

## CHAPTER 1

### MODERN TRENDS IN PUBLIC ADMINISTRATION

#### MECHANISMS OF PUBLIC SERVICES DELIVERY: THE EUROPEAN EXPERIENCE FOR UKRAINE

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**Abstract.** *The academic paper presents a review of the conditions and methods of using the European experience of providing public services by state authorities in Ukraine. The development and implementation of effective mechanisms for the provision of services at various levels of administration and the state management is an urgent issue for modern Ukraine. Primarily, it is an analysis and adaptation of the European experience of administration to the conditions and features of the Ukrainian statehood development. The purpose of the research is to highlight foreign experience in public services delivery and algorithms for its adaptation to the realities of public administration in Ukraine. The research methodology contemplates an integrated approach; methods of analysis and synthesis, as well as methods of interdisciplinary research have been also used. As a result, it has been established that the general experience of European countries, which should be taken into account by Ukraine, is the direction towards a transparent, effective policy of organizing the provision of public services, reforming the legislative framework, and partnership. In practice, this makes it possible to implement the citizens' rights and freedoms, to meet the needs of the society as a whole, to direct the work of the authorities towards achieving results in public administration. The further perspective of the research in the administration sphere lies in determining the ways of implementing the best foreign experience in the provision of public services and their adaptation to the realities of public administration and legislation in Ukraine.*

**Key words:** *state-administrative reforms, decentralization, development of the state strategic planning, innovative reform technologies, public-private partnership, government, business, public sphere.*

**JEL Classification:** K14, K24, K33

**Formulas:** 0; **fig.:** 1; **tabl.:** 1; **bibl.:** 12

**Introduction.** Active studying and involvement of the European experience for Ukraine is an effective tool for developing mechanisms for public services delivery at the state level and solution to social and managerial problems that the state sometimes cannot effectively deal with in its current state. Such reforming is gaining relevance in the context of the global economic crisis, when the rethinking of the global capitalism functioning is taking place. On the expanses of managing the world economy, the issue of excessive government consumption also comes to the fore. Consequently, it is important nowadays to consider ways of improving the

mechanisms for providing public services by state authorities and other governing bodies.

Mechanisms for providing such services in one form or another are actively implemented in the practice of European countries; they are distinguished with rich practical experience. However, this form of interaction between administrations and the society in Ukraine is still in the process of formation. The lack of comprehensive scientific investigations in Ukraine towards determining the content, understanding the specifics and the need to improve and introduce innovations in the legislation of Ukraine complicate the rapid implementation of modern forms of public services in full play. Public services are considered from the standpoint of implementation of European experience in the field of legislation [5], problems of local self-government and state governance [1], public-private partnership and ways to implement it in Ukrainian realities [4].

In the Ukrainian state, at the end of the 1990s, the regulation of administrative services was legislatively started. To start with, this is *the Concept of Administrative Reform*, approved by the Decree of the President of Ukraine as of 1998; then in 2006, *the Concept for the development of the system of providing administrative services* by executive authorities was approved, containing a modern definition of the concept of “administrative services” as important components of state and municipal services. During 2009-2011, the Register of Administrative Services was formed. For all time, the issue of the urgent necessity to form a legislative framework based on European experience, dedicated specifically to the problem of public services, has been raised in the scientific literature [10, 11]. In 2013, the Model Regulations for the Center for the Provision of Administrative Services was approved by the Resolution of the Cabinet of Ministers of Ukraine. This document presents a mechanism for regulating the core issues in the provision of public services: requirements for the premises of such centers have been formulated; information and technological cards of administrative services; operating procedure of information department of such center; fundamentals and rules of queue management; application mechanism, etc. In 2021, *the Law of Ukraine “On Administrative Services”* was adopted. Based on the Law, it can be argued that an administrative service is the result of the exercise of authoritative powers by the subject of administrative services at the request of a natural person or a legal entity, aimed at acquiring, changing or terminating the rights and / or obligations of such a person or an entity. The process of providing public services in Ukraine is regulated by the Law “On Peculiarities of Providing Public Services” [3].

**Literature Review.** In modern scientific works on the theory of management, the problems and prospects of reforming the state in modern Ukraine are considered [6], where the main approaches to public administration reforms are presented, and the necessity for mutually agreed reforming of public administration and local self-government is emphasized. The essence of public-private partnership has been analyzed and its role in the system of public services has been determined through specific examples of application in a number of European countries [4]; the problems of introduction of the institute of public-private partnership in Ukraine have been

