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## **THE IMPROVEMENT OF THE SYSTEM OF RENDERING ADMINISTRATIVE SERVICES AT THE REGIONAL LEVEL**

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## **УДОСКОНАЛЕННЯ СИСТЕМИ НАДАННЯ АДМІНІСТРАТИВНИХ ПОСЛУГ НА РЕГІОНАЛЬНОМУ РІВНІ**

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## **СОВЕРШЕНСТВОВАНИЕ СИСТЕМЫ ПРЕДОСТАВЛЕНИЯ АДМИНИСТРАТИВНЫХ УСЛУГ НА РЕГИОНАЛЬНОМ УРОВНЕ**

*The article studies the functioning and development of the system of providing administrative services by public authorities in Ukraine. The analysis of the state of implementation of administrative services in the centers for their provision was carried out. The problems and obstacles of the implementation of information technologies in the centers of provision of administrative services are investigated. Information services at the regional level have been analyzed. The ways of improving the system of rendering administrative services at the regional level and improving the quality of administrative services for the population in the centers of provision of administrative services with the involvement of civil society institutes are proposed.*

*Key words: administrative service, center for providing administrative services, information technologies, information services, public authorities, quality of electronic services.*

*В статті проведено дослідження функціонування та розвитку системи надання адміністративних послуг органами публічної влади в Україні. Проведено аналіз стану впровадження адміністративних послуг у центрах по їх надання. Досліджено проблеми та перешкоди впровадження інформаційних технологій у центрах надання адміністративних послуг. Проаналізовано інформаційні послуги на регіональному рівні. Запропоновано шляхи удосконалення системи надання адміністративних послуг на регіональному рівні та підвищення якості адміністративних послуг населенню в центрах надання адміністративних послуг з залученням інститутів громадянського суспільства.*

*Ключові слова: адміністративна послуга, центр надання адміністративних послуг, інформаційні технології, інформаційні сервіси, органи публічної влади, . якість електронних сервісів.*

*В статье проведено исследование функционирования и развития системы предоставления административных услуг органами публичной власти в Украине. Проведен анализ внедрения административных услуг в центрах их предоставления. Исследованы проблемы и препятствия внедрения информационных технологий в центрах предоставления административных услуг. Проанализированы информационные услуги на региональном уровне. Предложены пути совершенствования системы предоставления административных услуг на региональном уровне и повышения качества административных услуг населению в центрах предоставления административных услуг с привлечением институтов гражданского общества.*

*Ключевые слова: административная услуга, центр предоставления административных услуг, информационные технологии, информационные сервисы, органы публичной власти, . качество электронных сервисов.*

**Problem statement.**In the process of globalization and rapid changes in society, the formation of an effective legal system that creates a mechanism for the realization of civil rights, freedoms and legitimate interests, as well as the fulfillment of obligations, is one of the most urgent issues. However, this is a lengthy, continuous and time-consuming process. The lack of attention to these issues leads to complex social consequences, such as legal nihilism, distrust of citizens to state and social institutions, and the spread of opinions about the vulnerability of individuals from violating their rights. All this negatively affects the general situation and is one of the reasons for the emergence and development of destructive processes in social development. If the legislative framework proclaiming broad civil rights and their protection can be created relatively quickly, based on the collected domestic, foreign and international normative materials, then elements of the mechanism of realization of civil rights and fulfillment of obligations are formed only for rather long terms of hard work - scientific, law-making, educational, law-enforcement, organizational.

It requires the urgent modernization of the system of services provided by public authorities at different levels of government and within different sectors. One of the components of such a system of services is administrative services, which, under the conditions of administrative reform, are considered as an important tool for the implementation of public administration. The urgency of the study of administrative services is also due to the practical need for them to be effectively provided to individuals and legal entities in the process of civil servants' activity and the research need to identify the essential features of these services for their further classification, standardization and formation of service registers.

**Analysis of recent research and publications.** The investigation of the system of rendering administrative services governance were performed in researches such scientists as V. Averyanov, K. Belyaev, Y. Bytiak, S. Dembitskaya, R. Kalyuzhnyi, T. Kolomoets, O. Konotopsev, D. Kotlyar, V. Tymoschuk, N. Onischenko and others. However, despite the significant achievements of these authors remain poorly studied issues related to improvement of this systems at the regional level.

