

New Trends in Improving Public Service Delivery in Ukraine

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Abstract. In the aspect of the European integration aspirations of Ukrainian society and the social development of the nation state, the issues of its service function formation in the form of public services are becoming more and more relevant in Ukraine. It is worth noting that the functioning of the service state model in Ukraine is only at its initial stage and requires improvement of the institutional arrangements for the public services delivery, which involves taking into account existing problems of their delivery by public authorities in the process of deepening the local government reform and long-term restructuring of the national economy. The purpose of the article is to state the areas of concern in the system for providing administrative, social, housing and public utility services, and to define and elaborate on long-term trends for improving their functioning, as well as their common features and characteristics. The modern general and specific scientific research methods have provided the methodological basis for the research. Their use is based on a systematic approach. The analytical method was used to identify the problematic area of the branched public service delivery system. The comparative-functional and analytical methods were used to identify modern trends in improving the provision of administrative, social, housing and public utility services, their functioning, as well as their common features and characteristics. The research process has provided a comprehensive grounding and articulation of promising trends in improving the system of providing administrative, social and housing and public utility services in Ukraine and identifying their functional features and common characteristics

Keywords: administrative services, social services, housing and public utility services, citizens, public governance

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Introduction

Numerous existing problems in the functioning of the service state model have been identified, making it possible to plan and solve them in a practical way. Considering that the public services provided by the public authorities, the author has paid attention to, are divided into three components: administrative, social, and housing and public utility services, they are meant to ensure a comfortable daily life of citizens. As a matter of fact, the development of a service state model is focused on ensuring a comfortable, trouble-free everyday life for the Ukrainians. In Ukraine, the whole structure of this model is focused on recreating its functioning regarding the provision of administrative, social, housing and public utility services and constantly reaffirming the necessity of its existence. Once the problems in public services delivery are overcome, and if this is implemented quickly, Ukrainian society will be faced with a new set of problems.

The nature of the service state model paradigm is not properly articulated. Both citizens and legal entities are not particularly interested in the way the public services are delivered and the procedure they are provided with. They are interested in the trouble-free meeting of their daily needs. They are not supposed to be interested in the type of structure giving them certain services. They are interested in a prompt satisfaction of daily issues, with or without services, given that they are the taxpayers who maintain the entire service state system. The whole service delivery system in Ukraine is organised in such a way that citizens and legal entities are the supplicants to services, while the structures for delivering them decide whether there is a reason to provide services which are not always necessary. Service is not just about services, but about satisfying needs through the service delivery, and the primary goal of the service state model should not be to provide services, but to meet the everyday legitimate needs of citizens and legal entities. For this reason, citizens and legal entities are not particularly concerned with the full range of public services, but with satisfying their needs in order to ensure their comfortable living and functioning.

On the other hand, the public service system is the driving mechanism for the qualitative functioning of the service state model and all of its structural components. Exactly in this dialectical contradiction between the necessity of citizens and legal entities to comfortably satisfy their needs as the leading idea and content of service state model, and public services as a form of service state functioning, the leading direction in improving organisational and legal model of service state functioning in Ukraine is determined. The harmonisation of this dialectical contradiction is the major direction, the way to improve the Ukrainian service state, the principal function of which is to provide public services. The service approach in public governance primarily provides for the development of forms, methods and technologies of governance aiming to improve the services quality offered to persons and entities by public authorities and local self-governments. Let us consider

ways (directions) of improving public services by analysing their components' features: administrative, social, and housing and public utility services. The problematic issues in the system of providing administrative, social, housing and public utility services in Ukraine, as well as the trends of their improvement and modernisation caused by them have been researched by such scholars as I. Koliushko [1], Y. Leheza [2], N. Kalynetz [3], N. Hrabar [4], Y. Ivanov, A. Senina [5], T. Dzhyha [6], H. Dudinska [7], T. Bovol [8], V. Kuts [9], I. Drahan [10], L. Pismachenko [11].

The purpose of the article is to state the areas of concern in the system for providing administrative, social, housing and public utility services, and to define and elaborate on long-term trends for improving their functioning, as well as their common features and characteristics.

