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ORIENTATION FUNCTIONS OF THE ACTIVITY MANAGEMENT SYSTEM AND PROVIDING FIRST AID IN CASE OF EMERGENCY SITUATIONS

The article analyzes the functions of guiding the activities of the system of public management of executive authorities and providing first medical aid in emergency situations of a military nature. It was determined that a systematic approach to the study of the functions of state bodies in the field of first medical aid is the most effective in forming adequate recommendations for the effective performance of the functions of state bodies in the organization of first medical aid. It has been proven that in the block of orientation functions of the first aid activity management system, the rule-making function is now implemented by issuing new legislative acts in the field of first aid and improving the current legislation.

Keywords: *first medical aid, emergency situations, martial law, emergency services, emergency and rescue operations.*

Formulation of the problem. Despite the global community's constantly leading work on injury prevention, there is a steady increase in medical, social and economic losses as a result of man-made and natural disasters all over the world. In modern conditions, when it is impossible to completely prevent injuries, maximum efforts are made to minimize its medical and, as a result, socio-economic consequences. In many respects, the outcome of the injury depends on the timeliness of the victim's assistance.

However, in no country in the world, the emergency medical care system cannot ensure the immediate arrival of medical workers at the scene, and during the waiting time for qualified medical care or on the way to a medical facility, many victims may suffer tragic consequences. In the conditions of martial law and the constant threat of an emergency situation of a military nature, the provision of first medical aid is an urgent issue that requires a deeper study and the provision of adequate recommendations for improving the system of providing first medical aid.

Analysis of recent research and publications. The issue of the orientation functions of the activity management system and the provision of first medical aid in the event of emergency situations has not been studied yet, and requires a deep analysis and the provision of adequate proposals for the improvement of this system.

Presenting main material. We will begin the systematic approach to the study of the functions of state bodies in the field of first aid by considering the first block, which includes the functions of orientation of the system of management of first aid activities. The comprehensive assessment article will cover functions that provide regulatory, forecasting, planning, and methodological guidance in this field. The conducted analysis must be started by establishing the orientation functions of the management system of first aid activities, which carry out general management of the hierarchically structured and functionally coordinated system of health care of citizens.

The Cabinet of Ministers carries out normative regulation on health care issues, determines the development strategy, manages the implementation of state policy in the field of public health care, sets the task of a tactical plan for improving legislation, forms and methods of organization and activity of the Government of Ukraine and other state executive bodies in this field.[2]

Separate regulatory, control and organizational functions of the Government of Ukraine are enshrined in branch laws. Of the more than 30 powers of the Government of Ukraine analyzed by us regarding the implementation of the specified functions enshrined in industry laws, from the point of view of the important importance in the organization of first aid provision, the function of ensuring the functional unity of the executive

authorities in the field of health care is important. In particular, the Government of Ukraine determines the areas of activity of state bodies in relation to the implementation of the health protection strategy, approving plans and indicators of activity and establishing the order and deadlines for the development of administrative regulations for the performance of state functions or the provision of state services.

Thus, the Ministry of Health of Ukraine carries out independent regulation of issues related to the direct competence of this body, including: - approval of requirements for the completion of first-aid kits, kits, sets and kits for providing first aid with medical products - approval of the list of conditions for which first aid is provided, and a list of first aid measures; - Development of exemplary programs of the training course, subject and discipline on providing first aid. Regarding the last two functions, a positive trend towards the unification of first aid issues should be noted.

In our opinion, in the near future, it is necessary to do a lot of work in the specified direction to perform the specified function, since most of the current training programs and first aid rules were developed by the federal executive bodies independently. In our opinion, the performance of this function will not allow a repetition of the situation that previously arose, when state executive bodies could independently develop documents in the field of first aid without a single concept in this field. The implementation of this norm will allow the Ministry of Health of Ukraine to coordinate the adoption of normative acts in the field of first aid and will ensure the same regulation of first aid issues in all adopted documents. [4] Thus, the normative functions of the Ministry of Health of Ukraine include the adoption and development of normative documents with a medical component. The norms approved by the Ministry of Health of Ukraine apply to a wide range of potential participants in the provision of first aid. However, a problematic issue is the absence in the structure of the Ministry of Health of Ukraine, as well as the bodies subordinate to it of a specialized unit and the position of chief (full-time or freelance) first aid specialists.

To overcome the situation, the Ministry of Health of Ukraine is creating working groups to resolve individual issues of regulatory regulation in the field of first aid. But as

a result of individual actions, in our opinion, it is difficult to achieve a uniform approach to first aid issues. Thus, even in the documents approved by the Ministry of Health of Ukraine, there are contradictions regarding the terminology of first aid. Such terms as "pre-medical aid", "first medical aid", "first emergency medical aid" and others, about the provision of legally unestablished types of aid, which creates confusion in terms and concepts and, as a result, in the authority of workers to provide first aid. [1]

Due to the lack of interdepartmental cooperation in the field of first aid, it was necessary to completely change the approximate driver training programs related to the organization of educational and methodological activities on the territory of Ukraine, which annually train more than 1 million candidates to become drivers of vehicles. Continuing the consideration of the rule-making functions of the executive authorities in the field of first aid, let's focus on the functions of the State Emergency Service of Ukraine. The approved normative acts regulate the issue of organization of first aid provision by the objects of state regulation subordinated to the State Emergency Service of Ukraine.

Yes, it is envisaged to approve the procedure for the creation of freelance emergency and rescue formations. The order envisages the creation of "first aid squads", as well as the duty of personnel of emergency rescue formations to be able to "provide first aid to the wounded and injured, as well as evacuate them to safe places." In addition, the standard-setting functions of the State Emergency Service of Ukraine include approval of the procedure for extinguishing fires by fire protection units. Extinguishing fires by fire protection units" refers to emergency and rescue work related to fire extinguishing, first aid, as well as the use of "tools and equipment for first aid to victims" to perform this task.

