

## PUBLIC ADMINISTRATION

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### DOŚWIADCZENIE ZAGRANICZNE W ŚWIADCZENIU USŁUG ADMINISTRACYJNYCH I ICH REALIZACJI NA UKRAINIE

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**Adnotacja.** Artykuł poświęcony jest analizie doświadczeń zagranicznych w świadczeniu usług administracyjnych i możliwości ich wdrożenia na Ukrainie. Stwierdzono, że w większości wymienionych państw działania skupiają się na: stworzeniu obywatelom komfortowych i osiągalnych warunków korzystania z usług, w szczególności: wprowadzeniu i rozwoju urzędów zintegrowanych; poszukiwanie najlepszego podmiotu, który będzie świadczył usługi, zgłoszenie się do właściwych instytucji; wykorzystanie systemów lokalnych sieci informacyjnych oraz elementów globalnej sieci informacyjnej w celu świadczenia usług; tworzenie portali internetowych poświęconych usługom administracyjnym; przeprowadzanie elektroniczacji niektórych usług.

Brano pod uwagę doświadczenia w świadczeniu usług administracyjnych w USA, Wielkiej Brytanii, Niemczech, Polsce, Kanadzie i Holandii. Podkreślono ważne obszary związane z organizacją usług administracyjnych, w szczególności odnowę scentralizowanych organów państwowych zajmujących się regulacją stosunków w sektorze usług administracyjnych; podniesienie prestiżu urzędnika w społeczeństwie i podniesienie jego statusu prawnego; delegowanie organizacji świadczenia usług administracyjnych władzom lokalnym (decentralizacja); zastosowanie najnowszych technologii informatycznych w procesie organizacji świadczenia usług administracyjnych, w tym w formie elektronicznej; wprowadzenie procedur i zasad rynkowych w sektorze świadczenia usług administracyjnych oraz delegowanie części świadczenia usług do sektora prywatnego; włączenie się w mechanizm organizacji świadczenia usług administracyjnych stowarzyszeń publicznych i wykorzystanie publicznej kontroli nad jakością świadczenia usług.

Zgodnie z rozważonymi doświadczeniami obcych krajów, przedstawiono zalecenia dotyczące organizacji systemu świadczenia usług administracyjnych na Ukrainie, w szczególności legislacyjnych i informacyjnych (zbliżenie się do głównych zasad świadczenia usług administracyjnych społeczeństwa światowego i usprawnienie pracy administracji Jednolity Państwowy Portal Usług Administracyjnych) oraz biurowo-personelowy (wprowadzenie wystarczającej liczby ośrodków świadczenia usług administracyjnych, maksymalnie zorientowanych na odbiorców usług; opracowanie dogodnego dla ludności harmonogramu pracy; wprowadzenie mobilnych centrów dla świadczenia usług administracyjnych w celu ich kompleksowej obsługi klientów).

**Słowa kluczowe:** usługi administracyjne, usługi publiczne, doświadczenia zagraniczne, procedury świadczenia usług administracyjnych, jakość usług.

### FOREIGN EXPERIENCE IN PROVIDING ADMINISTRATIVE SERVICES AND ITS IMPLEMENTATION IN UKRAINE

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**Abstract.** In most states, activities are focused on: creating comfortable and achievable conditions for citizens to receive services, in particular: introduction and development of integrated offices; search for the best entity that will provide services, application of competent institutions; application of systems of local information networks and elements of the global information network in order to provide services; formation of web portals dedicated to administrative services; carrying out the electronicization of certain services. In the process of writing this article, methods of analysis and synthesis, generalization, systematization, systemic and dialectical were used. The experience of providing administrative services in the USA, Great Britain, Germany, Poland, Canada, and the Netherlands was considered. Important directions regarding the organization of the provision of administrative services are highlighted. In accordance with the considered experience of foreign countries, recommendations are given regarding the organization of the system of providing administrative services in Ukraine.

**Key words:** administrative services, public services, foreign experience, procedures for providing administrative services, quality of services.