Characteristics of the Administrative Services Delivery Operating Peculiarities

Administrative services include services related to the implementation of public authority and those provided by public authorities. I. Koliushko [1] has identified their distinctive features:

- are provided upon request of a person or a legal entity;
- are intended to provide legally relevant conditions for the enforcement of a particular private person's rights;
- are solely provided by the authorities;
- eligibility for and provision of an administrative service is regulated solely by law;
- the result of a public service must be an administrative act.

In Ukraine, since the establishment of the Administrative Service Centres (ASCs), there has been a significant decrease in the quality of their performance during the introduction of the concierge and mediator concepts, caused in particular by an increase in the rejection of documents submitted by citizens due to a lack of contact between the client and the immediate provider. This demonstrates once again that life is far more complicated than formalised procedures for public services delivery. It is therefore relevant to develop a dynamic and adaptive procedure for assessing the quality of administrative services provision. Given that a public governance system cannot perform its functions, in particular those of service delivery, outside of the procedure, as an implementation tool, it should constantly adapt to the changing needs of administrative service consumers and the quality of their provision. This is why the procedure standardisation and the list of quality assessment actors, the definition of quality assessment criteria for administrative services provision should constantly undergo dynamic and adaptive changes, depending on the needs of these services' consumers.

When implementing this direction, it is necessary to consider European standards for assessing the quality of administrative service provision, which focus primarily on a set of principles, norms of formation and implementation, relevant requirements for public servants, thus bringing it

closer to the internationally recognised standard for the implementation of the "service state" concept. In order to significantly improve the quality of administrative services provision in the ASC system, it is essential to establish and substantially develop feedback from administrative service consumers, which is crucial for proper quality assessment. This governance tool provides the administrative service provision entity with information about the interests and needs of its customers, identifies service shortcomings and defines directions for improving service delivery according to customer needs. Feedback setting should be the primary function of the ASCs.

In terms of the administrative services provision quality, the issue of developing and implementing standards for their provision is relevant. Quality standards for administrative and other public services represent specific requirements for the service delivery that can be used to assess whether a certain public service is of good quality [2]. Quality standards are the requirements for informing citizens about administrative services, the procedure and conditions for their provision; the availability of informational and process sheets for administrative services; deadlines for administrative services provision; reception times for entities of appeals at administrative service centres, etc. Too long timelines for receiving public services cause corruption risks, as entrepreneurs and citizens try to solve their problems as soon as possible, and the impossibility of receiving some administrative services in a single visit forms another direction for improving the administrative services provision in Ukraine. A step forward should be the establishment and implementation of an automated Virtual office of e-services system, which will make it possible to:

- achieve maximum transparency, ensure openness and equal conditions in the process of considering citizens' appeals, and provide information and consulting services;
- organise electronic document exchange between administrative service providers and ASCs;
- for citizens and legal entities, to view the list of electronic communications and information on the state of affairs they are interested in, to make an appointment with an administrator, to receive consultations and to create their personal account [3].

In order to increase the quality of administrative services provision, effective mechanisms should be put in place [4]:

- studying the citizens' needs for services and satisfaction with their provision;
- ensuring public participation in the evaluation process of the services quality provided;
- introducing a system for appealing against the actions of a service provider.

The Unified State Portal of Administrative Services (maintained by the Ministry of Economic Development and Trade of Ukraine) should be developed in the following directions:

- expanding the range of administrative services provided through the portal;

- integrating the portal with the information systems of public authorities with unified interaction requirements;
- harmonising the requirements for the introduction of electronic administrative services and interfaces for their provision;

- legitimising the electronic identification mechanism for citizens to receive electronic administrative services using alternative electronic identification methods to electronic digital signatures [12];

- creating a feasible possibility for the applicants to receive information on the status of their applications [13].

Meanwhile, there are similar problems in the functioning of the ASCs, in particular the lack of premises, understaffing in some regions, and the main problems are insufficient funding, commercialisation and lack of service quality control, long queues, the existing lack of clear explanations when citizens apply, the long waiting period for applications by the applicants, etc. Furthermore, there is a need to monitor and evaluate the quality of e-services and to resolve personnel issues, taking into account the factors of high professionalism and psychological resilience. The expansion of the ASC service range has led to a number of complications, in particular related to ensuring efficient interaction between ASC and the territorial units of the central bodies of executive power (CBEP), providing sufficient personnel for ASC and their adequate training level, along with appropriate funding. The advantage of providing administrative services by the ASC is that a citizen can receive the service faster, of higher quality and at no charge. The third direction should envisage a prohibition for the CBEP to provide administrative services directly, but rather solely through the ASC system.

