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ZAGRANICZNE DOŚWIADCZENIA W ŚWIADCZENIU USŁUG ADMINISTRACYJNYCH: WNIOSKI DLA UKRAINY

FOREIGN EXPERIENCES IN PROVIDING ADMINISTRATIVE SERVICES: CONCLUSIONS FOR UKRAINE

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Streszczenie

W artykule przeanalizowano doświadczenia zagraniczne w zakresie organizacji i świadczenia usług administracyjnych władz publicznych, określono elementy interakcji między tymi instytucjami i zaproponowano najbardziej skuteczne dla ewentualnego wprowadzenia na Ukrainie.

Słowa kluczowe: usługi administracyjne, usługi publiczne, doświadczenia zagraniczne, interakcje, samorządy lokalne, społeczeństwo

Abstract

The article analyzes the foreign experiences in organizing and providing authorities' public administrative services, identifies the elements of interaction between these institutions and proposes the most effective ones for possible introduction in Ukraine.

Keywords: administrative services, public services, foreign experiences, interaction, local governments, the public.

Rationale for the research topic

In today's conditions of development of local self-government in Ukraine, the implementation of local policies and the adoption of management decisions are impossible without taking into account the interests of the territorial community.

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Despite the existence of various forms of influence on local governments and direct solving of individual local problems by citizens, part of the population continues to maintain a certain margin of discretion from the processes of developing, adopting and implementing management decisions, monitoring their implementation. To a large extent, this situation is complicated by the fact that local self-governments themselves do not sufficiently use the existing potential for involving the public in solving local problems, do not carry out, at the appropriate level, information and explanatory work with the residents, do not consider a separate member of the territorial community of the village, settlement or the city as an equal partner in solving local issues.

Democratic transformation in Ukraine involves expanding public participation in governance processes. The state of solving not only local problems but also transformations in the social, economic, cultural and environmental spheres in the state as a whole depends largely on the activity and initiative of members of territorial communities, their responsibility and the ability to mobilize in order to achieve a common goal.

The issue of providing high-quality administrative services for today remains highly relevant. The principle of "service to a territorial community" imprints the definition of priority tasks that should be solved by local governments. These include the creation of convenient and affordable conditions for obtaining quality administrative services by the territorial community.

The issue of interaction between the public and local governments in the area of administrative services for today is extremely important for Ukraine. In this regard, it is important, in our opinion, to study the foreign experience of providing authorities' administrative services, to identify elements of interaction between these institutions in order to adapt the best practices to Ukrainian realities.

Analysis of recent research papers and publications

Among the modern scientific developments in the field of development of local self-government and improvement of cooperation with the public, O. Batanov, V. Kampo, J. Zavalova, V. Kniazev, V. Kravchenko, V. Kuibida, A. Liska, L. Murkovich and others should be noted. The study of foreign experience in the field

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of providing public services deals with the works of I. Brygilevych, V. Tymoshchuk, O. Vlasenko, I. Dragan, G. Pisarenko and others.

Paper objective

The purpose of the article is to analyze foreign experience in the organization and provision of authorities' administrative services for public, to identify elements of interaction between these institutions and to develop proposals for the possible implementation of the most effective ones in Ukraine.

Presentation of the material

In the modern world public services (state administrative, administrative, municipal) are one of the system-forming elements of interaction between authorities and public. In particular, in the UK, Germany, Canada, the legal institution for public services has been well established and has been operating for many decades.

Public participation in improving the quality of administrative services delivery is of paramount importance in OECD member countries. Thus, the governments of Austria, Great Britain, Belgium, Greece, Denmark, Ireland, Iceland, Spain, and Italy take the initiatives to improve the quality of services (Pysarenko G.M., 2006, p. 10). At the same time, a dual result is achieved: for the community, high-quality administrative services, for the authorities - changing public perceptions of public service, how to organize such a service, and how to organize its interaction with the public. Thus, the emphasis in reforming public administration in these countries is on the needs of the public and the achievement of the end result.