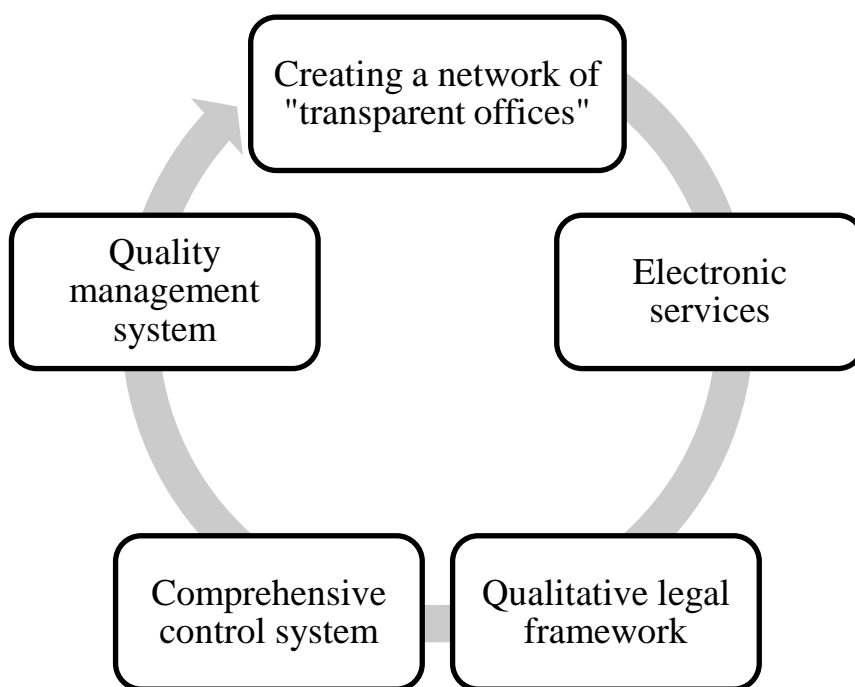
covered [9]. Transformations of public administration in the aspect of exercising control have been studied [5; 8]. The principal positions on the reformation of the administrative services sector have been highlighted, namely: social consent, further implementation of decentralization and government's openness, development of a comprehensive reform strategy, effective and technological support, development of state strategic planning [11]. Directions for future investigations should be aimed at exploring a comprehensive approach to the introduction of European experience in providing public services into the administrative institutions of Ukraine.

**Aim.** Based on a comprehensive analysis of existing regulatory sources, mechanisms for the introduction of public services in the European experience, the purpose of the research is to highlight the prospects of their implementation in the provision of public services in Ukraine. In order to achieve the purpose outlined, the following objectives have been set, namely: 1) to establish the feasibility of implementing European experience in the provision of public services in Ukraine; 2) to identify areas for improvement of mechanisms for the provision of public services, taking into account foreign experience.

**Methods.** The comprehensive approach towards determining the research methodology has been used in the research. This means the application of a system of general and special scientific methods of theory and practice of managerial activities (dialectical, analytical (analysis and synthesis), descriptive, comparative and legislative, system - structural).

**Results.** European and North American countries in the late 1980s came to the need to modernize and ensure the effectiveness of forms and mechanisms for providing public services. For instance, in Canada, a reform of the mechanisms for the provision of administrative services was launched in 1995; the so-called "Service Delivery Model" was created, which was part of the Action Program to modernize the work of public bodies in general. Along with this, a mechanism was developed, the main goal of which was to satisfy the consumer, the wishes of citizens were taken into account - the client's need turned into an organizational principle around which ideas about public interest are formed and a mechanism for providing services is created.

World experience shows an orientation towards a citizen and his interests. For this very reason, it can be determined that such positions as the quality of service provision need to be improved, which should meet such criteria as efficiency, courtesy, timeliness, etc. The organization of the availability of services is also important. This means that the task is to make communication as easy as possible; one can easily find information about an institution of interest, get information about addresses, a website, keep in touch; accessibility of the public service provider (convenient location, accessibility for inclusive citizens, the ability to schedule time, in particular). Figure 1 reflects the interaction of the necessary conditions for the functioning of effective mechanisms for administrative services delivery.



**Figure 1. Conditions for functioning of mechanisms for the provision of administrative services (European experience).**

Therefore, it should be noted that effective mechanisms for providing public services can work under certain conditions, which is also confirmed by the practical experience of numerous European countries:

1. Creation and continuous improvement of the network of public service centers (“transparent offices”) in order to meet the needs of citizens and communities. Such centers are a platform for the activities of various government agencies aimed at providing the necessary administrative services.

2. Electronic services as part of the mechanism of providing public services, namely: providing interactivity, efficiency, fast feedback, involvement of social networks.

3. The comprehensive control system ensures the operation of the mechanism through the development and support of standards for the provision of administrative services, involving not only from state authorities in control activities but also from public organizations, auditors, citizens.

4. Quality management system: evaluation of results, feedback mechanisms with service consumers, constant comparison with the world’s best public service programs.

5. High-quality legislative framework provides for the creation and continuous improvement of a package of normative documents regulating and ensuring the smooth operation of centers for the provision of public services.

