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SOME VIEWS ON THE PECULIARITIES OF THE PLAN CONTENT OF OPERATIONAL AND SERVICE ACTIVITIES OF THE STATE BORDER GUARD UNIT

The article examines modern approaches and views on the management of operational and service activities of the state border protection units with due regard for the modernization of the state border protection and the needs of border practice. The relevance of the study lies in the need to improve the efficiency of border guard units' performance of the State Border Guard Service functions. The article reveals a certain discrepancy between the current legal acts regulating the operational and service activities of border units and the innovations related to the modernization of the state border protection. Based on the analysis of scientific sources, the authors have defined the concept of "management of operational and service activities". The practical content of the proposed definition is realized by the following components: maintaining of constant readiness of units for action, preparation of bodies (units) for action. The authors have developed the content of the plan of operational and service activities of the state border protection unit which includes the following sections: general part, special (main) part, and final part. The features of its content were investigated. An important aspect of achieving success is the detailing of each component of operational and service activities (functions of the State Border Guard Service).

Keywords: *state border protection unit, management, plan, operational and service activity.*

Statement of the problem. The functioning of the State Border Guard Service of Ukraine as a special-purpose law enforcement agency requires appropriate organization and clear direction. The development, adoption and implementation of management decisions in the state border protection bodies and state border protection units must be carried out by competent specialists in a timely manner, taking into account the challenges and current threats. The implementation of such measures is called activity planning in management systems. The peculiarities of planning in the border agency are determined by the specifics of its activities, the influence of the laws of Ukraine, instructions, orders, regulations and other legal acts.

Experience has shown that the effectiveness of the tasks assigned to the state border protection bodies and state border protection units depends, in particular, on the ability of the respective managers to apply planning techniques, tools and methods in their management activities. Despite the fact that scholars have paid much attention to the problem of management activities improving, it still requires further investigation. First of all, this is due to the processes of reforming and development of the State Border Guard Service, increasing the military component of its activities due to the aggression of the Russian Federation against Ukraine, the emergence of new systems and means of border protection, etc. The planning processes are also undergoing a certain transformation, which, although are clearly regulated by the governing documents, require additional research in the current situation.

Analysis of recent research and publications. Planning in the process of management activities of law enforcement agencies has been studied in the works of A. Bratko, L. Bachylo, A. Vasin, L. Hordiienko, O. Hrytsenko, V. Hrokholskyi, H. Drobakha, V. Zalozh, O. Zamula, O. Kovalenko, I. Kravchenko, N. Krasnokutska, I. Luhovskyi, A. Melnyk, O. Morhunov, O. Nashchekin, I. Morozov, O. Obolenskyi, A. Smyrnov, L. Shevchenko and others. The content of operative and service activity management and planning is also regulated by a number of regulatory acts and guiding documents of the Administration of the State Border Guard Service and the Ministry of Internal Affairs of Ukraine.

At present, there are different views and approaches to the content of management and planning

of operational activities of the state border protection bodies and state border protection units, which, in our opinion, affects the final result of ensuring reliable protection and defence of the state border. Many modern studies emphasize that management should be responsive to threats that arise at the state border, be mobile and active. Planning is defined as the systematic decisions preparation and its main meaning is to increase the efficiency of the unit by targeting and coordinating all processes, identifying risks and reducing their level, increasing flexibility and adaptability to changes.

The analysis of the managerial leadership team state border protection bodies and state border protection units shows that the challenges and threats that arise at the state border require improvement of the operative and service activity management.

One of the options for solving this problem may be to improve the content of the operative and service activity plan of the state border protection units.

The purpose of the article is to clarify and detail the content of the concept of "management of the operative and service activity of the state border protection units", its practical content, and also to substantiate the content of the operative and service activity plan with its detailing.