World practice shows that the opinion of the immediate consumer of administrative services is the basis for assessing their quality. Such a landmark was recognized as the most important in the late 80's of the twentieth century. In the United Kingdom, Canada, Sweden, the United States and Finland, during the 1990s, was implemented a system for evaluating the work of government agencies ("executive agencies", "agencies of the next step"), including provision of administrative services based on expectations and preferences of consumers (Bukhanevych O. M., 2014, p. 224).

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Among the initiatives taken to improve the quality of administrative services, it is worth noting the opportunity to familiarize with the UK Government's website on the provision of public services, as well as the procedure for the selection of administrative services and to obtain some of them directly through the website of the relevant public authority (OpenPublicServices, 2014, pp. 1-14).

The provision of public services in the UK is provided by self-government bodies that exercise their powers within the framework determined by the central government. The specifics of service provision are characterized by the complexity of the system of local governments. So, in London, they are presented at two levels: citywide and at the level of territorial units in London (32 municipalities, some of which have a city status, as well as a City with a special status).

The direct provision of administrative services is provided through "service providers", which operate in accordance with the following principles: integrity and professionalism, ease of use (fairness and equality in the provision of services to consumers, availability of services, support by internal communication staff with the necessary departments on behalf of consumers to meet their appeals, knowledge of the staff of a wide range of languages), as well as responsibility (Brigylevych I. I., 2010, p. 253). At the same time, on the official website of the local government, the public is given the opportunity to get acquainted with detailed information about the receipt of the corresponding administrative services, including the establishment of feedback.

Among the positive aspects of the organization of public services in the UK, it is worth highlighting in 2000 the introduction of BestValue ("best quality"), which implies "the duty to provide services in accordance with clear standards that include both cost and quality through the most effective, economical and productive means" (Brigylevych I. I., 2010, p. 253). This system has determined precise indicators of the effectiveness of the use and goals of specific local services.

In Germany in the 70s of the last century, in the managerial sphere, reorientation the nature of the relationship between public authorities and the public with a purely power, binding, characteristic features of which was interference and imposing obligations, to the one providing services, took place. The transition from

the traditional understanding of public administration as a negative influence of the authorities to positive public administration has led to the emergence of new legal forms of state administration, in particular, the image of a social state – the producer and provider of public services was formed (Vasil'eva A. F., 2007, p. 181).

One of the main directions of modern government in Germany is to increase the role of social self-regulation, reducing the provision of public services directly by the state while maintaining the state influence. That is, the direct provision of certain public services is transferred to the private law level, but the responsibility for providing such services remains with the state. Instead of the direct provider of public services, the German state becomes their regulator, resulting in increased participation of private law subjects in the field of public services.

The organization of the provision of public services by local governments in German lands takes place in different ways. This is primarily due to the fact that the Federal Republic of Germany, by virtue of the federal system, has certain peculiarities in the functioning of local governments. The basic law does not regulate the organization of local power. The legal status, the procedure for the establishment and functioning of local government in Germany is determined by the constitutions and legislation of individual lands. As a result, the structure of these bodies and their competence is significantly different in different lands.

Given that the constitution provides for the right of the communities to resolve all local issues under their own responsibility, in communities over 80% of the issues for which citizens should turn to authorities is the competence of local authorities.

In order to improve and simplify the procedure for obtaining public services by citizens from local authorities in Germany, they began to implement the initiatives of many European countries to create the united offices for citizens (“one-stop-shop”). The above innovations were more actively implemented in small cities than in the big ones. Since German legislation did not contain any special governmental (federal or land) programs for the implementation of such initiatives, their implementation was attributed to the discretion of the municipalities.