The experience of Great Britain is indicative, forasmuch as the quality of public services provided by the state is constantly monitored there. The Department of Transport annually creates and publishes a report on the services actually provided and compliance with their standards. In the 1970-80s, in order to optimize administration costs, the institution of public-private partnership (PPP) was created

against the backdrop of the economic crisis in Europe. This is the way the problems of finding additional financial sources in countering stagflation were solved. The involvement of the private sector allowed M. Thatcher's government to weaken the trade union movement through privatization and deregulation, providing opportunities for the private sector. She was able to turn the non-profit public sector into a source of savings. This is the privatization of parts of infrastructure, telecommunications, etc. The public sector, open to partnership with business, has also been able to reform the public service delivery system.

Empowerment of the private sector in the provision of social services has significantly affected the corporate power. The society and business have proved to be an effective part of what only the state used to care for. Significant reformatting of the entire structure of public administration lies behind these changes in social policy; it involves the direct possibility of including business and individual citizens in the system and the implementation of the principles of modern administration.

Bulgaria also has experience of continuous monitoring the quality of public service delivery and reforming those delivery mechanisms. This concerns increasing the transparency of the administration system, permanent work on efficiency and focus on the urgent needs of the society. The legislation of Bulgaria provides conducting inspections of various industries and the satisfaction level with life in the country, allowing citizens and organizations to obtain administrative regulations and act in accordance with them [5, p. 41]. Such a legislative decision has provided an opportunity for citizens to make a choice; it does not contradict the social order, defining democratic states where the freedom of citizens' choice is a priority. In such conditions, public opinion is an evaluation tool of the mechanisms' effectiveness for the public services delivery, as well as the ability of state bodies to quickly change, be manageable and act effectively. An important criterion for the effective operation of such a structure is the motivation of civil servants to implement the necessary improvement programs.

Thus, one may talk about various aspects of the formation of mechanisms for providing public services that adapt world experience (Table 1).

**Table 1. Mechanisms for providing public services**

<b>MECHANISMS FOR PROVIDING PUBLIC SERVICES</b>			
<i><b>Administrative</b></i> regulations, procedures, acts, functions, technological and information maps	<i><b>Institutional</b></i> bodies of public services delivery, infrastructure, involvement of private business	<i><b>Integration</b></i> improving quality, simplification, shortening deadlines, improving services and processes	<i><b>Service</b></i> identification, modeling and implementation of interests of communities and citizens, development of communication technologies and network forms

The experience in Germany's sphere of public services is an additional and rather ambiguous position towards the administrative aspect. German experience of positive public administration is determined by strict regulation, where imperative and dispositive methods of legal regulation are combined. A mechanism has been created where each type of public governance is characterized by a relevant administrative act; these are permissive regulations in the field of public services.

**Discussion.** In a number of investigations [4, 6; 8], devoted to the consideration and analysis of foreign experience in the public services delivery, the ways of implementing the best European countries towards the legislation of Ukraine have been determined. In the course of analyzing the legislation of Great Britain, France, and Greece on the mechanisms of providing public services by state administration bodies, the general tendency of development of the European countries has been established, namely: ensuring the implementation of the rights and freedoms of citizens, the activities of government bodies towards achieving the result - meeting the needs of the society. The academic paper presents various aspects of the formation of mechanisms for providing public services to the population in Europe and Canada. Along with this, it has been determined that the basic guidelines for the formation of a high-quality and effective administration system is the focus on ensuring quality, efficiency, accessibility at all levels of the implementation of rights, freedoms and interests of citizens, defining the urgent needs and expectations of the society as a whole, permanent orientation towards achieving results, on ensuring effective and high-quality implementation of the rights, freedoms and interests of citizens, meeting the needs of society.

**Conclusions.** Therefore, based on the above, the conclusion can be made that the experience of European countries in creating and reforming mechanisms for public services is very valuable and can be borrowed for Ukraine. The necessity for constant monitoring of accessibility, transparency and quality of administration is necessary under the conditions of Ukraine's development. After all, Great Britain, Bulgaria, Romania, and Poland have rich experience in this field.

Efficiency and creation of good communication channels are also important in the modern space of public services delivery. In modern conditions of Ukraine's public life, clear standards for the public services delivery to citizens have not been developed yet; consequently, there are insufficient mechanisms for the implementation of interaction between the population and the authorities and self-government. An analysis of the experience of creating and regulating public services has shown that it is important to divide public administration into negative and positive. Such differentiation is accepted by most European countries. Negative state governance refers to restrictions and interference in the entities' behavior, while positive public administration involves the public services delivery. The dispositive method of legal regulation by positive public administration encourages the democratization of the society, openness and transparency of the government's actions.

It is also necessary to develop the institution of public-private partnership. Considerable experience of the UK in this aspect will improve the administration

system and optimize expenditures. The experience of involving the private sector in Ukrainian administration systems on a parity basis will make it possible to continue reforming the entire system of public administration, as well as mechanisms for providing public services by administrations at all levels.

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