The implementation of this improvement direction is the most controversial, as it concerns departmental interests of monopolistic ownership and management of certain information. This information monopoly needs to be dismantled for the sake of the consumers' interests in administrative services. The long queues issue in ASCs can to some extent be solved by electronic services that allow tracking the queue movement, which has already been implemented in ASCs of Kyiv, Kharkiv and Kremenchuk [12]. At the same time, the issue of providing related services (laminating, photocopying, banking, documents production, photographing, selling stationery) on the premises of the ASC is problematic. The issue of defining the full and exclusively own powers and responsibilities by local self-governments for bringing administrative services closer to the residents of the respective territorial communities, while improving their quality, is relevant. However, state authorities have taken the path of transforming the ASCs from the district level to local territorial communities in order to bring administrative services closer to citizens, but this is a rather long-term process driven by the local government reform implementation.

Hence, it is necessary to systematise and regiment the service delivery system at the local level with the introduction of state control mechanism for the quality of

administrative service provision, the creation of adequate material, financial and organisational conditions to ensure that the local self-government bodies exercise their powers in the administrative service provision area. The process of administrative services provision entails interdepartmental interaction or citizens' applications to several public authorities, which is time-consuming due to the lack of interaction between departmental information systems. The increased use of electronic document exchange using electronic signatures should become one of the solutions to this issue. The service sector development is driven by changing social needs. Ukraine's system of administrative services remains opaque and incomprehensible to most of the population. A large number of consumers are dissatisfied with their quality level, as they experience a number of difficulties in receiving them. A complicated procedure for the administrative services provision, which requires not only visiting a large number of authorities, usually situated in different locations, but also collecting a significant number of various documents and obtaining permits and decisions to provide the required service. Too long timelines for receiving public services cause corruption risks, as entrepreneurs and citizens try to solve their problems as soon as possible. The impossibility of receiving some administrative services in a single visit.

An interesting fact is that in Ukraine, the practice of public authorities and local self-government bodies establishing their own standards of administrative service quality, exceeding the requirements determined by the Law of Ukraine No. 5203-VI "On Administrative Services" [13], has not yet become common, which is usual for the European Union (EU) countries. Consequently, the standardisation of administrative services is an important public policy objective in the short term in the administrative services provision. An important aspect in this regard is to eliminate the splitting system of administrative services, when in order to provide a service, one has to receive an additional set of services, which in its turn implies prolonged time for receiving the service, increased costs, numerous documents (each time applying for an intermediate service) and numerous visits to the relevant authorities. For instance, entering data into the State Land Cadastre implies the provision of additional services: registration in the e-queue; obtaining permission from the executive authority to produce technical documentation; making technical documentation; land registration (providing a cadastral number); normative monetary evaluation; land ownership registration [5]. The prolonged and split nature of services leads to a corruptive element in their provision. In order to successfully resolve this issue, it is necessary to delegate this service provision to the ASC, where citizens would receive only one service, free of charge, and much faster. Under these circumstances, the procedure for providing this service is no longer a matter of concern to the service recipient. At the ASC, the citizen gets proper counselling, submits an application with the help of specialists, and waits for the result.

This is why the creation of convenient, comprehensible and accessible conditions for citizens to receive administrative services is a leading area to be addressed by public authorities. The issue of comfortable facilities for persons with disabilities (even in some ASCs) and long queues remain unresolved. Despite the high level of information technology development, the issue of getting the necessary information in the service delivery process is still problematic. Meanwhile, there are still pressing issues regarding the credibility and relevance of the counselling provided. There is a tendency for central public authorities to set up a system of their own offices for providing their administrative services. This tendency may put an end to the reform of administrative services by monopolising them in a particular agency. An interesting aspect in this regard is that, back in 2013-2014, citizens assessed the quality of administrative services provision in administrative service centres as higher than in public authorities [14; 15]. Back then, the practice of monitoring the administrative service delivery at the local level by public organisations was noted as being highly effective, resulting in strengthened partnerships between local authorities and public organisations, and contributing to an increased level of trust in local government [16]. And this was even before the local government reform towards decentralisation of public authorities, as well as the significant development of the ASC system.