## ЗАРУБІЖНИЙ ДОСВІД НАДАННЯ АДМІНІСТРАТИВНИХ ПОСЛУГ ТА ЙОГО ІМПЛЕМЕНТАЦІЯ В УКРАЇНІ

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**Анотація.** Стаття присвячена аналізу зарубіжного досвіду надання адміністративних послуг та можливості його імплементації в Україні. З'ясовано, що в переважному числі згаданих держав діяльність орієнтується на: формування комфортних та досяжних умов задля одержання послуг громадянами, зокрема: введення та розвиток інтегрованих офісів; пошуки найкращого суб'єкта, який надаватиме послуги, застосування компетентних інституцій; застосування систем локальних інформаційних мереж та елементів глобальної інформаційної мережі для того, щоб надавати послуги; формування вебпорталів, що присвячуються адміністративним послугам; проведення електронізації певних послуг.

Розглянуто досвід надання адміністративних послуг США, Великобританії, Німеччині, Польщі, Канади, Нідерландів. Виокремлено вагомі напрями стосовно організації надання адміністративних послуг, зокрема оновлення централізованих державних органів, які займаються регуляцією відносин в секторі надання адміністративних послуг; підняття престижу державного службовця в громаді й підвищення його правового статусу; делегування організації надання адміністративних послуг місцевим органам влади (децентралізація); застосування новітніх інформаційних технологій в процесі організації надання адміністративних послуг, в тому числі в електронному форматі; введення ринкових процедур та принципів у сектор надання адміністративних послуг й делегування надання частини послуг приватному сектору; приєднання до механізму організації надання адміністративних послуг громадських об'єднань і використання громадського контролю стосовно якості надання послуг.

Відповідно до розглянутого досвіду зарубіжних країн наведено рекомендації стосовно організації системи надання адміністративних послуг в Україні, зокрема законодавчо-інформаційні (наближення до основних принципів надання адміністративних послуг світового товариства та поліпшення роботи Єдиного державного порталу адміністративних послуг) та офісно-кадрові (введення достатнього числа центрів надання адміністративних послуг, котрі максимально орієнтовані на споживачів послуг; розробка зручного для населення графіка роботи; введення мобільних центрів надання адміністративних послуг з метою всеохоплюючої доступності їх для клієнтів).

**Ключові слова:** адміністративні послуги, публічні послуги, зарубіжний досвід, процедури надання адміністративних послуг, якість послуг.

**Introduction.** During the period of independence in Ukraine, democratic institutions have been established aimed at meeting the needs of citizens and economic entities, primarily regarding the provision of administrative services based on principles of transparency and openness. The task of the state is to support the increase of society's awareness regarding the procedures and conditions for providing administrative services, to improve the efficiency, speed, and quality of their provision.

The socio-economic transformations and Ukraine's orientation towards European and Euro-Atlantic integration impose the necessity for implementing large-scale reforms, the goal of which is to ensure approximation to certain standards. Therefore, the application of foreign experience in providing administrative services and its incorporation into legislation, as well as the practical activities of Ukrainian public authorities, are currently highly demanded.

**Main Part.** This issue has been investigated by numerous scholars, including O. Vlasenko, P. Vorona, T. Vorfolomyeyeva, Yu. Danshyna, I. Dragan, N. Ilchenko, T. Kaminska, A. Kaminsky, O. Kotukov, D. Lyashov, O. Odintsov, M. Pasichnyk, M. Pukhtynsky, V. Tymoshchuk, A. Topcha, O. Tsyganov, S. Chukut and others.

**The aim of the article:** to analyze foreign experience in the provision of administrative services and the possibility of its implementation in Ukraine.

**Materials and Methods.** In the process of writing this article, methods of analysis and synthesis, generalization, systematization, systemic and dialectical approaches were used.

**Results and Discussion.** Examining the experience of developed states regarding the implementation of quality public service delivery systems, it should be noted that in the majority of these states, activities are oriented towards: creating comfortable and accessible conditions for citizens to obtain services, including: establishment and development of integrated offices; searching for the best entity to provide services, employing competent institutions; utilizing local information networks and elements of the global information network to deliver services; establishing web portals dedicated to administrative services; and implementing the digitization of certain services.