Summary of the main material. According to the general scientific definition, the concept of "management" is the purposeful influence of a person on an object, process, system and the people involved in order to direct activities in the right direction to obtain the desired results [3–6, 8, 9, 11, 15]. With regard to the management of operational activities of the border guard division, the Instruction on the organization of border guard division operational activities defines management as the timely organization of operational activities, its management within a certain period of time and constant control over its implementation [7]. Having studied the content of the above definitions, we conclude that, that in view of the specific military activities of the border guard division of the State Border Guard Service, it has certain differences from the general scientific definition. The above definition is not complete, as it does not mention one of the important components of the State Border Guard Service activities – readiness for action and control is defined only as a way to improve the quality of service of border patrols, etc. The analysis of scientific sources [1–6, 15, 16] on the management activities of the state border guard units allows us offering our own vision of the concept of "operational and service activity management" and consider it as a purposeful activity of the state border protection units management bodies to maintain constant readiness for action, prepare them for action, operationally manage them during the performance of tasks on operational and service activity and monitor the entire management process. It should be noted that in this case, operational management is understood as the ability of the state border protection units' management team to make appropriate management decisions correctly and quickly.

The management of the operational and service activity as a conditional unit of action of the management team of the border guard detachment and the state border protection units begins with the definition of the state border protection units's goals and objectives and ends with the achievement of a certain result. Achievement or non-achievement of operational and service activity goals is the result of its activity and the impetus for the beginning of a new conditional unit of action, where new goals and objectives are defined (specified). In other words, this is a certain cycle of the management cycle of the operational and service activity of state border protection bodies and its subdivisions [1, 2, 11, 12].

Let's consider the cycle of the state border protection units' operational and service activity. It has a certain structure, which should correspond to the peculiarities of the content of the operational and service activity and take into account certain provisions:

- the management of the operational and service activity is a continuous, systematic and purposeful process of influence of the state border protection units management body on the implementation of the operational and service activity with the reiteration of homogeneous in purpose and different in content management actions over a certain period of time, which create a management cycle;
- the cycle consists of a number of interconnected stages, which are related by the effectiveness of the management process organization;
- the management cycle stages include a number of management actions: they are independent in content and reflect a specific part of the management cycle, and are homogeneous in purpose and aimed at a specific result;
- the management actions content is determined by the content of the tasks that are solved to ensure the implementation of the operational and service activity;
- the connection of the stages of the management cycle indicates that its completion and result are the initial data for the next stage and its beginning.

Let us consider the content of the proposed definition of the concept of "management" in accordance with the above components.

1. Maintaining the units' constant readiness for action.

The readiness of units for action is a state that ensures their ability to perform the tasks of the operational and service activity within the established timeframe, and in the event of a complication of the situation (obtaining data that must be implemented in the interests of performing the operational and service activity tasks), to immediately take action and successfully complete the tasks.

In order to ensure (maintain) the readiness of bodies (units) for action, a number of measures are envisaged for combat and special training of personnel, manning of bodies and units with weapons and equipment, training the unit for action, provision of material resources in accordance with certain standards. They are envisaged for the entire period of management of the state border protection unit operational and service activity. In our opinion, measures to maintain the constant readiness of bodies (units) for action should be reflected in the general plan of the operational and service activity of the state border protection unit.

2. Preparation of bodies (units) for action.

We will consider this stage as two interrelated components: planning and organization of the plan (decision) implementation.

The planning process is preceded by painstaking information and analytical work of the division's management. Its result is a prognostication of the conditions in which the operational and service activity of the state border protection unit will be carried out and possible negative manifestations of their impact on the results of the operational and service activity. Planning itself involves developing a decision: what kind of decision it should be, goals, objectives of the operational and service activity of the state border protection unit. The methods and sequence of actions to achieve the defined goals are linked to the prognostication of the conditions in which the state border protection unit will operate. The final result of planning as a process should be a plan of operational and service activity of the state border protection unit. It may include: a description of the state of the operational and service activity of the state border protection unit for a certain period of time; the goals it will achieve and the means necessary to achieve them, taking into account possible negative consequences and trends in the impact of the situation on the operational and service activity of the state border protection unit.

According to scholars, planning is the basis for the implementation of any management processes taking place in a country, organization, or agency [1, 4, 5, 9]. It is characterized by certain principles, features and characteristics.