The high-quality operation of the ASC depends substantially on the central bodies of executive power complying with the requirements of existing legislation on the delegation to the local level of authority for these services provision. The greatest resistance to the delegation of authority is observed on the part of the State Migration Service and the Ministry of Internal Affairs, particularly in issues of issuing passports of a citizen of Ukraine and passports to Ukrainian citizens for travelling abroad [6]; the State Service of Ukraine for Geodesy, Cartography and Cadastre, limiting ASC access to issuing data from the State Land Cadastre, disrupting the decentralisation process of administrative services in the land relations sphere. The adverse process of establishing departmental service centres leads to an inefficient use of budgetary funds that could have been allocated to expanding the integrated offices network – ASCs. The priority for budget funding should be the expansion of the ASC network at local self-government level, and departmental service centres should be integrated into their networks, thus increasing the administrative services accessibility for the community residents. In order to solve these issues, a unified list of administrative services provided by ASCs should be legislated and provided with relevant electronic, financial and personnel resources.

The Specific Functioning of the System for Providing Social, Housing and Public Utility Services

Unpleasant circumstances that impair the life quality, health, development and activities of any individual, due to incurable disease, disability, unemployment, advanced age, etc., may

happen to any person. The Ukrainian law defines these as difficult life circumstances [7]. Thus, social services represent actions aimed at overcoming difficult life circumstances (social support), minimising their consequences (social services) and preventing them (social prevention). Respectively, social services comprise three components: social support, social services and social prevention. "Simple" social services provide permanent or systematic comprehensive support (counselling or interest intermediation), "comprehensive" social services aim at permanent or systematic support (such as social support or social inclusion), "specialised" social services are provided to a particular category of persons (such as refugees or HIV (human immunodeficiency virus) positive individuals), and "ancillary" social services provided in kind: food, personal hygiene items and products, clothing, shoes, etc. In modern Ukraine, the topical directions for improving the functioning of the modern social service delivery system are:

1. Bringing necessary social services closer to the consumer. This direction is due to the uneven positioning of social service providers (concentrated in urban areas and almost none in rural ones). Therefore, it is relevant to strengthen the local self-government's role in the planning, financing and organisation of social services, which should be centred at the community level. This specific approach would ensure the targeting of social services provision, which involves differentiating their provision in accordance with the living conditions of the recipient, targeting funding from local budgets, procuring services or targeting social support to the recipient in order to pay for the services of the chosen service provider.

2. The improvement in the public expenditure management of social services with a view to their rational use. This direction provides for the improvement of existing and creation of new types of social services; the definition of the list of state-guaranteed free social services and the population categories entitled to receive them; the methodology for calculating the cost of services per beneficiary.

3. The establishment of a social service delivery system that would swiftly respond to social changes in society. This is particularly relevant given the significant increase in socially vulnerable groups.

4. The establishment of an efficient information system that would provide the population with good information about social services. In the varied range of social service providers, it is difficult for those receiving social services to know which institution to turn to in order to receive the service in question.

5. The improvement of the social services quality. The introduction of the social services effectiveness evaluation system. In the social protection system, the regional directorates of labour and social protection, and children's affairs services, there is a ramified, hierarchically subordinated system of social service institutions, which do not properly use the quality control mechanism of social services, do not evaluate them, and consequently, social services do not contribute to raising the standard of living of their consumers.

The quality of social services provision is difficult to assess as some of the social service delivery standards are lacking. In 2014, 11 standards for specific social services were legalised: domiciliary care, day care, shelter care for homeless people, social integration and reintegration of homeless people, social adaptation, counselling, interest intermediation, institutional care for persons unable to look after themselves, palliative care, crisis and emergency intervention and mediation [17].

In 2020, the state standard for social services provided in kind was developed, but not rationed [18]. The centralised approach to defining the needs for social services and forming a social services network, institutions and agencies, which focuses the quality and scope of services on the financial possibilities of the budget rather than on the needs of population, and does not engage service recipients and their representatives in planning and monitoring the quality of the services provided, needs to be changed. This is certainly an objective reality, as with the crisis in the Ukrainian economy, corruption, and budget deficits it is precisely this kind of planning that needs to be abandoned, but under the conditions of national economic restructuring. The development of methods for assessing the need for services both at the territorial unit and institution levels, as well as quality control mechanisms for social services and effective sanctions for their quality breaches (only financial resources used by state social service providers should be monitored in accordance with established standards), mechanisms for state and independent monitoring, and efficiency assessment of social services and their workers.