Countries within the European Union attach great importance to public services received by the population, to the extent that articles of EU laws are dedicated to their regulation; these issues, for example, are contained in the Treaty on the Functioning of the European Union and in Protocol No. 26 "On Services of General Interest".

This formed the basis on which EU countries developed their legal framework, conceptual principles, and program documents, which not only establish general principles relied upon by government bodies in providing public services to citizens but also define and enforce quality standards that must be met in their provision (Топча, 2015: 351).

International experience in providing administrative services indicates that only through the openness of the state sphere to citizens can the necessary quality and accessibility of administrative services in the public

service system be guaranteed. Public services in foreign countries are typically provided by a government body empowered to do so.

For example, in the United States, specific recommendations on how to improve the level of government services were developed by the Interagency Commission, which reviewed the activities of government agencies, consisting of high-ranking government officials and independent consultants. In the United Kingdom, this issue was addressed by the Office of Public Services Reform, specially created under the Prime Minister's government. The head of this structure was directly accountable to the Prime Minister and reported directly to him (Котуков, 2010).

It is known that in the United States, electronic technologies were involved in government work through administrative reforms implemented in the early 1990s, and when the new administration of George Bush came into power, issues of e-governance were actively pursued. It became the basis on which administrative reform was developed, reflecting the new century. The leaders of the American government published a fundamental act on e-governance, emphasizing that the priority for governance should be citizens, not bureaucratic intricacies; governance should be guided by the results of its own work; and the foundation of governance must be a market driven by active promotion of innovation. The creation of e-government, for which President George Bush made the relevant decision, became a significant step in reforming state management. Comments on this decision were devoted to a program aimed at extensive reform of the executive branch and a strategic plan, according to which e-government was to be created. Today, the created tens of thousands of government websites have hundreds of thousands of web pages.

At the same time, there is a government electronic portal (First Gov), where government services are monitored, allowing clients to promptly receive information about changes to their list. Overall, the goal of the program, in line with which the E-government model at the state level is formed, is to simplify and reduce the cost of interactions between citizens and representatives of business circles and government structures, and to establish direct contacts between government agencies and citizens (Чукут, 2008).

The United Kingdom of Great Britain and Northern Ireland is considered to be the most successful European country in the sector of administrative service delivery. For a long time, the country was considered the most conservative state in the sector of public administration organization. However, in recent decades, the country has undergone radical administrative reforms. The main focus of the policy, which was aimed at achieving the most effective performance of the executive branch, was on improving the system of public services to citizens.

The early 80s of the 20th century were marked by the first part of the reforms implemented by the neoconservatives led by Margaret Thatcher. First of all, the public sector was privatized to allow it to compete with private companies. The Citizens' Charter program, adopted in the early 1990s, changed the relationship between government agencies and citizens. The main objective of this reform was to improve the efficiency with which utilities and other public services are provided to customers. A special normative act (the Charter) contains a statement of the following provisions: to constantly study customer requests for administrative services; to provide citizens with complete and truthful information about services without hindrance; to ensure transparency of the process by which services are provided; to prepare and monitor international standards of administrative services; to publish standards of services expected by customers (Циганов, 2017: 111).

At the next stage, administrative reforms in the UK were supposed to increase the scope of services and identify promising areas for service providers. The result of the ongoing reforms in the country was the gradual improvement of public administration, which required less spending, became even more efficient over time, and the quality of services provided by the state became even higher. The most important role in the system of public services during the reforms in the UK was assigned to the citizen service centers, whose network is based on the following principles: move the file not the citizen; the quality movement; one stop shops at the local level. The work of citizen service centers is based on the "one-stop shop" principle, and they make public services more accessible to citizens (Guerrero-Orozco, 2015).

The aim of the Citizen's Charter, operating in the United Kingdom, is to provide services in which the client will be confident of receiving them. The British strategy for delivering administrative services is based on the following principles: the development of national standards for public services; delegating authority to executive bodies at the level where services are directly provided; flexibility in service delivery, taking into account the diversity of consumer requests; allowing consumers to choose the optimal location for receiving the service. To achieve quality results in the provision of public services, Western countries have established a comprehensive infrastructure for delivering public services, including a network of national institutions that facilitate the process of providing public services through research, database formation, consultations, and training for both civil servants and citizens. Such institutions operate based on specific rules, namely: maximum proximity and focus on customer requests, professionalism in service delivery, efficiency of results, and practical benefits from their activities.

