in the fight against crime, defines the content of measures to fight crime and prevent offences, which are applied by the
above-mentioned agencies, organizations and individual citizens in strict accordance with the law. This policy is enshrined in the norms of the Constitution of Ukraine, criminal, criminal procedural and penal legislation and is specific, clear and unconditional for all policy subsystems in the area of combating crime, without excluding the independent role of each of the named subsystems in this field. Despite the fact that each of the subsystems has its own tasks, they functionally constitute a single policy system in the named area as a direction of State policy (Kozych 2020, p. 251).

Thus, we can conclude that although the policy in the field of combating crime is a certain monolith, it involves a division into subsystems (criminological, criminal and legal, criminal procedural and penal). Although each subsystem has a separate focus, the effectiveness of the policy in the area under consideration is achieved only by the established interaction of all the above-mentioned subsystems.

Krevsun (2017, p. 37), confirming the above statement, notes that criminal executive policy is related to both criminal legal policy and criminal procedural policy. For example, having committed a crime (criminal legal policy), the person was convicted of an offence to a specific form of punishment (criminal procedural policy) and served this punishment in places of deprivation of liberty (penal policy).

At the same time, criminological policy must not be forgotten. On the one hand, it may seem that criminological policy is not in direct connection with criminal and legal, criminal procedural and penal policy. However, this is a premature conclusion. It is necessary to pay attention to the fact that crime cannot be completely overcome. This implies that, in the event of an effective and smooth criminological policy implementation mechanism, a positive trend of a decrease in the crime rate in the State will be formed. And this, in turn, will reduce the burden on criminal law policy (fewer people will commit a criminal offense), criminal procedural policy (fewer people will be convicted) and penal policy (prisons will not be overcrowded, etc.).

One of the tenets of criminological science is that crime prevention is carried out at three levels: general and social one (in society as a whole); special one (regarding certain types (groups) of offenses); individual one (regarding a specific offender). Some scientists distinguish the fourth level of crime prevention at the regional or branch level. Some scientists call these levels somewhat differently, but their content is approximately the same, and, most importantly, they are all aimed at forming in each of us a sense of protection from violating the norms of law, morality, traditions, etc. Scientific provision of crime prevention is impossible without an appropriate economic basis. The complexity of such studies lies in the fact that from the end of 2013 until today, the development of Ukraine has been marked by the acuteness of the problem of ensuring security in the full sense of the word and leveling the security of an individual (Shablysti and Prymachenko 2019). The occupation of a large part of the territory of Ukraine by Russian troops only exacerbated this problem, which can be solved with the help of international non-governmental organizations.

Conclusion

So, summing up all of the above, we can note that criminological policy, as a subsystem of policy in the field of fighting crime, directly depends on the effectiveness and well-being of the mechanism of implementation of criminological activities of non-governmental organizations.

At the same time, it is necessary to clearly distinguish “public policy” from “State policy” precisely by its subject composition. In particular, public policy is characterized by participation of civil society in the political activities, when State policy is carried out only by State-owned entities. Given this, public policy is broader than the State one. Therefore, when talking about the criminological activities of non-governmental organizations, it is appropriate to use the concept of public policy. After all, it is within the framework of public policy that criminological activities of non-governmental organizations can be carried out.

In the future, attention should be drawn to the study of information and analytical support and scientific support of criminological activities of non-governmental organizations.

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