6. The formation of a social services market in order to dismantle the state monopoly of their provision. The development of a system for engaging the private sector in the social services provision sphere, taking the example of European countries. It is appropriate in this aspect to switch to the direct financing of specific social service orders based on the principle of selling them. The customer of a particular service for a consumer is the budgetary service manager, and the purchaser can be either a private institution or a budgetary one [19]. Under these circumstances, there should be a voluntary principle of receiving social services, the opportunity to choose an institution and a place to receive them. There should also be envisaged the development and implementation of a social services commissioning mechanism in non-state service providers by regional, city and district self-governments at the expense of local budgets, based on the defined needs of the territorial unit for their provision.

There is a caveat with regard to this direction. Not all European innovations can be adequately implemented in Ukraine. Under Ukrainian realities, this system could give rise to a "chase" for budget funds. The Ukrainian corruption peculiarities would create a system of relations in which private entities would "take over" almost the entire system of social services delivery, the state would lose proper control over their provision, and their quality and efficiency would considerably decrease. It would be extremely difficult

to regain state control and influence in this area of local self-government. This proposal should therefore be treated with extreme caution and with much caution. One should also bear in mind that non-state organisations can provide unique and sometimes innovative social services. An important aspect in this regard is high-quality regulation through licensing and registration of social service providers.

7. The creation of a high-quality registry of social service consumers and providers [8]. This is necessary in order to eliminate the confusion about the functioning social service providers, which leads to abusive budget use, and fraud within this area of social relations. The registry creation will eliminate the system of subordination of social service providers to different public structures. It will facilitate state authorities and local self-governments under conditions of limited public financial resources and rising poverty rates to focus budgetary resources on supporting only the neediest members of society.

8. To clearly delineate the responsibilities and functions between the different structures of the social service delivery system. T. Bovol [8] points to the example of orphans or children deprived of parental care, who are dealt with by the Department of Social Protection of the Population and the Children's Affairs Service in regional state administrations, which have lost their leverage over social processes during the administrative reform process. At the same time, the competence of the social services centres for families, children and youth includes the provision of individual social services for this population category.

9. The optimisation of the authority structures for social service delivery at local and regional level. T. Bovol [8] considers that in order to eliminate duplication of functions among institutions providing social services, it would be advisable to merge territorial social service centres and social service centres for family, children and youth with appropriate functional departments, with functions divided according to age and category criteria. The departments shall provide comprehensive social services regardless of age and the place of residence in either inpatient, temporary or day care conditions of stay. The procedure for deciding on the relevant social service provision for an individual should also be simplified. In terms of this organisational change, the management functions, i.e. organisational, control and monitoring functions, need to be delegated to the labour and social welfare departments, where the employees have been made redundant and stripped of their direct role in the individual social service provision.

Thus, the scholar suggests that there should be an institutional separation between management functions and the direct social service delivery functions in the social welfare sector. The logic behind this distinction is to separate the organisational and controlling functions from the public authority structures that directly provide social services. On the other hand, the negative side of such reorganisation is that there will be a growing bureaucracy in the directorates over time, and the structures directly providing social services will become increasingly understaffed, given

that the directorate will drain the budget allocated for social protection, which in turn will lead to a decrease in the quality of social service provision. This direction should envisage the implementation of a quality management system in social care institutions and organisations in accordance with DSTU ISO 9001: 2015 "Quality Management System" [20]. One should clearly understand and realise that this standard is not about measuring the quality of the social service provided, but defining the quality criteria for managing the social service delivery system.

10. The development of a sustainable human resource capacity in social service delivery. In order to stop significant staff turnover in the authority structures that provide social services, it is necessary to create a system of incentives for employees in this sphere, which should include not only wage rises, but also the creation of a system providing certain types of social guarantees and promising pension provision. Various measures can be planned in order to improve the quality and efficiency of social service provision, but when there is a lack of permanent personnel in the sphere, it is impossible to achieve this goal. Considerable attention has been given to developing and improving the system of training and advanced training for social service specialists and social service providers; developing procedures for the certification of specialists in social service delivery; ensuring the certification of specialists from non-state social service providers in the State system of social service delivery.

11. The improvement of the legal and regulatory as well as the methodological framework for social protection in accordance with the defined directions for modernising the social service delivery system to the population. Furthermore, it provides for the creation of legal conditions for the independent inspections functioning and for public monitoring of the social service provision quality.

