

Review Paper

Reformation Public Administration in Ukraine in the Context of European Integration: Current State, Problems and Priorities

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ABSTRACT

The research is focused on the problem of reforming public management in Ukraine. An analysis of the current state of reforming public management in Ukraine has been carried out. It has been substantiated that the reformation of public administration and local self-government should be carried out in accordance with European standards and democratic governance principles. The legal framework for reforming public administration and local self-government has been analyzed. It has been emphasized that the current state of development of Ukrainian legislation in this area requires a critical rethinking of the existing norms, overcoming contradictions and inconsistencies between them and indicates the need to adopt a number of new legislative acts. The analysis of the current state of reforming public management in Ukraine has shown that most public authorities have been formed in independent Ukraine; there were changes in organizing the work of the Cabinet of Ministers of Ukraine, central and local executive authorities, and the system of local self-government bodies; the processes of modernizing the public service are underway; a number of positive steps have been taken towards reforming public administration and local self-government, and the decentralization reform was actively implemented in 2014-2021. The necessity of further optimization of the central executive authorities' system, modernization of the public service and human resource management, and completion of decentralization processes was emphasized. The main provisions of the Strategy for Public Administration Reform of Ukraine for 2022-2025 and the Concept for Reforming Local Self-Government and Territorial Organization of Power in Ukraine were analyzed, as well as other strategic and conceptual documents adopted in Ukraine for the purpose of implementing public management reform. The theoretical construction of a new model of public management based on European principles and standards has been substantiated. Strategic priorities for reforming public management in Ukraine in the context of European integration have been identified.

HIGHLIGHTS

- ① The research is focused on the problem of reforming public management in Ukraine.
- ② An analysis of the current state of reforming public management in Ukraine has been carried out.
- ③ It has been substantiated that the reformation of public administration and local self-government should be carried out in accordance with European standards and democratic governance principles.

Keywords: Public management, European integration, public administration, public service, government service, digitalization, sustainable development, innovative approaches, innovative development, administrative services

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The relevance of the academic paper is driven by the fact that the implementation of the processes of reforming public management in Ukraine is a significant factor in the processes of radical renewal of Ukrainian society, one of the primary factors of the state's competitiveness, development of its economy and a prerequisite for European integration. Reforming public management primarily involves reforming public administration and local self-government, and implementing decentralization processes. These reforms are the most complex since they cover: central, regional and local executive authorities and local self-government bodies, administrative and territorial structure, the territorial basis of power organization, changes in the powers of state and local government bodies, budget and tax systems, humanitarian and social spheres, etc.

The key direction of implementing the public management reform is to transform and modernize the government service and the service in local self-government bodies. After all, the success of the initiated transformations and the effectiveness of all administrative reforms considerably depend on public servants, their level of professionalism and competence, the ability to manage changes in difficult crisis situations, to reengineer management processes, namely: complete restructuring, radical redevelopment, fundamental reorganization and reorientation of public authorities' activities aimed at exercising power using a set of innovative methods, technological tools and communication in order to improve the efficiency and quality of management decision-making.

The analysis of recent studies and publications has shown that modern scholars focus their investigations on various aspects of administrative reform. In particular, S. Khadzhyradieva, M. Sitsinska, N. Kovalenko, V. Nikolaiev, Y. Pukir (2020) draw attention to innovations aimed at improving the efficiency and quality of government service. Another team of researchers (S. Khadzhyradieva, S. Slukhai, A. Rachynskyi, 2020) studied the issues of adaptation of public administration in Ukraine to European standards. N. Goncharuk, L. Prokopenko, T. Krushelnytska, O. Rubchak, S. Taraban (2021) considered the capacity of amalgamated territorial communities as a key factor in the social-economic development of territories.

H. Borshch, A. Viremeichyk, O. Gunbina (2021) studied the European experience and drew conclusions for Ukraine concerning the mechanisms of providing administrative services. The study by V. Tymoshchuk, I. Boyko, A. Shkolyk, E. Shkolny (2022) deals with the current implementation of the Law of Ukraine "On Administrative Procedure", which establishes general transparent rules of interaction between the state and citizens and business. V. Diachenko, N. Diachenko, I. Suray, T. Novachenko and O. Vasiurenko (2022) analyzed the current tendencies of innovation activity to ensure the growth and sustainable development of the Ukrainian economy. The authors of the present academic paper rely on the studies of these and other scholars, as well as on the practice of administrative reform in independent Ukraine.

It should be noted that the state of reformation of public management in the context of globalization, democratization, digitalization, constant transformational changes and martial law in Ukraine is constantly changing due to both internal and external transformations. All of this requires additional analysis and relevant clarifications, taking into account the current circumstances, and it actualizes the issues outlined. The research opens up opportunities to overcome the current crisis in the methodology and practice of state-building in Ukraine. In particular, it serves as a basis for the development of innovative approaches to public management reform.

In this regard, *the purpose of the academic paper* is to study the current state, challenges and priorities for further reforming public management in Ukraine in the context of shifting the paradigm of public administration, power decentralization and European integration.