In the Federal Republic of Germany (FRG), public management reform has generally focused on the level of local self-government, partially including the "lands", which are administrative-territorial units of the highest level. The first stage of the reform was based on the concept of a "low-pay state", while the second was focused on relieving the government of the obligation to provide current service services and on making the public sector a sphere governed by competitive rules, where the state provides services to citizens at the highest level. The idea of creating citizen offices ("service universes") in the FRG emerged in the 1990s. At that time, governmental structures became institutions where services are provided. In order for a citizen to receive an administrative service without any complications, quickly, and preferably with only one visit, many European countries have established a single office ("One-stop-shop") for citizens.

The implementation of this practice in Germany was carried out by municipalities, and everything was based on their vision of introducing such offices, as there were no special laws or government (federal or state) programs on this topic. Thus, the cities that started to establish such institutions were guided by their own criteria, and this experience is characterized by numerous peculiarities. In Germany, “offices for citizens” provide the most popular services for citizens (registration of residence, vehicles, issuance of identity cards, passports, etc.). Such issues do not require long processing and are not complicated. The Citizens’ Office in Weinheim offers the following services: it registers the arrival and departure of citizens, re-registers within the city, provides certificates of residence, provides and amends tax cards; certifies copies and signatures; provides certificates of trustworthiness/no criminal record; issues foreign passports, identity cards, children's cards, temporary passports and identity cards, large family cards, and cards for people with disabilities (Топча, 2015: 352).

Given that the concept of administrative service provision to citizens in the state was focused on improving the quality of public services provided to residents, the main role in administrative reforms in Germany was played by the quality and efficiency of public authorities engaged in providing administrative services to the population. The main task of the reforms in the field of public administration in the country was to form a new administrative model of guaranteed services, the content of which is to delegate the provision of the most expensive services to private organizations, and public institutions should create appropriate conditions to guarantee the proper implementation of these services (Ворфоломеева, 2021: 26; Драган, 2014).

In Germany, two types of service universes are utilized: call centers and centers for the provision of administrative services. Within the country, a system is established where state services are provided by local government bodies. This generally occurs through service centers, thus citizens and government entities interact at a level where the local executive authority is responsible for all governmental actions. Traditionally, services such as citizenship registration, vehicle registration, social protection services, construction permits, business registration, and others are provided here. The main idea behind forming a network of service centers for citizens was to facilitate their access to administrative services and certain services provided by the private sector by combining them. Thanks to all the administrative reforms implemented in Germany, there is the possibility of multi-channel access to various services, based on the principle of a “single window”. In call centers (information centers), information about standard services can be obtained and appointments can be scheduled; in centers for the provision of administrative services (service centers), a limited number of daily services are provided to the population; through internet portals, details about online services offered can be found. The unique characteristic underlying the administrative reforms implemented in Germany is the national identity culture, which can also be traced in the “state culture” (Одінцов, 2021: 42).

Poland’s experience (the Republic of Poland) is also interesting, where according to national legislation, entities seeking administrative services can become applicants, in addition to government authorities, which are referred to as “internal clients” in this case. These entities have the opportunity to receive administrative services both as private law entities and when exercising their governmental powers.

The question of how to reform public administration in Poland was coordinated by the Government Commissioner for the Reform of the Public System under the Prime Minister’s Office. He developed strategic directions in accordance with which the public administration sector was to be transformed and the effectiveness of such a restructuring was to be monitored. It also opened the Civil Service Information Center, which provided ordinary citizens and civil servants with expanded access to information on the types of public services and sectors in which certain government units operate. The Polish administrative-territorial reform, which took place in the country in the early 21st century, is associated with the need to create a single centralized system through which administrative services would be provided to the population, and according to which the process of providing administrative services was organized by territorial communities. Territorial communities operate at two levels – local (gmina and powiat) and regional (voivodeship). Communities have no subordination, and they represent an important component of public administration. It is worth emphasizing the reasoned unity in the functioning of governmental and self-governing structures. At all levels, territorial communities are autonomous and independent from executive authorities, but there is a need for interaction and joint resolution of problematic territorial issues. The state executive authorities have a vertical chain of command. Local governments are responsible for organizing the process of providing administrative services to the population. The territorial community provides administrative, social (related to education, health care, social assistance, security, culture, employment counseling) and municipal (electricity, water and sewerage, transportation, maintenance of roads and green spaces, etc.) services. Self-governing bodies are responsible for organizing the provision of services to the population, but they are not responsible for their own implementation. For this purpose, they conclude agreements with service organizations or non-governmental institutions (Драган, 2014; Власенко, 2009).