On the basis of the Law of Ukraine No. 2189-VIII "On Housing and Public Utility Services" [21], the concept "housing and public utility services" is defined as the result of economic activity aimed at providing the conditions of residence or stay of persons in residential and non-residential premises, buildings and constructions, groups of buildings and constructions in accordance with the regulations, norms, standards, procedures and rules, which is carried out by virtue of the respective agreements on providing housing and public utility services. Article 5 of the Law of Ukraine No.2189-VIII "On Housing and Public Utility Services" [20] provides a list of housing and public utility services:

- housing service or multifamily house management service, in particular: maintenance of the multifamily house common property, cleaning of the internal premises and the adjoining territory, sanitation works, maintenance of internal house systems, lift maintenance, purchase of electricity to ensure the functioning of the multifamily house common property, maintenance repairs of the multifamily house common property, etc.;
- public utility services covering the supply and distribution

of natural gas, electricity, heat energy and hot water supply, centralised water supply and water disposal, household waste management.

In the Order of the State Committee of Ukraine for housing and public utility services No. 76 "On Approval of the Rules of Maintenance of Residential Buildings and Adjacent Territories" [22] the concept of "housing and public utility services" is defined as the result of economic activity aimed at providing the conditions of residence or stay of persons in residential and non-residential premises, buildings and constructions, groups of buildings and constructions in accordance with the regulations, norms, standards, procedures and rules. The modern system of housing and public utility services consists of two hierarchically interconnected levels: the managed system in the state superstructure form (regional, district, city authorities, consumers of housing and public utility services); the managed system in the form of housing and public utility enterprises. The housing and public utility sector is represented by two subsystems – the logistical and the organisational and economic.

The logistic subsystem consists of two units: stock of buildings, maintenance facilities and engineering infrastructure. The demand for housing and public utility services is determined by the total capacity of the city's building stock. The organisational and economic subsystem is the totality of all types of expenditures, the "service availability time", the size of the population to be served, and the totality of management levels. Both subsystems are in constant dependence on each other, determining the level of production costs of housing and public utility services [9]. There is therefore a need to define the main directions for modernising and improving the provision of housing and public utility services:

1. *Organisational modernisation.* The present situation in the sphere of organisational structures in the housing and public utility services is characterised by the replacement of hierarchical structures by adaptive ones with elements of hierarchy. A matrix management structure should be recognised as the most efficient adaptive management structure. It emerged as a response to the need for rapid change while making the most efficient use of a highly skilled workforce. The establishment of an adaptive system for housing and public utility services at the regional level will contribute to resolving the contradiction between the quality of their provision as well as their tariffs and the creation of effective mechanisms for state regulation of this economic sector.

2. *Indicative planning for the provision of housing and public utility services.* In the course of developing an algorithm for regulating the housing and public utility services sphere, the application of indicative planning as a mechanism for coordinating the interests of the state, enterprises and households in market conditions is promising. For the managed market model, indicative planning operates on the basis of a reallocation of producer and consumer resources. According to V. Kuts [9], a vivid example of the

qualitative and efficient performance of this mechanism under conditions where cold and hot water supply is intermittent would be to adjust the payments for receiving the respective services downwards.

3. *The formation of a housing and public utility services market.* The market relations establishment in this sphere of social relations would contribute to breaking the monopoly of enterprises supplying energy, heating, gas and water, which makes it possible for them to conduct a cost-based economy, neglect scientific and technical development and avoid reducing the cost price of the services and tariffs provided. Under Ukrainian realities, the transition to a market economy in the housing and public utility services provision must be accompanied by state tariff regulation. The cost price of these tariffs should be regulated through the annual introduction of an increasing overall technical enterprise level factor.

4. *The coordination of the housing and public utility service delivery reformation with other systemic reforms.* Reforms of the housing and public utility service delivery system, require the coordination and close interrelation with other reforms underway, particularly the natural monopoly reform in energy sector, local government reform, inter-budgetary relations reform, tax reform, and personal income reform [10].