MATERIALS AND METHODS

The methods and techniques of scientific cognition constitute the methodological basis of the academic paper. The research is based on using a set of general scientific methods (analysis and synthesis, chronological, logical and semantic methods, systemic, institutional and situational approaches, modeling and decomposition, etc.) and special methods (collection and processing of information, forecasting, etc.), each of which made it possible to

study the problem of reforming public management from different perspectives. The systemic-analytical method made it possible to analyze the current system of state and local government bodies in Ukraine, its regulatory, legal, organizational and functional principles, and to identify strategic priorities for further reformation of public management.

A systemic approach is the basis for studying the processes of reforming public management. It made it possible to comprehensively tackle the problem of reforming public management in Ukraine, to establish the relationship between the development and adjustment of reform directions based on the principle of feedback between these aspects and the results of the state's development as a result of their implementation. The methodology of the situational approach enabled to correctly interpret a particular situation in the process of administrative reform, and to apply relevant methods and techniques in accordance with the specific situation that develops as a result of internal and external interactions of public management entities at the state, public and private levels. The synergistic approach made it possible to consider Ukrainian society as a dissipative system, the movement and direction of which towards certain attractors ("steady states") is determined by its self-organization capabilities and the quality and efficiency of the public management system, which at particular bifurcation points (turning points) chooses the ways of further development and reformation.

The empirical basis of the research includes the legal framework of Ukraine, in particular, the Constitution of Ukraine, laws of Ukraine, decrees of the President of Ukraine, resolutions of the Cabinet of Ministers of Ukraine, monographs on the problem under study, publications in scientific periodicals, regulatory documents of state and local authorities, statistical materials and Internet resources.

RESULTS AND DISCUSSION

The current state of public management is characterized by the fact that most public authorities have been formed in independent Ukraine, and a new legal framework has been created to regulate their activities. It should be noted that since the official

proclamation of administrative reform in Ukraine, the adoption of the Concept of Administrative Reform in 1998 (Concept, 1998), a number of positive steps have already been taken to reform public administration and local self-government. Over the years, several regulatory documents have been adopted, and changes have taken place in organizing the work of the Cabinet of Ministers of Ukraine (hereinafter referred to as CMU), central and local executive authorities, local self-government bodies, government service and service in local self-government bodies.

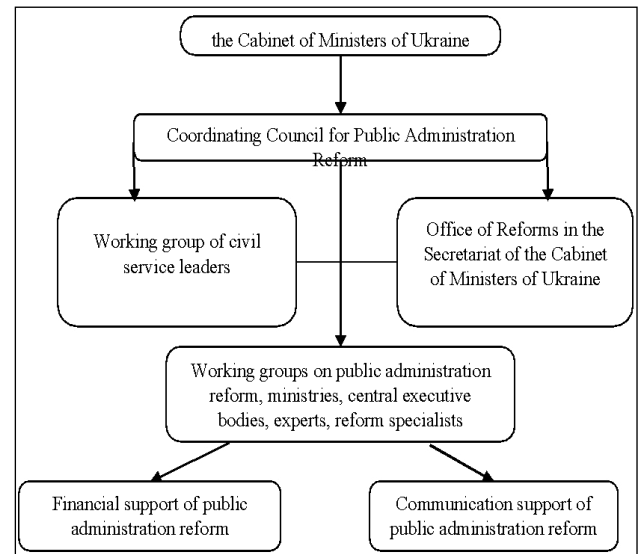
The system of executive authorities (hereinafter referred to as EAs) has undergone significant transformations throughout the entire period of reforming public governance. In particular, the analysis showed that there were 20 ministries under the government headed by Yulia Tymoshenko; 18 ministries under Mykola Azarov's government; 19 ministries under Volodymyr Groysman's government; there were 15 ministries under Oleksiy Honcharuk's government; currently, 20 ministries have been functioning under the current Prime Minister of the Cabinet of Ministers of Ukraine Denys Shmyhal.

More than 400 transformations of central executive authorities (hereinafter referred to as CEAs) have taken place since independence. The analysis shows that the system of CEAs has included from 47 to 111 bodies in different years. The system of CEAs has been optimized; however, it is unstable, and the status of these bodies is still frequently changing, sometimes without sufficient grounds. In 2009, before the optimization of the CEAs' system, there were 111 CEAs in Ukraine, including 64 central executive authorities, including 20 ministries, 44 other CEAs, of which: 30 state committees and equivalent bodies, 14 central executive authorities with special status, including 4 constitutional bodies, 3 national (state) commissions for regulating natural monopolies and related markets, as well as 48 government bodies subordinated to ministries and three other central executive authorities. The activities of 17 state committees and 2 CEAs with a special status were directed and coordinated by ministers, while others were directed and coordinated directly by the CMU or one of the Vice Prime Ministers. The problems of the system of CEAs that existed until 2010 included the lack of

clear delineation of functions in the following areas: state policy-making; state property management; administrative service provision; control and supervision; typologically redundant functions (about 4 thousand functions out of 9,5 thousand should have been reallocated among CEAs); performance by CEAs of functions that are not inherent in the state (over 1,5 thousand functions); performance by CEAs of functions of the lower level of public management (about 500 functions). There was an extensive system of CEAs, which included 17 names of these bodies.