**Allocation of the unsolved earlier parts of the overall problem.** The researches of different information services government administration and local government shows that the problem of implementing effective systems provision of administrative and public services is investigated not enough. Therefore the problem of implementation administrative services at the regional level is particularly relevant.

**The objectives of the article.** The purpose of the study is to analyze the current state and prospects of administrative and informational reform at the regional level in Ukraine.

**The main results of the study.** The Law of Ukraine "On Administrative Services" No. 5,203-VI of September 6, 2012 defines "administrative service", as a result of the exercise of the powers of the public authorities that are the subjects of providing administrative services. These services are provided to an individual or organization and allow you to acquire, change or terminate rights or obligations in accordance with the law. An entity providing administrative services is a natural or legal person that seeks to receive them. The subjects of providing services are executive bodies, and any other public administration body, officials, state registrar and subject of state registration, authorized by law to provide administrative services [2].

The concept of development of the system of providing administrative services by public authorities determines the scope of the provision of administrative services, which includes services provided by public authorities, local authorities, enterprises, institutions, organizations under their administration. There is a classification of entities providing administrative services. They can be divided into state and municipal. The state services are provided by state authorities (mainly executive bodies) and state institutions, enterprises, organizations, as well as local self-government bodies for the exercise of powers delegated by the state at the expense of the state budget. The municipal services are provided by local self-government bodies, as well as institutions, enterprises and executive agencies, if the powers to provide administrative services to them are delegated by local self-government bodies at the expense of the local budget [6].

The belonging of services to administration services is determined by the following criteria: the authority of the administrative body to provide a certain type of services is determined by law; services are provided by administrative authorities through the exercise of authority; services are provided on the request of individuals and legal entities; the result of consideration of an application is an administrative act that has an individual character (passport, certificate, license, permit, etc.); the provision of services is related to ensuring the creation of conditions for the exercise of rights, freedoms and legitimate interests by individuals and legal entities [1]. The control activity of the administrative body (inspection, audit, inspection, etc.) is not an administrative service. Institutions that are specially formed for control cannot provide paid services related to their control functions.

Identifying the activities of public authorities as providing administrative services can be due to signs that have administrative services:

1. Administrative services are provided on the application of a natural or legal person.

2. The provision of administrative services involves ensuring conditions for the realization of the subjective rights of a particular person.

3. The right to receive a specific administrative service by a person must be determined by law.

4. Administrative services are provided exclusively by administrative authorities through the exercise of their authority.

5. The result of an administrative service in procedural sense is an administrative act - a decision or action of an administrative body; who satisfies the appeal of a person. Such an administrative act has a specific addressee - the consumer of the administrative service, that is, the person who applied for this service.

In the countries of the European Union, the issue of providing public services to the population is so important that their regulation is included in the legislation of the European Union, in particular the Treaty on the Functioning of the European Union (Chapter 3 "Services" in Section 4) and Protocol No. 26 "On Services of General Interest" [9]. On this basis, in the countries of the European Union, an appropriate legal framework has been created, concepts and programs have been developed that not only determine the general principles of public authorities' activities in providing public services to the population, but also define and establish standards for the quality of their provision. The Treaty on the Functioning of the European Union emphasizes the importance of services that ensure the general human needs. In Art. 14 of the Treaty stipulates that the Council and Parliament shall establish legal principles for the provision of public services. These principles should be defined through the ordinary legislative procedure, which means, in the European Union, that the proposal is submitted by the European Commission, approved by the Council and Parliament.

Protocol No. 26 to the Lisbon Treaty creates a proactive, solid and solid foundation for providing a wide range of services of general interest, including economic and non-economic services. In Art. 2 It is noted in the Protocol that the provisions of the Treaty on European Union and the Treaty on the Functioning of the European Union in no way affect the powers of the Member States with regard to the provision, order of execution and organization of services of general interest. In addition, Art. 56 of the Treaty on the Functioning of the European Union lays down provisions on the prohibition of restricting the freedom to provide services within the Union by nationals of the Member States established in a Member State other than those whose nationals are designated as providing services.