5. *Tariff setting.* Pricing optimisation and tariff regulation in the market-reformed sphere of housing and public utility services envisages the development of self-regulation in the sphere of housing and public utility services. The preservation of the regulatory mechanism in the housing and utility services provision with the use of various methods focused both on increasing the investment attractiveness of this social relations sphere and on the stimulating effect in regard to enterprises and consumers. This implies individual tariff regulation of concessional contracts when private-sector operators are involved in the operation of utilities, resulting in the contractual nature of defining the tariff calculation methodology. The application of standard indicators during the formation of the respective services' cost price. A differentiated approach to setting tariffs for the same type of housing and public utility services within a region should be envisaged.

6. *A single operator for the housing and public utility services provision.* The number of entities in the housing and public utility services market, which aim to possess a certain type of information on the consumers of these services, determines the need for a single operator – a specialised enterprise that calculates and collects payments for housing and public utility services and ensures the timely flow of working capital to enterprises that provide services. It also meets the need of local governments for objective information on money flows in this area of social relations and of consumers to receive timely information on all the changes regarding payments for housing and public utility services [11]. The unified information-computing centres should serve not only as integrators of financial and information resources in the housing and public utility service

provision at the regional level, but also as an institution ensuring transparency of information and financial flows in the sector.

The tasks of economic, organizational and technological nature should be solved at the present stage in the housing and public utility services sector in Ukraine in order to eliminate the tendency of constant underfunding of this sector and to form a coherent, systematic public policy regulating the activity of enterprises providing these services. To delineate the regulatory responsibilities between local representative and executive authorities.

Conclusions

Thus, there have been considered long-term trends for improving the three components of public services, the modernisation and development of which should contribute to the development and establishment in Ukraine of a well-functioning service state model. The author considers these three components of public services (administrative, social, housing and public utilities) without mentioning other socially important services, including educational and medical ones, which are essential for a well-functioning service state model, as they also ensure the everyday life quality of the population. These two areas of public life and service systems are so vast in content and in their manifestation in public life that they need to be studied separately

as part of public services. When considering the trends in the improvement of public services, it should be mentioned that despite the diverse nature of the issues to be addressed for their delivery, there remain common trends in their improvement:

- organisational modernisation;
- the integration of the system for these services delivery to market operating conditions and the decentralisation of the public administration system;
- significant improvement in the quality of the entire public service range and its assessment criteria standardisation;
- the improvement of the legal and regulatory framework;
- the development of a sustainable and professional human resource capacity in public service delivery;
- the development of an appropriate efficient information system;
- the establishment of effective interaction between the state regulation and control system and the public and private sector in the public services provision.

The directions for future research on the public services improvement lie in the need for detailed development of tools and mechanisms for improving and modernising the provision of administrative, social, housing and public utility services in terms of the state service function development in Ukraine.

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Нові тенденції удосконалення надання публічних послуг в Україні

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Анотація. В аспекті євроінтеграційних устремлінь українського суспільства та розвитку соціального характеру національної держави, в Україні все більше актуалізуються питання формування її сервісної функції, яка матеріалізується у формі публічних послуг. Потрібно констатувати, що функціонування моделі сервісної держави перебуває в Україні лише на початковому етапі і потребує вдосконалення організаційного механізму надання публічних послуг, що передбачає врахування наявних проблем їхнього надання органами публічної влади в процесі поглиблення адміністративно-територіальної реформи і перспективної структурної перебудови національної економіки. Мета статті полягає у констатації проблемних аспектів системи надання адміністративних, соціальних та житлово-комунальних послуг, що зумовлює потребу у формулюванні та конкретизації перспективних тенденцій удосконалення їхнього функціонування з виявленням властивих для них особливостей та спільних характеристик. Методологічною основою дослідження стали сучасні загальні та спеціальні методи наукового пізнання. Їхнє застосування обумовлюється системним підходом. Аналітичний метод використовувався для констатації проблемного поля в сфері розгалуженої системи надання публічних послуг. Порівняльно-функціональний та аналітичний методи використовувались для виявлення сучасних тенденцій удосконалення надання адміністративних, соціальних та житлово-комунальних послуг, їхнього функціонування з виявленням властивих для них особливостей та спільних характеристик. У процесі дослідження було комплексно обґрунтовано і артикульовано перспективні тенденції удосконалення системи надання адміністративних, соціальних та житло-комунальних послуг в Україні та виявлення властивих для них функціональних особливостей та спільних характеристик

Ключові слова: адміністративні послуги, соціальні послуги, житлово-комунальні послуги, громадяни, публічне управління