Significant steps were taken to optimize the system of central executive bodies pursuant to the Decree of the President of Ukraine “On Optimization of the System of Central Executive Authorities” (Decree as of 09.12.2010 №1085). Thus, the optimization of the system of central executive authorities became the structural basis for public administration reform. It opened up reserves for a significant reduction in administrative costs, brought administrative services closer to the consumer, and contributed to reducing control and supervisory functions and deregulation. As a result of the optimization conducted on the basis of a comprehensive horizontal functional review of EAs in 2008-2010, the number of CEAs in 2010 decreased by 42% (from 111 to 74 bodies). The functions of the CEAs have been divided: ministries ensure the formation and implementation of state policy in one or more sectors. Other CEAs perform particular functions in implementing state policy, namely: providing administrative services (services), managing state property (agencies), controlling and supervising (inspections). In 2021, as a result of the reorganization of ministries, new directorates were established and the first open competitions for new civil service positions were launched. The purpose of this reorganization was to increase the ministries’ capacity and improve the quality of government decisions, transforming the ministries into modern and powerful analytical centers shaping public policy that meets the citizens’ needs and ensures the state’s sustainable development. The new structure of the ministry provides for fewer management levels; a clear delineation of functions within the ministry; greater freedom and responsibility for the ministry’s leadership to form an internal structure depending on the ministry’s objectives, functions and powers. As of the beginning of 2023, the system

of CEAs has included 20 ministries, 24 civil services, 16 state agencies, 4 state inspectorates, 9 CEAs with special status, 3 collegial bodies and 5 other CEAs. An important achievement at the current stage of accomplishing the public administration reform is the creation of organizational structures responsible for implementing, coordinating, monitoring and evaluating the public administration reform (Fig. 1).



Source: Authors’ development.

Fig. 1: Implementation, coordination, monitoring and evaluation of public administration reform

Currently, the overall responsibility for public administration reform is entrusted to the Minister of the Cabinet of Ministers of Ukraine, who is the chairman of the Coordination Council for Public Administration Reform. The Coordination Council was established as a political body to coordinate the implementation of the Public Administration Reform Strategy (Resolution as of 24.06.2016 No. 474-p) and the Public Finance Management System Reform Strategy (Resolution as of 08.02.2017 No. 142-p). The Deputy State Secretary of the Cabinet of Ministers of Ukraine is the Secretary of the Coordination Council (Resolution as of 18.05.2016 No. 335).

Issues related to implementing the public administration reform are also dealt with by the Office of Reforms in the CMU Secretariat, a working group of civil service managers, working groups on public administration reform, ministries, other central executive authorities, specialists in reforms, and experts. About 1000 civil servants were

selected on a competitive basis to work in the new directorates of the reformed ministries. The major task of specialists in reforms is to formulate state policy in the spheres of their responsibility, strategic planning and support of European integration processes. The positions of specialists in reforms have been determined: a director general, a head of the expert group and a state expert. The government has approved unified requirements for the structure of ministries; it has clearly divided their internal functions and has introduced policy and strategic planning directorates in all ministries.

A system of local executive authorities has been formed, which as of today includes 27 regional and 119 district state administrations; their legal status, functions and powers are defined at the legislative level.

Over the years of independence, the institution of public service has been mainly formed in Ukraine. The analysis of the dynamics of the number of public servants in Ukraine shows a tendency to their significant reduction, especially after the new Law of Ukraine "On Civil Service" was adopted and put into effect on January 1, 2016 (Law of Ukraine as of 10.12.2015 № 889-VIII). Thus, while as of December 31, 2015, there were 351 835 public servants, including 268 379 civil servants and 83 465 local government officials, then as of December 31, 2022 (NADS Statistics, December 31, 2022), there were 165 422 persons. There are no statistics on the number of local self-government officials for this period.

It should be noted that the existing institution of public service generally reflects the ideal version of what it should be in a democratic state in terms of its primary structural and functional indicators. While the general structure of the Ukrainian public service system may be satisfactory, its internal workings, as well as its degree of quality, efficiency, and effectiveness, fall short. Today's public service faces new challenges, the need to make non-standard, complex decisions, work hard, overcome corruption and rethink values.

The adoption of the Public Administration Reform Strategy for 2016-2020 and the Public Finance Management System Reform Strategy for 2017-2020 by the CMU in June 2016 and February 2017, respectively, was a significant step in the reform

of public administration in Ukraine. These two strategic documents covered all six areas of the Principles of Public Administration and defined a comprehensive framework for public administration reform (Resolution as of 24.06.2016 №474-p; Resolution as of 08.02.2017 № 142-p). However, both Strategies lacked comprehensive information on the intended expenditures for implementing specific reform measures and the sources of their financing. In accordance with the Public Administration Reform Strategy for the period up to 2021, the system of central executive bodies was reformed and the civil service was updated, and modern personnel management technologies were introduced. The Cabinet of Ministers and Ministries have divided political and administrative positions, and, as a result, state secretaries have been introduced – top-level officials appointed on a competitive basis and responsible for the effective work of ministries. At the same time, the practical implementation of the reform's several components requires strengthening, in particular, the principle of stability (staff turnover in category "A" positions is 15%, in categories "B" and "C" - 18%), integrity and political impartiality of civil servants.