Normative activity of the ministries is not limited to the issuance of acts of sub-legal regulation, but involves the development and submission to the Government of Ukraine of proposals and drafts of normative acts on issues of established spheres of activity. Thus, the rule-making function provides both the issuance of new legislative acts in the field of first aid, and the improvement of the current legislation, which should be

implemented step by step. It was stated that the change of the legislation operating in the social sphere is sometimes carried out without proper theoretical preparation, without a well-thought-out plan of successive actions, as a result of which the legislation is characterized by contradictions, the presence of serious gaps, uneven development. [3] Due to the fact that practical relations in the field of first aid are rapidly changing and many issues of first aid are not regulated by regulations, from the point of view, this function of federal ministries could contribute to the timely updating of current legislation in the field of first aid.

A significant potential for improving the organization of first aid provision lies in the implementation of the rule-making function of legislative (representative) bodies of state power. The legislative (representative) body of state power carries out legislative regulation on the subjects of management within the powers of the executive body. At the same time, according to the analyzed law, the subjects of management have the right to carry out their own legal regulation on subjects of joint responsibility before the adoption of state laws.

However, the analysis of regulatory legal acts shows that the legislative acts, which in most subjects regulate issues of public health, do not pay due attention to the legal regulation of issues of first aid organization. As a rule, the normative regulation of issues of the organization of first aid is reduced to a simple duplication of the norms of state laws. In the course of further analysis of the functions of the above-listed bodies to identify how other functions of the orientation block of the first aid activity management system (in particular, forecasting, planning and methodical guidance) are specified in the functions of individual state bodies of executive power, the following was established. Indirectly, the function of training and methodical management of the organization of first aid includes the following functions of the State Emergency Service of Ukraine: methodical management in solving issues related to training the population in the field of civil defense, protection of the population and territories from emergency situations, ensuring fire safety and the safety of people on water bodies, and also within the limits of their competence - during the training of young people in the basics of life safety;

methodical management of the creation and provision of readiness of forces and means of civil defense.

In order to implement the above-mentioned function of planning and methodical guidance in solving relevant issues, which include first aid training activities, the Ministry of Health of Ukraine should develop exemplary programs of a first aid training course, subject, discipline.[1] However, coordination of actions on these issues between ministries is not carried out, which, in our opinion, does not ensure the effectiveness of the implementation of these functions by the State Emergency Service of Ukraine. Other functions mentioned above regarding the organization of first aid are not fixed among the functions of state executive bodies. Thus, the considered state authorities do not perform the functions of forecasting, i.e. socio-scientific prediction of changes in the development of the first aid institute, and planning, i.e. setting goals that determine the prospects for the development of first aid, and the future state of managed objects and processes, as well as methods achieving the intended goals.

Regarding the organization of first aid, the implementation of these functions would prevent spontaneity in decision-making in the field of first aid, increase the effectiveness of legal regulation in this area and create conditions for choosing the most optimal options for public administration in the field of first aid. The implementation of planning and forecasting functions in this area should be aimed at timely identification and consistent resolution of urgent problems in the field of first aid through the rational distribution of forces and resources and have the ultimate goal of improving the organization of first aid.

Particularly relevant, in our opinion, is the use of the program-target method, which involves the consistent, scientifically based development of multi-aspect forecasts, complex programs, concepts for improving the activities of the organization of first aid, based on the possible complete accounting and ranking of the final and intermediate goals of such activities, taking into account the financial, personnel, informational, temporary and other resources available to the subjects and objects of the first aid management system.

The lack of forecasting and planning at the current stage of dynamic development of the first aid institute plays a negative role. So, at present, the issue of first aid provision is not included in the programs that formulate promising and urgent goals and objectives in the field of health care and measures for their implementation. In addition, there is no special scientifically based and practically oriented concept of first aid development. In this regard, the legal organization of first aid management is characterized by decision-making inconsistency.[3]

In connection with the above, it seems to us extremely urgent to include tasks in the field of increasing the quantitative and qualitative indicators of first aid provision and the necessary measures in the State Program. This is the most logical and justified, since the organization of health care of citizens is carried out, in particular, by organizing the provision of first aid. Therefore, the main goal of the state policy in the field of health care should include, in particular, the formation of a system that ensures the availability of first aid and increases the efficiency of its provision. No less important for the implementation of the program-target method of organizing first aid activities is the development and implementation of a scientifically based and practically oriented concept of the development of first aid either in the form of a separate document, or as a component of the Concept of the Development of the Health Care System of Ukraine, in the case of the formation and approval of such. These documents should define the directions, goals, tasks, rates, quantitative and qualitative indicators of the implementation of state functions in this area based on the current trends in the development of the first aid institute and the needs of society in this area.

Conclusions. Thus, in the block of orientation functions of the first aid activity management system, the rule-making function is now implemented by issuing new legislative acts in the field of first aid and improving the current legislation. However, in the absence of fixed functions of methodical guidance, planning and forecasting in this area, which always occurs timely identification and consistent resolution of urgent problems in the field of first aid. In order to implement a program-target method in the organization of first aid activities, it is proposed to include in the program tasks in the

field of increasing the quantitative and qualitative indicators of first aid provision and the necessary measures, as well as to develop and implement a scientifically based and practically oriented concept of the development of first aid or in the form of a separate document, or as a component of the Concept of the development of the health care system of Ukraine, in case of its formation and approval.

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