Poland also implements the concept of a single office for the population – WOM. Available in every district of Warsaw, such services guarantee citizens high-quality services and expedited administrative procedures. In these departments, or institutions, Warsaw residents can easily handle their official affairs, such as exchanging ID cards, registering vehicles, obtaining licenses, and more. WOM departments offer citizens reliable, qualified, and fast services: if consumers previously had to visit multiple offices within an institution, the establishment of such departments greatly simplified the administrative procedure (Ворфоломеева, 2021).

The centralized system of service departments for residents operates in every capital district of Poland, providing Warsaw residents with high-quality services and accelerated administrative actions. In these designated departments, functioning as institutions, city residents can seamlessly handle their official affairs, such as exchanging ID cards,

registering vehicles, obtaining licenses, and more. WOM departments offer citizens reliable, qualified, and fast services: if consumers previously had to visit multiple offices within an institution, the establishment of such departments greatly simplified the administrative procedure. Responsibilities are clearly delineated: applications from officials responsible for reviewing cases and making decisions are not accepted, ensuring the absence of vested interests and preventing corrupt actions by officials. Indeed, this approach is fundamental to the key principle of departmental operation. In addition to fulfilling their main tasks, departments also serve an informative function by utilizing electronic service systems for residents, reducing the need for paper documentation (Драган, 2014; Тимошук, 2012).

The assessment of administrative services in Poland is possible due to the quality management system in place in the authorities, which is based on the following factors: to form personnel, taking into account the broad competence and high qualification level of performers; to provide administrative services to the population in accordance with the requirements of local authorities prescribed by law; to create effective tools to guide information policy; to develop a system with a flexible organizational structure and division of responsibilities (Даньшина, 2011: 469).

Thus, the Polish experience of organizing administrative service delivery should be used to borrow the policy of minimizing communication between providers and consumers of administrative services and, in addition, the active involvement of the private sector in the service delivery mechanism, as this will allow to get rid of the dominance of the government.

The Canadian experience is also worthy of attention, as this country was among the first to implement interactive technologies in cooperation between the government and citizens, using the “one-stop shop” principle. The formation of a coordination center that provided services in accordance with this principle, “Service Canada”, made it possible to subordinate the work of the center for the development and provision of services to the needs, expectations and priorities of citizens and communities. Thanks to “Service Canada’s” standards of operation, the procedure was simplified, the timeframe was reduced, and the cost of services was lowered. Perhaps the most important achievement is that the attitude towards how services should be provided at the state level has changed, for example, each “Service Canada” specialist has improved their own professionalism, in accordance with the functional job description and job classification and mandatory training, which was also required by the approved standardization of customer services and performance reporting (Ворфоломеева, 2021).

In Canada, the mechanism for providing administrative services to the public is constantly improving through innovations and other initiatives. Civil servants must constantly improve the services they provide to the public. Customer-oriented service, the desire to provide the service and, accordingly, the initiatives developed should be based on the benefits of improvement, which are established by citizens (clients). The organization of the service delivery process should be based on the priority of citizens, not the administrative body. “A customer-oriented service should take into account all the preferences of citizens at each stage of service delivery; therefore, citizens' requests are transformed into an organizational principle around which the public interest is defined and the service delivery model is planned” (Чукунт, 2008).