The implementation of public administration reform in the sphere of civil service, in accordance with the European principles of good governance, was launched in 2016 with the adoption of the new Law "On Civil Service" and the comprehensive Public Administration Reform Strategy for 2016-2020, which are in line with the OECD/SIGMA principles of public administration. The modernization of personnel services in executive bodies into personnel management services was an important component of reforming and modernizing the civil service, ensuring a radical renewal of personnel services' activities by reorienting them from personnel records to strategic human resource management. The process of reforming the system of professional training of civil servants was carried out.

Ukraine has reached significant progress in administrative services and e-governance. The situation in the provision of administrative services and their modernization has improved thanks to significant donor assistance; consequently, a network of centers of administrative service provision has been established (as of January 10, 2022, 1030 CASPs were established). By the end

of 2022, 182 more CASPs were supposed to start operating. The Law of Ukraine “On Amendments to Certain Legislative Acts of Ukraine on Optimizing the Network and Functioning of CASPs and Improving Administrative Services Provided in Electronic Form” as of 03.11.2020 No. 2679-IX is of great importance for improving the provision of administrative services to citizens, increasing their quality and accessibility (Law of Ukraine as of 03.11.2020. № 2679). Digital transformation of administrative services is being implemented. More than 120 electronic services are already available on the websites of administrative service providers. The Unified State Web Portal of Electronic Services – Portal Diia – was created and launched, where every citizen can receive electronic services and information about themselves from state electronic information resources.

The adoption of the Law “On Administrative Procedure” by the Verkhovna Rada of Ukraine on February 17, 2022 (Law of Ukraine as of 17.02.2022 No. 3475) was an important event since it should ensure a proper balance between the interests of citizens, society and the state’s obligations. Preparations for the enactment of the Law (it will come into force on December 15, 2023) include numerous amendments to special legislation, as well as representing new rules and procedures to administrative officials.

The adoption of the Law “On Administrative Procedure” (Law of Ukraine as of 17.02.2022 No. 3475) is a new stage in the interaction of executive authorities and local self-government bodies with citizens and businesses. General rules will speed up decision-making and optimize communication between people and public administration. The procedure for interaction will become unified, efficient, focused on the needs of citizens and businesses, and transparent. The introduction of the common administrative procedure brings Ukraine closer to European Union’s standards; after all, such laws are in force in all EU member states as an integral part of the “right to good administration” (Tymoshchuk, V., Boyko, I., Shkolyk, A., Shkolny, E., 2022).

It should be noted that during the years of independence, a new system of local self-government has been created in Ukraine and a service in local self-government bodies has been formed. At the

beginning of the active implementation of the reform of local self-government and territorial organization of power in Ukraine (as of January 1, 2015), the local self-government system included 24 regional councils, 490 district councils, 457 city councils, 80 district councils in cities, 783 town councils and 10 278 village councils, a total of more than 12 thousand local self-government bodies and 83, 5 thousand local self-government officials. As a result of reforming local self-government and power decentralization, which took place at a fairly rapid pace in 2015-2020, a modern system of local self-government was established on a new territorial basis after the elections to local councils held under the new Electoral Code on 25.10.2020. Monitoring of the process of power decentralization and local self-government reform as of January 10, 2022, showed that the local self-government system includes 1 470 amalgamated territorial communities (hereinafter referred to as ATCs), including 410 city, 433 town and 627 village communities. There are 136 districts left, and 119 district councils have already been established there. According to the new legislation, 7 975 starosta districts have been established in ATCs, with 7 606 starostas approved by the councils. Budgetary decentralization is being implemented to increase the capacity of ATCs, as a result of which local governments’ own revenues increased from 68, 8 billion UAH in 2014 to 291, 9 billion UAH in 2020. State financial support to communities for infrastructure development and construction amounted to 101, 8 billion UAH in 2020, 81, 8 billion UAH in 2021, and 131,8 billion UAH was planned for 2022. Communal property and land resources outside of settlements were transferred to the ATCs (Monitoring, 10.01.2022). Municipal cooperation is being developed. As of February 16, 2023, the ATCs concluded 1010 agreements on municipal cooperation.

According to the analysis of the current state of the public management reform, Ukraine has already made significant progress in reforming some areas of public administration and implementing the processes of local government reform and power decentralization. Along with this, the positive results have not reached the critical mass that would allow achieving an effective and efficient turnaround in the functioning of the public management system, fuller satisfaction of citizens’ needs, and a significant increase in their living standards.

Analysis of the current state's features and trends in implementing public management reform in Ukraine has shown that the problems of its inhibition include, first and foremost, as follows: insufficient legal support for implementing the reform; legislative uncertainty regarding the responsibility of state and local governments and their officials in implementing the reform; incomplete transformation of the CMU into a political leadership body and lack of continuity in the process of changing the CMU; incomplete reform of the CEAs system; inefficient organization of executive power at the local level and local self-government, duplication of functions of local state administrations with local self-government bodies and functions of local self-government bodies of different levels, insufficient capacity of local self-government bodies to address local issues; lack of a mechanism for clear interaction and collective work on managing the reform of public administration and local self-government; insufficiently effective implementation of forms, methods and innovative technologies of administrative reform; insufficient financial and resource support for the reform; insufficient level of communication and informing the general public about specific measures related to the reform, etc.