This practice has a number of peculiarities. In particular, service providers (or “Citizens Office” or “Citizen Bureaus”) are the business card card of the

administration (reflecting its public image), since up to 80% of the administration's contacts with individuals take place (Dragan I. O., 2014). Each such supermarket determines the list of services to be provided. Typically, such services include the most requested community services, including integrated services from other public services and departments (for example, issuing application forms from other departments, certifying documents, providing information materials from other institutions, general information and consultations, etc.). Social services, building permits and civil registration services are not provided in the supermarket services, as the solution of these issues lies in the plane of the federal level.

In Poland, the territorial organization of power also has its own peculiarities, which imprints the organization of providing administrative services to the community. Territorial self-government is divided into regional (level of voivodeship) and local (level of communes and district), hierarchically independent from each other, and from bodies of state executive power.

The organization of the provision of public services for communities is carried out taking into account the principle of subsidiarity (giving maximum authority to the body closest to citizens). Thus, the local governments in Poland are responsible for organizing the provision of communal services (water supply and sewage, energy, transport, maintenance of roads and green spaces, etc.), social (health, education, culture, security, social assistance, labor market issues, etc.) and administrative services. Direct provision of such services is provided by economic entities or non-governmental organizations on the basis of concluded contracts (Vlasenko O. V., 2009, p. 101).

In Warsaw, in order to provide the city community with good quality administrative services and accelerate administrative procedures for the provision of services, it is through the centralized system of service departments of residents. The creation of these departments contributed not only to simplifying the procedure for obtaining administrative services, but also to provide more qualified, reliable and quick access to services by consumers compared with their provision before the implementation of the reform.

The peculiarity of the functioning of the departments was the introduction of the principle of separation, which consisted of separating the official who received the application from those officials who considered the case and made a decision. The implementation of this principle when providing administrative services to the community should guarantee the disinterest of officials and exclude corruption. In addition, the improvement of the quality of administrative services in Poland is also facilitated by the introduction of an electronic system for the servicing of residents, which will reduce, and in future, and completely exclude, the need for using paper documents.

In Canada, the provision of administrative (“public”) services includes its own administrative (regulatory) services (related to decision making, issuance of documents, registration actions), as well as other services (information, consulting, cultural and educational, in the field of leisure etc). In the area of providing administrative services, the policy of the Canadian government is aimed at addressing the issues of services in which the person and his needs are centered.

There has been a tendency to simplify public relations with the government, encourage citizens to self-service, promote maximum cooperation between different authorities and levels of government, and use of new technologies (including media and Internet resources). Thus, the priority is given to the creation of “integrated offices”, that is, single offices in which citizens can get a wide range of public services at all levels of government (federal, provincial and municipal).

The common areas of Canadian policy in the area of administrative services are: the integration of databases (with access to personal data of clients is protected by law and regulated in detail); integration of service access channels (one website, one reference / contact number, a joint service office); simplification of procedures (reduction of diversity in application forms, etc.); the proactive role of the administration (that is, if the person receiving one service has the right to other services, the authority informs them about these rights or he himself carries out active actions for the provision of the following services (Timoschuk V.).

Before introducing innovations in the field of administrative services in Canada, an analysis of their feasibility is conducted on the following criteria:

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- positive economic effect (services are defined which can be abandoned or merged with others);
- convenience for consumers (personal visits (“physical offices”), autonomous centers of interactive service (kiosks), mobile (outbound) offices, Internet, mobile communications);
- “life situations” (when creating or arranging service lists, a life cycle model is used: provision of services from birth, school, work, maternity, pensions, etc.);
- cost (taking into account the way of providing services, comparing the cost of similar services, including the cost of similar services in other countries);
- the service segment (by age, socio-economic status, etc., depending on the segment, the policy of providing services is developed, in particular the desired way of obtaining services or information).

Established at the federal level, “Service Canada” is able to meet 95% of Canadian needs in quality administrative services, with more than 630 service points across the country. Offices of this service do not have the same rules of work; they are characterized by a great degree of flexibility and taking into account local characteristics. Also, it is worth noting a particular feature of the operation of the specified service – the consumer satisfaction rating office is open 24 hours a day, which operatively responds to the appeal or complaints of citizens. Another feature of the functioning of Canadian services is the absence of a need to come back to the office again as a result of the service (the response or relevant documents are sent to the consumer by mail).