The Netherlands (Kingdom of the Netherlands) is considered to be the country with the most advanced system of “one-stop shops” in the European Union. The best “one-stop shop” in the Kingdom, which operates in the municipality of The Hague, is known primarily for the arrangement of the premises and the way work with clients is organized. The municipality’s office contains the main “service department” (office for citizens), which serves as the first level against the background of the general network of service departments. The second level includes offices located in different city districts. Some services are authorized to be provided only within the central office, for example, migration issues and others. Citizens can visit the institutions within five working days. During four of them, work is carried out in the morning, and during another day there is a special schedule when applications are accepted in the evening. The schedules are designed so that there are no coincidences in the work of offices located in different city districts (Тимошук, 2012).

Thus, the majority of services in the Netherlands are provided at the municipal level. In these establishments (“service universes”), all information regarding administrative services can be obtained, applications for any service provided by the local government can be submitted, or specific certificates can be obtained. Furthermore, the actual result, namely the administrative service, is also obtained here. Such service provision institutions have numerous positive aspects. Firstly, there is convenience for individuals and savings in their time and health, as citizens can address multiple issues in one place and practically at any time, whereas in most organizations, there are specific days and hours for appointments. Additionally, this eliminates direct contact with decision-makers, thereby eliminating opportunities for corrupt behavior and creating conducive conditions for the productive work of officials – without being distracted by communication with clients.

**Discussion.** Taking into account international experience, the following list of recommendations regarding the organization of the system of providing administrative services in Ukraine may be useful:

- legislative and informational – approximation to the main principles of providing administrative services of the global society and improving the work of the Unified State Portal of Administrative Services;
- office and human resources – introduction of a sufficient number of centers for the provision of administrative services, which are maximally oriented to service consumers; development of a work schedule convenient for the population; introduction of mobile centers for the provision of administrative services with the aim of comprehensively making them available to clients. It is also worth paying attention to the careful selection of personnel for administrative service centers, their encouragement with rewards, salary increases, and continuous improvement of the qualifications of employees; establishment of cooperation between public authorities, centers

for the provision of administrative services and consumers of services in order to exercise public control over the improvement of the quality of the provision of administrative services.

In conclusion, we would like to note that the international experience of the leading states regarding the issues of reforming the public sector (Germany, Poland, the Netherlands, Great Britain, Canada, the USA) can be one of the main factors in improving the quality of administrative services in Ukraine. In the world experience of organizing the provision of administrative services, there is a need to develop a coherent approach to the concept, features, principles and methods of providing administrative services. In the international space, legislative acts were adopted, which will then be mandatory for implementation by the states of the international community, including Ukraine. Considering the experience of the world states, we will single out significant trends in the organization of administrative services:

- renewal of centralized state bodies, which are engaged in the regulation of relations in the sector of the provision of administrative services;
- raising the prestige of the civil servant in the community and increasing his legal status;
- delegation of the organization of administrative services to local authorities (decentralization);
- application of the latest information technologies in the process of organizing the provision of administrative services, including in electronic format;
- introduction of market procedures and principles in the sector of administrative services provision and delegation of part of the provision of services to the private sector;
- joining the mechanism of organizing the provision of administrative services of public associations and using public control over the quality of service provision.

**Conclusion.** Having studied the international experience of organizing the provision of administrative services, we recommend focusing on the achievements of certain countries, namely Germany and Poland. Their experience in the development of administrative service delivery procedures demonstrates that the distancing of government bodies, particularly local self-government bodies, from the direct service provision process is quite effective and feasible. In this case, government bodies are only responsible for control and supervision functions, allowing them to undertake more significant tasks. The implementation of a quality management system in government bodies has enabled both individuals and legal entities to receive services at an appropriate level. During the selection of personnel responsible for providing services to the population, personal qualities are also taken into account in addition to professional qualities, as direct interaction with clients means that the human factor influences service delivery.

On the other hand, some caution should be exercised regarding the application of international experience in organizing the provision of administrative services. It is unacceptable to simply replicate the experience of leading countries in the procedure of organizing the provision of administrative services, disregarding the national character, mentality, cultural, and political achievements of Ukraine. The strategy for providing administrative services should not be based on slogans and decisions of public authorities of a populist nature. It is necessary to consider the positive developments of international experience in organizing the provision of administrative services and utilize them in domestic practice of providing such services.

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