It should also be emphasized that the implementation of an effective model of innovative development, which involves the introduction of innovations, modernization of production processes, goods and services, and increasing their competitiveness, requires the development of a new Concept of Innovative Development of Ukraine. After all, the current Concept, approved on July 13, 1999 ("On the concept of scientific and technological and innovative development of Ukraine", 1999), does not correspond to the realities of contemporary times. The new Concept should envisage effective urgent measures to preserve and increase the scientific and technical potential, to form a market for the commercialization of intellectual property, and to attract investment in the field of innovation (Diachenko, V., Diachenko, N., Suray, I., Novachenko, T. and Vasiurenko, O., 2022).

The problems leading to the inefficiency of the public service system in Ukraine are as follows: the lack of transparency of the personnel management's system in the public service and the related

problem of public servants' corruption; insufficient professional and social protection of public servants' status; low institutional capacity of human resources management services due to their inability to play a leading role in human resources management. The quality and accessibility of public services to individuals and legal entities remains insufficiently high, increasing the negative perception of the entire system of public administration and local self-government. The procedures for motivation and performance evaluation of civil servants and local self-government officials are ineffective, and their impact on civil service and service in local self-government bodies and on improving the performance of civil servants is low. Urgent problems in the public service are high staff turnover and the resulting lack of professionalism; incomplete processes of reforming the system of professional training of civil servants and implementation of the information system of human resource management in the civil service, which hinders the development of modern methods of personnel management; inefficiency of classification of civil servants' positions and local self-government officials, which does not reflect the differences in their work and, accordingly, causes inconsistencies in their remuneration and low wages, etc. Currently, several ministries and other state bodies are involved in formulating and implementing civil service policy; however, there is no clearly defined leadership role and political responsibility for coordinating civil service policy of any minister. There was no separation of positions into political and administrative ones within local self-government bodies.

There are several systemic problems in the field of local self-government nowadays in terms of legal, organizational, financial and personnel support for local self-government reform, which have been successfully resolved in the EU countries and necessitate further reform of local self-government in Ukraine and its adaptation to EU standards, as well as more effective and efficient measures to address them. The existence of these systemic problems is the basis for determining the major directions of local government reform and the second stage of decentralization in Ukraine in accordance with EU standards.

In connection with the implementation of the next stage of the decentralization reform, which provides for amendments to the Constitution of Ukraine (Constitution of Ukraine, 1996, June), the administrative and territorial structure, redistribution of powers between local governments and executive authorities, local governments of different levels, a number of problematic issues and risks arise that require consideration and resolving. In particular, it should be noted that there is no unified conceptual vision of the model of delineating the powers of local self-government and executive authorities at all levels of government, which should be in place before all the necessary regulatory documents are adopted. The current Concept of Reforming Local Self-Government and Territorial Organization of Power in Ukraine should be revised.

Currently, a certain part of the staff in local self-government bodies, unfortunately, is unable to work effectively, make optimal and timely management decisions, and ensure and monitor the implementation of adopted strategies and programs. Moreover, insufficient quality and accessibility of public services to citizens and legal entities increases the negative perception of the entire system of service in local self-government bodies.

There are many problems in the area of providing administrative services to the population. The current state of administrative service provision by executive authorities and local self-government bodies is characterized by numerous shortcomings, as evidenced by the existence of unjustified types of administrative services and the “fragmentation” of administrative services into separately paid services; shifting the responsibilities of administrative bodies regarding collecting certificates, visas, approvals, etc. to individuals; unreasonably high fees for certain types of services; limited days and hours of reception of citizens; incomplete availability of information required for obtaining administrative services; unreasonably long terms for the provision of certain services; inadequate regulation of procedural issues, slow transition to improving the provision of electronic services in electronic form and incomplete process of optimizing the network of CASPs.

The existence of these problems convincingly demonstrates the necessity of further reformation

of public administration in Ukraine and makes it possible to determine the priorities for its reformation. At the same time, the accumulated experience of administrative reform in Ukraine in previous years should be taken into account.

The problems outlined make it necessary to consider them as a complex task, the solution of which requires the involvement of a set of organizational and legal mechanisms and significant human, financial and information resources. The issue of reforming public administration remains one of the most urgent and difficult for the Ukrainian authorities. Clear political visions of the reform goal, as well as taking concrete action to attain it, are essential for the reform to be successful.

It should also be emphasized that Ukraine has adopted several *strategic documents* aimed at reforming public administration over the past ten years, among which it is expedient to single out the Strategy of State Personnel Policy for 2012-2020, the Strategy for Reforming Civil Service and Service in Local Self-Government Bodies in Ukraine for the Period up to 2017, the Strategy for Reforming Public Administration of Ukraine for the Period up to 2021, the Strategy for Reforming Public Administration of Ukraine for 2022-2025, the Human Development Strategy and several other strategic documents (Decree as of 01.22.2012 №45; Resolution as of 18.03.2015 № 227-p.; Resolution as of 24.06.2016 № 474-p.; Decree as of 02.06.2021 №225; Resolution as of 21.07.2021 № 841-p.).