Planning acts are essentially a management decision made and approved by the relevant manager in the State Border Guard Service of Ukraine. Thus, according to the Order of the Administration of the State Border Guard Service of Ukraine "On Approval of Methodological Recommendations for Planning in the State Border Guard Service of Ukraine" No. 115 from November 11, 2020 and the relevant methodological recommendations, planning involves the working out of general, special and individual plans.

1. General plans define a system of goals, objectives, measures and indicators aimed at implementing the main (general) functions of planning entities in one or more areas of activity.

2. Special plans are intended to implement specific service tasks, including specific tasks requiring coordinated actions of various services and units, activities of all state bodies and public organizations involved in the state border of Ukraine protection, requirements of legislation and other regulations, etc. The procedure for developing special plans is determined by separate administrative documents.

3. Individual plans determine the work plan of the planning subjects. The frequency of individual plans drawing up is determined by the immediate supervisor for subordinate personnel, depending on the specifics of the work and tasks of the unit [14].

For the purposes of our study, we are interested in the scientific views of A. Bratko, who proposed to improve the operative and service activity planning apparatus by combining planning approaches based on the results of applying the threat-based planning methodology, as well as the methodology of risk analysis and budget planning, which provides new qualitative characteristics of the planning process [1]. However, these studies are mostly related to the activities of the State Border Guard Service of Ukraine in general and do not take into account the specifics of the state border protection unit.

In accordance with the above-mentioned order of the Administration of the State Border Guard Service of Ukraine [14], the planning of the operational and service activity of the state border protection unit is carried

out for a month by drawing up a calendar plan for the operational and service activity of the state border protection unit (calendar plan) in the appropriate form. It is a special current plan, which is developed on the basis of the decision of the head of the state border protection unit for border protection for the month. The calendar plan contains the following sections: state border protection (organizational and general measures, border guard service, and border control); readiness for action; operational and service activity support (personnel training, work with personnel, staffing support; engineering and technical support, logistics support); senior chief's activities. Other sections may be added as necessary.

The main problematic issue of the calendar plan is the failure to fully take into account the content of the operational and service activity of the state border protection unit in accordance with Art. 2 of the Law of Ukraine "On the State Border Guard Service of Ukraine" [7, 13]. In most cases, the list of calendar plan activities is not exhaustive and sufficient to achieve the purpose of the operational and service activity. The planned activities, although they relate to the tasks and powers of the state border protection unit, do not disclose their content, which leads to a formal approach to planning and implementing the planned activities.

Having analysed the approaches to planning in different structures of the Ministry of Internal Affairs [4, 8, 15, 18], we consider it appropriate to include the following sections in the plan of the operational and service activity of the state border protection unit.

1. General part – introduction containing conclusions from the situation assessment, initial data, main goals and objectives of the operational and service activity of the state border protection unit and characteristics of possible manifestations of the operational situation in its area of responsibility, etc. Its content is determined by the continuity of the process of managing the operational and service activity of the state border protection unit, the result of the previous activity can be the beginning or continuation of the management process [3].

The content of the general part of the plan will be formed in accordance with the conclusions of information and analytical work, which ensures: a) studying the causes and conditions that contribute to the manifestations of illegal activities at the state border, as well as potential participants; b) obtaining and analysing information on its processes and trends; c) identifying and assessing problems arising in the practical activities of the state border protection unit; d) determining the directions of management activities; e) developing optimal management solutions to individual problems and developing measures to solve them; f) predicting the final results of the planned activities [4, 11, 14].

2. The special (main) part of the plan provides practical measures to implement the functions of the State Border Guard Service of Ukraine [13], which are assigned to the state border protection unit and reflect the content of its operational and service activity.