In addition, the common policy of the member states of the European Union for the development of a single market for services is defined in the provisions of the "White Paper on services of general interest" adopted by the European Commission in May 2004. The White Paper acknowledges the constructive role of the European Union in promoting the development of high-quality services of common interest and outlines the key elements of a strategy aimed at providing all citizens and enterprises of the European Union with high-quality and affordable services. The White Paper states that the responsibility for providing services of common interest is shared between the Union and its member states [10].

In recent years, the system of administrative services provision at the local level has been organized in Ukraine, based on the Centers for the provision of administrative services, which function as structural subdivisions of executive power bodies and local self-government bodies.

The problem in Ukraine is that the introduction of electronic services in the Centers. The provision of administrative services is carried out on its own, each region (city) separately, attracts various sources of funding (state, local, international). Accordingly, each region or city decides on its own technical, architectural and system solutions, the choice of the developer, the permissible costs for the development, implementation, upgrading and maintenance [7]. Thus, citizens living in different regions can receive different types of electronic services. Moreover, each of these authorities believes that his decision is the best. The problem will intensify when you have to work out the integration of these solutions into a single system. As practice shows, there are possible difficulties associated with the compatibility of various software platforms on which the system of providing administrative services is built. The second problem is that the public's demand for the further development of

electronic services in the provision of administrative services is high, but unfortunately there is no coordination or interaction between ministries and departments. The third problem is the lack of the necessary legislative field, the issue of receiving services without the physical presence of citizens and legal entities, the issue of identification of users, the use of digital signatures, or other authentication tools is not resolved. This shows that efforts at the national level regarding the introduction of administrative services through electronic services are far behind the needs and expectations of the society regarding the implementation of e-governance[3].

There are 6 groups of electronic services offered by the administrative service centers (ASC): Preliminary recording for reception or consultation and Electronic turn; Electronic consultations; Information services provided through the site (ASC portal); Feedback with an external user; Electronic services when considering the case; Registration authorization, user identification.

The main tasks of the center are:

- 1) The organization of the provision of administrative services in the shortest possible time and the minimum number of visits of the subjects of appeals;
- 2) Simplifying the procedure for obtaining administrative services and improving the quality of their provision;
- 3) Ensuring the information of the subjects of requests for appeals and the procedure for the provision of administrative services provided through the administrator.

The Center provides administrative services through an administrator through its interaction with the entities providing administrative services. The list of administrative services provided through the center is determined by the authority (official) who has made a decision on its formation[4].

The most popular electronic services are "electronic queues", an opportunity Pre-write for consultation or reception of documents and information services on the site (portal). Information services - the most "old" services, which began with info boxes and small sites. Now there is an opportunity to sign up through the Internet, and the sites have already turned into large portals. But these services are the most well-known, perhaps that is why they are leaders in the use. The electronic services, which belong to the group "Information services provided through the site (ASC portal)," use a total of 48.8% of the visitors of the ASC. This is the biggest indicator[3].

The administrative services portal of the city of Chernihiv offers services, which are divided by the spheres of provision and the subjects of provision. The spheres of provision are security, construction, economy, land issues, passport system, nature, registration services, social sphere. For example, security services include:

The archival service, which issues permits for the production of documents of the insurance fund, the production of technical means for processing information and technological equipment, which must meet the requirements of technical protection of restricted information, provides copies and extracts from the decisions of the city council, the executive committee of the city council and the decisions of the mayor ( five-year period);

Labor safety, which provides annuls and issue duplicates of permissions for work of high danger and for operation (application) of machines, mechanisms, equipment of increased danger, registers, removes from accounting, re-records large-tonnage or other technological vehicle, registers the declaration of conformity of the material and technical base the employer to the requirements of the legislation on labor protection and industrial safety;

Fire Security. Civil Protection. Traffic safety: which gives out permits to participate in road traffic vehicles whose weight or dimensions exceeds the normative, provides initial data and tasks for the development of the section civil engineering measures in the scheme of planning of territories, general plans of settlements and other city-planning documentation, coordinates the routes of vehicles during road transport of dangerous goods, registers the declaration of compliance of the material and technical base of the entity with the requirements legislation on fire safety.