In particular, the Strategy for Reforming the Public Administration of Ukraine for 2022-2025 (Resolution No. 841 as of 21.07.2021) stipulates that good governance is one of the main factors of the state’s competitiveness, economic development and a prerequisite for European integration. The strategy is based on European values, namely, adherence to democratic principles, the rule of law, and good governance. The goal of the Strategy is to build a capable service and digital state in Ukraine that protects the citizens’ interests based on European standards and experience. The Strategy identifies three priority areas of reforming public administration in Ukraine for the next three years, namely: (1) high-quality services and convenient procedures – provides for the creation of conditions under which individuals and legal entities receive high-quality and accessible administrative services

through convenient and understandable procedures; (2) professional public service and personnel management – provides for the continuation of developing a professional, honest, politically neutral civil service and service in local self-government bodies, the activities of which are aimed at protecting the citizens' interests; (3) effective governance means creating conditions under which public authorities formulate public policy based on the results of analysis and communication with interested parties, and ensure its effective implementation for the sustainable development of the state.

It is planned to ensure the provision of high-quality services and the formation of a convenient administrative procedure for citizens and businesses by implementing the main provisions of the Law "On Administrative Procedure" adopted by the Verkhovna Rada of Ukraine, gradual harmonization of certain laws with European standards, review of existing administrative procedures in each executive authority and local self-government body, conducting training for all civil servants regarding new principles of administrative procedure, and informing citizens and businesses about their new rights. In order to increase the accessibility of administrative services to citizens, it is planned to further develop and optimize the network of centers of administrative service provision and to continue work on decentralizing (delegating) the authority to provide administrative services to local governments, to further digitalize administrative services, create and improve electronic information resources (registers), introduce systems for monitoring and evaluating the quality of administrative services in accordance with common standards for their subsequent improvement. Administrative services should be re-engineered based on the principles of customer focus and provided in electronic form to improve the quality and accessibility of services (Resolution as of 21.07.2021 № 841-p.).

It is planned to significantly improve some provisions of the Law of Ukraine "On Civil Service" and to adopt the Law of Ukraine "On Service in Local Self-government Bodies" that was submitted to the Verkhovna Rada of Ukraine in the areas of creating a professional, honest, and politically neutral civil service and service in local self-government bodies. It should also conduct reforming the system of civil servants' remuneration, introducing the

classification of civil service positions (defining typical civil service positions taking into account the functional orientation, purpose and value of the position). There are plans to continue implementing the integrated human resources management information system (HRMIS) in government bodies. It will provide for prompt and transparent monitoring of the number of employees of public authorities and the payroll, it and will subsequently replace similar information systems in such authorities, improve the quality of professional training of civil servants and local government officials, and create effective mechanisms for motivating civil servants and local government officials to engage in professional development and life-long learning (Resolution as of 21.07.2021 № 841-p.).

We believe that today's *priorities* in reforming the public service should include: changing the conditions of civil servants' remuneration; a qualitatively new level of personnel management; the meritocratic principle of candidate selection and a client-oriented approach as the key components of the prototype of the updated competitive selection model, digitalization, new philosophy of the professional training system; formation of a positive image of a civil servant; growth of trust in the civil service on the part of citizens; growth of the prestige of the civil service.

The direction of effective governance defined by the Strategy envisages creation of conditions under which state bodies formulate state policy based on the results of analysis and communication with interested parties, as well as ensure its effective implementation for sustainable development of the state, namely: improvement of existing mechanisms for directing and coordinating the activities of ministries, ensuring the capacity of ministries to formulate policy, assigning policy-making powers in all spheres to particular directorates of ministries, strengthening the institutional capacity of central executive bodies and developing the competencies of civil servants in this area, introducing a systematic review of procedures and workflows in public authorities with the aim of their continuous improvement through reengineering, establishing transparent rules and uniform standards, updating legislation on citizens' appeals and public information (Resolution as of

21.07.2021 № 841-p.). The Strategy also defines indicators that will be used to evaluate progress in achieving the planned results in the relevant directions.

The main directions of reforming local self-government and power decentralization in Ukraine are currently defined in the Concept of Reforming Local Self-Government and Territorial Organization of Power in Ukraine (Resolution as of 01.04.2014, No. 333-p), several other legislative acts. The approval of the Concept of Reforming Local Self-Government and Territorial Organization of Power gave rise to one of the most important and effective reforms in Ukraine aimed at establishing capable local self-government, decentralization of power and regional development. The reform implements the provisions of the European Charter of Local Self-Government and the best international practices. Decentralization involves the transfer of significant powers and budgets from state bodies to local governments in order to ensure that as many powers as possible are held by those bodies that are closer to the people, where such powers can be exercised most successfully, and will contribute to building local government on the principles of democracy. The main directions of reform processes in this area are defined in the Concept of Reforming Local Self-Government and Territorial Organization of Power in Ukraine. The majority of the tasks outlined in this Concept have already been implemented at the first stage. The Concept, adopted in 2014, is now being implemented not only in terms of the number of amalgamated territorial communities and budget decentralization, but also in the reforms already voted in the parliament concerning education, social protection, healthcare reform, and pensions.