For example, let's study one of the functions of the State Border Guard Service of Ukraine: protection of the state border of Ukraine on land, sea, rivers, lakes and other reservoirs in order to prevent illegal changes in the course of its line, ensuring compliance with the state border and border regime. Its implementation is aimed at achieving a threefold goal. Its first component is to prevent illegal changes in the state border of Ukraine in the area of responsibility of the state border protection unit. The special (main) part of the plan should reflect the specific measures that the state border protection unit will take within a certain timeframe to achieve this goal. These include:

- control actions to establish the compliance of border signs locations with demarcation documents, their condition and the condition of border clearings in accordance with interstate agreements;
- taking measures to timely detect threats of changes to the coastline or coast of border rivers, lakes and other water bodies;
- carrying out actions in the areas of various works, industrial and other activities on the state border to timely detect violations that may affect the illegal change of the state border on the ground;
- detection of unreported armed and unarmed groups on the adjacent territory [2];
- detection of actions in the adjacent territory that may lead to illegal changes in the passage of the state border on the ground;
- detection of various works, industrial and other activities on the state border that may lead to illegal changes in the state border on the ground;
- stopping provocations, repulsing armed attacks by military and non-military groups that could lead to illegal changes in the state border on the ground.

The second component, ensuring compliance with the state border regime, includes the following planned measures:

- ensuring compliance with the legislation on state border crossing; preventing, detecting and suppressing violations related to border crossing;
- maintaining the proper condition of the Ukrainian part of the border signs in accordance with international agreements;
- cleaning the border signs strip;
- ensuring control over the airspace and detecting illegal crossing of the border by aircraft and other technical means outside the established routes in violation of the rules;
- monitoring of Ukrainian and foreign vessels and ships to detect violations of the conditions of their stay in the territorial waters and ports of Ukraine, as well as foreign vessels entering inland waters;
- monitoring various works, industrial and other activities on the border, in the territorial sea and inland waters of Ukraine.

The following measures will ensure the fulfilment of the third component – control over compliance with the border regime:

- verification of documents of Ukrainian citizens, foreigners and stateless persons entering, staying and moving within the border strip and controlled border area;
- inspection of vehicles and verification of their machine numbers;
- controlling the exploitation of road signs such as "Borderline" and "No Entry";
- control of entry and stay in the area located between the state border and the line of border engineering structures by citizens of Ukraine and other persons;
- identification of persons who are prohibited from transporting persons to and from the border area without appropriate documents;
- control of compliance with the ban on mass recreation, swimming and fishing in unspecified and unequipped places;
- controlling the keeping and grazing of livestock within the border area in accordance with the established rules;
- control over the maintenance and grazing of livestock in the preventive strip;
- control of the start and term of work performance in accordance with the list defined by law;
- performing tasks related to the localization and elimination of the consequences of a natural disaster, accident or catastrophe in accordance with the plans;
- control of compliance with the rules of the special regime of airspace use;
- control over the implementation of the border regime rules by managers of enterprises, institutions and organizations of any form of ownership, their employees during the work;
- prevention of hunting in the area between the state border and the line of border engineering structures, and control of hunting rules in the border zone;
- control over the accounting and maintenance of small vessels and other watercraft at the base facilities, as well as their taking off from the balance sheet and utilization of it;
- control of the arrangement, equipment and operation of the vessel basing points;
- preventing boarding and disembarking of passengers, loading and unloading of merchant and small vessels, other watercraft outside the base facilities, as well as at the base facilities that are not authorized for operation;
- controlling the entry of small vessels and other watercraft into the territorial sea and inland waters of Ukraine in accordance with instructions;
- introducing additional temporary restrictions on entry and work in the border area and the controlled border area in accordance with the law.

Thus, this part of the plan envisages the performance of the remaining functions of the State Border Guard Service of Ukraine. It is also proposed to provide for the main measures for conducting special actions to search for offenders. Their content should include: the purpose of the actions; the composition of the forces and means involved in the actions; the elements of the official procedure created for the actions and certain methods of their actions; the sequence of actions of the elements of the official procedure; the main issues of organising management, communication and interaction, etc. [10, 17].

In addition, it should reflect the measures of organisational activities of the state border protection units' headquarters, ensuring the readiness of bodies (units) for action, work with personnel on the selection, placement, training and education of personnel as a component of the readiness of bodies (units) for action.