Of particular interest to the study of foreign experience in providing administrative services is the Canadian experience of creating “integrated offices” (like the Ukrainian administrative service centers). The integrated office provides services to all three levels of government (city, province, and federation). The creation of such offices in Canada was preceded by the successful implementation of “pilot projects” that Canadians considered most effective. The formation of the list of services provided in these offices was based on the agreement between the authorities.

Most of the local services, such as Ontario Service, Ottawa Service, etc., are provided with all the necessary facilities for the organization of the office (equipped with jobs and places for self-service, an electronic turnkey system), as well

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as an opportunity to apply for an online service or by e-mail. Different instruments for identifying a person (clarifying personal issues, such as identification in the banking system, the use of electronic digital signature) are used.

In our opinion, the experience of Canadian services in providing administrative services is suitable for Ukraine. The implementation of these services was carried out with the active partnership support of the ministries, which eventually transferred certain functions to the competence of local services and stopped providing a large amount of routine services.

It should be noted that, following the introduction of innovations in Canada in improving the quality of administrative services, it can be concluded that better provision of administrative services is carried out where the service provider is closer to the consumer. Thus, the Canadian experts noted that although the provision of services by the federal authorities (primarily the “Service Canada”) was organized at a very high level, however, provincial authorities (in particular, Ontario) are much more likely to innovate and offer higher quality services (Timoschuk V., 2012, p. 76).

It should also be noted that one of the first countries where the centers for the provision of administrative services were set up – the Netherlands. The creation of the Public Services Service, based on the pooling of resources of the Citizen's Service, the information portal and the contact center, allowed improving the service of citizens and business and reaching a level of better organization of work with visitors (Tymoschuk V., 2012, p. 80).

The provision of administrative services in the city of The Hague has a two-tier system: the central “service center” at the city level and 7 offices in different parts of the city. The feature of the organization of providing services is their maximum list, but some services can only be obtained in the central supermarket services. The indicated offices have a convenient working mode for citizens, including evening reception hours. The experience of the Netherlands in introducing the concept of supermarket services is considered one of the most successful.

Conclusions

The foreign experience in providing administrative services has been analyzed allowed us to draw such conclusions for Ukraine.

First of all, the implementation of measures aimed at improving procedures and ensuring the quality of administrative services has a number of positive benefits for the establishment of interaction and involvement of the public in the field of administrative services. In particular, the introduction of a public assessment system of local governments on the quality of their administrative services, the implementation of administrative services through integrated centers, the introduction of modern technologies that simplify the procedure for obtaining services, etc.

In our opinion, the most relevant for implementation in Ukraine is the initiatives of developed countries to establish a system for assessing the quality of administrative services provided by local authorities, which should be based on the level of public satisfaction with the quality of services rendered; expansion of the network of integrated offices with the authority to provide them with a wide range of services that are most requested by the public, including those integrated from other state bodies not only at the local level, but also regional and state; the organization of the provision of administrative services on the principles of integrity and professionalism, convenience and accessibility, justice and equality, professionalism and responsibility; the introduction of information technologies, in particular, the electronic system for servicing residents in order to reduce the number of paper carriers, the integration of databases (the possibility of interchange between the databases of different state bodies) and access channels for services (the only web portal for access to all administrative services), receiving service results in electronic form.

Thus, taking into account foreign experience in organizing the interaction of local governments and the public in the field of administrative services will eliminate the practice of situational and formal involvement of individual residents in solving some issues of local importance, will allow systematically to approach the problem of passivity of the population and develop a complex of measures, clear and consistent actions, implementation of which will ensure the establishment of effective

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interaction between local governments and the public in solving issues local importance and providing quality administrative services. The development of criteria for public assessment of the quality of administrative services provided by local governments is considered a promising direction for further research.

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