The second stage of reforming local self-government and decentralization of power, which began in 2021, involves solving the following main tasks: (1) approval of a new territorial basis for local self-government and executive authorities, creation of a three-tier system of administrative and territorial structure in Ukraine; (2) transfer (decentralization) of executive powers to local self-government bodies and their division between levels and bodies on the principle of subsidiarity; (3) creation of an adequate financial and resource base for exercising the powers of local self-government; (4) formation of an effective system of state control and supervision

over the legality of local self-government bodies; (5) formation of effective, professional, stable and prestigious service in local self-government and executive authorities; (6) development of forms of direct democracy, the direct participation of citizens in solving local issues (local democracy): elections, local referendums, etc.; (7) improvement of the mechanism of coordination of central and local executive authorities.

Focusing on European standards, it is necessary, first of all, to provide legal and institutional support for the process of reforming local self-government and decentralization of power. According to the Concept of Reforming Local Self-Government and Territorial Organization of Power in Ukraine, several amendments to the Constitution of Ukraine (regarding decentralization) should be made as a matter of priority. It is also necessary to adopt a new version of the Laws of Ukraine "On Local Self-Government in Ukraine", "On Local State Administrations", "On Service in Local Self-Government Bodies", adopt laws "On Administrative and Territorial Structure", "On Local Referendums" and a number of other legal acts.

One of the main tasks at this stage of the decentralization reform is to ensure the capable functioning of the amalgamated territorial community as a key factor in the social-economic development of the territories in the current crisis conditions. Such territorial communities of different territorial entities (villages, towns, cities) should be empowered by the legislative right to provide, independently or through the relevant municipal authorities, a high-quality level of public services in various spheres of community life (education, culture, healthcare, social protection, housing and communal services, etc.) with the involvement of qualified personnel and specialists in various fields and areas, sufficient financial support to create and maintain adequate infrastructure on the basis of sustainable development (Goncharuk, N.T., Prokopenko, L.L., Krushelnytska, T.A., Rubchak, O.B., Taraban, S.V., 2021).

It should be noted that in addition to the above strategic documents, Ukraine has adopted a number of Concepts aimed at reforming public management. For instance, in order to define strategic directions, mechanisms and terms for forming a modern and effective system of professional training of

civil servants, to ensure the improvement of their professional competence, the Cabinet of Ministers of Ukraine approved the Concept of Reforming the System of Professional Training of Civil Servants, Heads of Local State Administrations, their First Deputies and Deputies, Local Government Officials and Members of Local Councils by its Resolution No. 974-p dated December 1, 2017 (Resolution as of 01.12.2017 № 974-p.). This Concept envisages improvement of the mechanism of forming, placing and executing the state order for training and professional development of civil servants by introducing an open, transparent system of placing the state order using the functionality of the web portal for knowledge management in the field of professional training, creating equal opportunities in this area for educational institutions regardless of ownership and planning relevant financial resources for the professional development of civil servants (Resolution as of 01.12.2017 № 974-p.).

In the context of reforming public administration, local self-government and the civil service, modernization of the system of civil servants' professional training is of paramount importance. The system of professional training of civil servants in Ukraine requires modernization in the context of approximation to the standards, legal and organizational framework of the European Union and involves work in the following main directions: improving the mechanisms for directing civil servants to training; creating an appropriate motivational system based on adjusting professional training with career advancement (Vashchenko, K.O., 2017, p. 366-367).

The new model of the system of civil servants' professional training envisages European approaches to adult lifelong learning, which will help create the relevant conditions for their professional development. It should be aimed at training highly qualified managers. At the same time, the system of professional development should be transferred to the method of life-long learning, the introduction of a training system, interactive forms of training, the use of a blended approach (full-time and distance forms of learning) and educational innovations, the introduction of a comprehensive system for monitoring and evaluating the quality of educational services for training masters in the specialty 281 "Public Administration and

Management" in accordance with European standards of quality assurance (Goncharuk, N., Orhiiets, O. & Prokopenko, L., 2021).

The Cabinet of Ministers of Ukraine approved the Concept of Optimization of the System of Central Executive Authorities by Resolution No. 1013-p dated December 27, 2017. It aims to outline the guidelines for organizing the system of central executive authorities in order to ensure that such bodies perform all necessary functions. They should be accountable, controlled and maximize the efficiency and effectiveness of their activities (Resolution as of 27.12.2017 № 1013-p.).

The Cabinet of Ministers of Ukraine approved the Concept of Implementation of the Human Resource Management Information System in the Civil Service by its Resolution No. 844-r dated December 1, 2017, and approved the action plan for its implementation in order to create an integrated information system for human resource management in the civil service. This Concept defines the directions, mechanisms and terms of implementation of an effective information system for creating conditions for open, transparent and efficient public administration using the latest information and communication technologies (Resolution as of 01.12.2017 № 844-p.).