Building services include Architecture and Declarations and Permits. The service "Economics" includes Economic activity, State Food Consumer Service, Trade and Advertising. The "Land Issues"

service includes services Property and Rent, State Geological Cadaster and Land Score. The Passport System service contains the Passport of a citizen of Ukraine and Registration of a place of residence. Nature's service includes ecology and natural resources. Registration services consist of Registration of title to real estate and Registration of business entities. The social sphere includes Large Families, Housing Accounting, Education and Religion.

The subjects of providing administrative services on the portal are provided with Contacts of responsible persons and include Executive Committees, Departments, State Inspectorates and Offices. Following the transfer to the local level of the authority to provide the most popular administrative services to the executive authorities, a number of complications arose in the activities of the ASC through the expansion of the list of services. First and foremost, they are related to ensuring effective interaction between the ASC and the territorial units of the central executive authorities in providing administrative services, ensuring a sufficient staffing of the staff of the ASC to provide a wider range of services and the proper level of its training, as well as financing the activities of the ASC [8].

Actual problems also remain: improper arrangement of the premises of a number of ASCs (small area of premises, location in the inconvenient of the city part, absence of ramps for people with disabilities, etc.); the number of ASC in large cities is insufficient to ensure adequate availability of administrative services; improper quality of information; the impossibility of obtaining related services (lamination, photocopying, bank services, document making, photography, sales of office supplies) in the premises of the majority of the ASC; low level of implementation of electronic services[5].

Analysis of the problems that arose in the process of creating and developing a system of administrative services in the country shows that the improvement of the activities of the ASC requires an integrated approach and the introduction of modern information technologies. To improve the administrative service delivery system, you need to take the following steps:

1. To consolidate at the legislative level and introduce unified national standards for the functioning of electronic document circulation systems of state authorities.
2. Improve the coordination of actions and work out a common vision for the development of electronic services in the Provision of Administrative Services. to work out the system of user identification;
3. To accelerate the transition of executive bodies and local self-government bodies to electronic document circulation.
4. To organize the training of employees of executive authorities and local governments on e-governance issues.
5. To consider the best practices of basic electronic services that are already operating in Ukraine when developing and refining the Administrative Services Portal.
6. To work out changes in legislative acts regarding the requirements and procedures of appeals of citizens, individuals - entrepreneurs and representatives of legal entities to ensure the possibility of appeals without personal presence.
7. To maximize the development of infrastructure and technical capacity for citizens to access the Internet as a means of communication for the reception of electronic administrative services.
8. Develop a system of interagency cooperation.
9. Local governments planning to develop and implement information systems at the Administrative Services Centers should use a list of basic electronic services for external and internal users as a benchmark for the preparation of a technical specification for the development and implementation of software for the Centers for the Provision of Administrative Services.
10. With the development and implementation of any information systems that increase the opportunities for citizens to receive services electronically, to include in the budgets of projects, the percentage of training costs and information campaign among the population.
11. Public activists and non-governmental organizations should take into account information on the monitoring results to conduct their own expert assessments and monitoring the effectiveness of

using budget and grant funds for the implementation of electronic systems and obtaining feedback from users.

12. To develop quality standards for electronic administrative services, to introduce regular monitoring of the quality of the provision of administrative services in electronic form by public authorities and local self-government bodies.

**Conclusions and suggestions.** According to the obtained results, the following conclusions may be made: information systems have been created in Ukraine for several years are capable of providing electronic services of the Centers for the provision of administrative services in full; there is a sufficient regulatory framework for the introduction of electronic services for the provision of administrative services; the relevant regulations have been adopted, the instructions have been developed and the necessary regulations and decisions have been approved. For the further development of electronic services in the provision of administrative services, it is necessary to complete the study of the experience of other countries and draw attention to the experience of regional developments that are already operating in Ukraine. For concrete positive changes in this direction, Ukraine needs a systematic, comprehensive vision of the overall picture and understanding of interconnected and mutually influential processes taking place in the country in the area of e-governance and the provision of administrative services. In local executive authorities and local self-government bodies, in which centers of administrative services are formed, it is necessary to improve the quality of counseling of citizens on the provision of administrative services in order to intensify the informational and explanatory work among the population regarding the procedure for the provision of administrative services, to ensure the functioning of the round-the-clock government telephone service for informing citizens on the provision of administrative services. In order to improve the quality of administrative services to the population in the centers of provision of administrative services, it is expedient to involve civil society institutes in monitoring the activities of the Centers.

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