At the same time, the special (main) part of the plan should include measures to ensure the operational and service activity of the state border protection units and control over the process of achieving the defined goal and other measures.

3. The final part of the plan may, if necessary, contain necessary explanations of some of the measures of the first and second parts of the plan.

The proposed content of the plan is not exhaustive; it can be expanded or shortened and adapted to the conditions in which the operational and service activity of the state border protection units' management is carried out.

Conclusions

The proposed definition of the concept of "management of operational and service activities" more fully covers the activities of border units and meets the requirements of border legislation and current practice. The practical content of the proposed definition is implemented by such components as maintaining constant readiness of units for action and preparation of bodies (units) for action. The developed content of the plan of the operational and service activity of the state border protection units includes the following sections: general part, special (main) part, and final part.

An important aspect for success is the detailing of each component of the operational and service activities (the functions of the State Border Guard Service of Ukraine in accordance with the Law of Ukraine "On the State Border Guard Service of Ukraine"). The peculiarity of the proposed plan is its practical orientation. Such an approach to the development of the content of the plan of the operational and service activity of the state border protection unit allows combining the content of the concept of "management of operational activities of the state border protection units" with the performance of the State Border Guard Service of Ukraine functions provided for by the legislation of Ukraine, as well as to achieve a common understanding by all heads of structural units of the tasks and ways of their implementation.

A promising area for further research is the working out of recommendations to the heads of the state border protection units on the planning of the operational and service activity in their units.

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ДЕЯКІ ПОГЛЯДИ НА ОСОБЛИВОСТІ ЗМІСТУ ПЛАНУ ОПЕРАТИВНО-СЛУЖБОВОЇ ДІЯЛЬНОСТІ ПІДРОЗДІЛУ ОХОРОНИ ДЕРЖАВНОГО КОРДОНУ

Умови функціонування Державної прикордонної служби України та її підрозділів, низка змін у нормативно-правовому забезпеченні їх діяльності змістили акценти деяких понять, що існують для визначення службових процесів у прикордонному відомстві. Розширення завдань прикордонного відомства, участь у відбитті збройної агресії російської федерації актуалізували питання раціонального використання поза районами бойових дій сил і засобів підрозділів охорони державного кордону України.

Потребує уточнення поняття «побудова оперативно-службової діяльності», обґрунтування послідовності побудови оперативно-службової діяльності прикордонного підрозділу з її деталізацією

і на цій основі розроблення методики побудови такої діяльності на ділянці відповідальності прикордонного підрозділу, що й визначає практичну значущість дослідження.

На підставі теоретичного і практичного аналізу дії прикордонних підрозділів уточнено поняття «побудова оперативно-службової діяльності». Розкрито послідовність дій щодо побудови оперативно-службової діяльності. Розроблено методику побудови оперативно-службової діяльності на ділянці відповідальності прикордонного підрозділу.

Наукова новизна методики побудови оперативно-службової діяльності на ділянці відповідальності прикордонного підрозділу полягає в узагальненні послідовності роботи начальника підрозділу охорони кордону з протидії правопорушенням з прикордонних питань.

Запропоноване визначення повніше охоплює діяльність прикордонних підрозділів, відповідає вимогам прикордонного законодавства та умовам сьогодення. Практичне наповнення зазначеного поняття реалізовано такими складниками: недопущення незаконної зміни проходження державного кордону, забезпечення дотримання режиму державного кордону, забезпечення контролю за додержанням прикордонного режиму на прикладі змістовного відображення основної функції прикордонного відомства – охорони державного кордону. Обґрунтування деталізації окремих складників оперативно-службової діяльності прикордонного підрозділу розкриває послідовність її побудови з огляду на змістову складність. Застосування методики створить умови для доцільного використання сил і засобів прикордонного підрозділу, дасть змогу поліпшити оперативність роботи відповідних керівників і більшою мірою враховувати чинники, що впливають на результати оперативно-службової діяльності підрозділу.

***Ключові слова:** побудова, оперативно-службова діяльність, підрозділ охорони державного кордону, ділянка відповідальності.*

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