The conceptual guidelines for reforming the civil servants' remuneration system are set out in the Concept of Civil Servants' Remuneration System Reform developed by the NAUCS. The purpose of this Concept is to amend the system and approaches to regulating remuneration in the civil service. The primary steps in implementing this Concept are to introduce the principles of good governance in the area of civil servants' remuneration, taking into account the best practices of the world's leading countries (Resolution as of 27.05.2020 № 622-p.).

Therefore, the strategic and conceptual fundamentals of reforming public management developed in Ukraine are aimed at introducing a new effective model of public administration, creating a rational and stable system of public authorities. They are aimed at ensuring an effective distribution of functions and powers between public authorities and levels of public administration, providing quality administrative services to citizens, creating a professional, politically neutral, honest and authoritative public service, establishing

partnerships between the state and citizens, and ensuring a high standard of living for Ukrainian citizens.

An integrated indicator of the effectiveness of public administration reform is the level of public trust in public authorities and its steady increase. For several years, we can claim that Ukraine has not changed the rating indicator in Global Competitiveness Index (see Fig. 2). This index was consistently low.

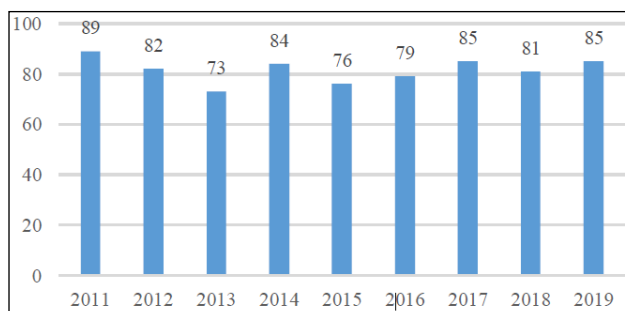


Fig. 2: Global Competitiveness Index Ukraine, 2011-2019 year

The criterion for the effectiveness of the process of reforming public management is its approximation to European standards and improvement of the welfare of Ukrainian citizens. Positive trends that are confirmed by the results of the upcoming evaluation of Ukraine’s public administration system in accordance with the SIGMA baseline indicators may serve as a sign that the reform goals have been achieved.

CONCLUSION

The conducted analysis of the current state of public management reform in Ukraine has shown that most of the public authorities in independent Ukraine have been formed and a new legal framework regulating their activities has been created. Several positive steps have been taken toward reforming public administration and local self-government. Over these years, changes have been made in organizing the work of the Cabinet of Ministers, the system of central executive authorities has been optimized, a new system of local governments and local state administrations has been created on a new territorial basis, the institution of public service has been formed, and its modernization is underway. The active phase of decentralization reform is in progress, and sectoral reforms are being implemented. Significant progress has been made in digitalization, administrative services

and e-governance, and a network of CASPs has been established. An important achievement at the current stage of the public administration reform is the establishment of organizational structures responsible for implementing, coordinating, monitoring and evaluating the reform of public administration and local self-government. The irreversibility of the processes of reforming public management is substantiated and the problems hindering the processes of further reforming public administration and local self-government are identified. The existence of the systemic problems outlined convincingly demonstrated the necessity of further reforming public management in Ukraine and made it possible to identify strategic priorities for its reformation.

Based on the results of the analysis, strategic priorities for reforming the public administration of Ukraine for the next three years have been identified, namely: ensuring the provision of high-quality and accessible administrative services to individuals and legal entities through convenient and transparent procedures; modernization of the public service and personnel management, further development of a professional, honest, politically neutral civil service and service in local self-government bodies, the activities of which are aimed at protecting the citizens’ interests; creation of an effective system of governance and conditions under which public authorities formulate public policy based on the results of analysis and communication with interested parties, as well as ensure its effective implementation for the state’s sustainable development. Operational objectives and specific tasks for each strategic direction of public administration reform have been established.

It has been proved that in order to form a new model of public management, it is necessary to complete one of the main reforms in Ukraine – the reform of decentralization. It is necessary to ensure the capacity of local self-government and build an effective system of territorial organization of power, implement in full the provisions of the European Charter of Local Self-Government and address the following priority tasks: approval of a new territorial basis for local self-government and executive authorities, creation of a three-tier system of administrative and territorial structure in Ukraine; transfer (decentralization) of executive

powers to local self-government bodies and their division between levels and bodies on the principle of subsidiarity; creation of an adequate financial and resource base for exercising local self-government powers; formation of an effective system of state control and supervision over the legality of local self-government bodies; formation of effective, professional, stable and prestigious service in local self-government bodies; development of forms of direct democracy, etc. The strategic goals of the decentralization reform are an effective system of public authorities, a high level of capacity of regions and communities, high quality of public services, and its ultimate goal is to create a safe and comfortable environment for people in Ukraine.

Subsequent scientific studies should take into account the trends determining the current state and prospects of reforming public management, the challenges facing public management during the war and post-war period, and the period of national recovery, and contain specific proposals for a new Strategy for Reforming Public Management in Ukraine.

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