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## **PUBLIC ADMINISTRATION IN UKRAINE: MOVING FROM PAST TO FUTURE**

One of the most important directions of state-building in Ukraine now is deep reformation of public administration system. But before beginning this reformation, it is necessary to define modern features of this system and those challenges it has to react to. In the article the main stages of state-building in Ukraine in the period of independence, since 1991, and public administration system reformation in the context of these stages are defined. Modern challenges for public administration in Ukraine, which influence process of its reformation, are considered. On the basis of it the possible further directions of public administration reformation and improvement in Ukraine are suggested. In conclusions the contours of a new paradigm of administrative activity in Ukraine adequate to the general tendencies of development are defined.

**Key words:** Ukraine, public administration, state-building, reformation.

**Introduction.** Public administration system reformation which was carrying out in Ukraine has dual and inconsistent character. The duality and discrepancy of Ukrainian of public administration reform comes up from an objective contradiction which consists of two historical imperatives of development, which are hard-compatible. On the one hand, it is the need for carrying out liberal reforms which release social energy, an initiative and enterprise of the main social subjects of social development, on the another hand, it is the importance of centralization, preservation of the “strong state” capable to realize these reforms to keep a public order and social stability in socially stratified society. **БЪ**

Meanwhile, formation of Ukraine as a European state causes requirement to continue to carry out a set of reforms, including those in the sphere of public administration. Low level of effective management of social and economic processes, unsatisfactory quality of administrative services, inefficient use of funds of taxpayers, low level of trust of population to public authority bodies are those factors that determined the need for improvement of system of public management in Ukraine [8].

Carrying out reforms of system of public administration it is necessary to consider both external and internal factors. In recent years development of Ukrainian state and society was under the influence of the set of factors which had global, international, as well as internal character. An important role was played here by a world economic crisis and global instability in general. Until that time, different internal processes had developed in Ukraine, many of which became serious challenges to system of public administration and did not promote the development of society. Social, political, economic challenges Ukrainian state

faces nowadays, are substantially characteristic also for many other countries of the world [10]. Therefore it is necessary to carry out the search of adequate reactions to them taking into account global world tendencies. At the same time many problems are caused by features of historical development of Ukraine, specific features of processes in the society, inefficiency of public administration and its inability to solve the existing contradictions between means, methods and resources of management.

**Main stages of state-building process.** Nowadays features of Ukrainian system of public administration in many aspects are connected with the process of state-building in Ukraine at the time of independence in which it is conditionally possible to divide into five main stages.

The first stage (early-mid 1990s) is connected with attempts to create a new public administration system in Ukraine on “the Soviet ground” which could correspond to new democratic and market social relations. This stage was characterized by the weakening of the centralized influences of government, by a decrease in role of the government concerning regulation of economy and social spheres, by liberalization of social, economical and political relations. The main directions of public management system modernization taken place at this stage were political decentralization, small and middle-scale privatization [3].

The second stage (the mid 1990s – mid 2000s) is connected with adoption of the Constitution of Ukraine and formation of qualitatively new system of public administration different from the Soviet one. This stage was marked, except strengthening of public administration centralization, by a union of business and authority, and thus by weak state regulation of economic and social life of society. Big privatizations of strategic branches of economy, creation of the centralized system of the government were the main directions of public administration system reformation during this period [2].

The third stage (2005 – early 2010s) is connected with events of “Orange Revolution” and attempts of the new authority to build the government system following the best world examples. This stage was characterized by a tendency to overcome the centralization and to strengthen the democratization of public administration; to reduce the powers of the President of Ukraine and, accordingly, to increase the role of the Parliament; to strengthen the role of local governments, and to carry out the reform of public service [7]. But most of the proclaimed reforms due to the lack of political will and a big number of political conflicts actually failed. Therefore it is possible to call this stage “the stage of lost hopes and opportunities”.

The fourth stage (2010 – the beginning of 2014) is connected with coming to power of President Viktor Yanukovich and strengthening of the state regulation of all areas of political, social and economic life, development of the new legislation in the sphere of functioning of public service, reforming of an executive and judicial branch of power. Meanwhile, together with initial strengthening of political and economic stability which passed the test in conditions of global crisis, there were serious administrative barriers to further development of society. At this stage certain “overheat” of public administration of a large amount of administrative functions and tasks put on it took place. Governmental bodies grew and extended considerably. Tendencies of alienation of authority from civil society, growth of mistrust of different social groups to each other, weakening of the solidarity and partner principles of social life amplified. Negative economic processes, recession of economy began.

The fifth stage (since February, 2014) is connected with “Revolution of dignity” which led to a change of state authority, revival of a course on euro-integration and reforms of all areas of public life connected with it.

This periodization gives very schematic idea of concrete reforms which were carried out during these years what is in many aspects caused by real discrepancy and inconsistency of the carried-out reforms. It displays rather total results of transformations than the declared purposes and tasks solved during this period. But it is important that the presented periodization, in my opinion, displays a certain essence of public administration reorganization occurred during this part of history of modern Ukraine.

**Actual challenges.** In general, reforms of public administration system and directions of its modernization were not unique and exclusive, typical only for Ukraine. They reflected in many respects the general tendencies of reformation, characteristic of the former Communist bloc, carried out along with change of political systems, economic model and demanded creation, strengthening, and increase of performance of a new public administration system [4].

Therefore it is possible to refer the following complex of political, social, economic and cultural risks of modern development to the most actual challenges the state faces as the subject of public administration:

*Consequences of world financial and economic crisis.*

As a financial and economic crisis has cyclic character (crisis of 2007 was preceded by crises in 1990s, 1980s, 1970s and other), certain actions and mechanisms to overcome the crises for different countries, ways of minimization of the destructive for society consequences were taken in recent years. However, the last financial and economic crisis that began in 2007 in the USA has no analogs in the past. It represents a new type of a social and economic shock when the collapse of real sector of economic activity is connected with inflating of “soap bubbles” of financial market, creation of virtual financial pyramids which can collapse at any time.

Recipes of real recovery from the crisis, which dragged on for years, have not yet been found by the world commonwealth. This fact requires to search for own actions to modernize the economy and public administration system, the creation of a system of reliable shock-absorbers and stabilizers of firmness of financial and economic sectors development at the level of each country.

*Socio-political instability.*

Within the last few years there takes place a growth of protest activity of the population in different countries of the world, not only in Ukraine. It has already led to several revolutions and overthrows of the existing political regimes in Egypt, Tunisia, Libya, mass protests in Turkey and so on. To replace the national liberation movement, characteristic for the 20th century against a preponderance of multinational corporations, colonial and post-colonial dependence came new forms of struggle of different groups and segments of the population for their rights. Owing to backwardness of socio-political mechanisms of legitimate expression of the interests and implementation of legitimate rights, quite often these forms of manifestation of protest moods have extreme character, and are beyond the legislative regulation.

Among the threats to social and political stability there can be named also so-called terrorist networks, radical religious groups that destabilize a political situation, and provoke citizens to armed struggle. A lot of states that faced such

challenges appeared not to be ready for such succession of events and could not find adequate answers to them. For this reason an important task of reforming of public administration is to create the necessary mechanisms of support of socio-political stability in the face of rising social tension and conflicts typical for modern society.

*Deficiency of resources and capitals, and strengthening of fight for their possession. "Effect of transit economy".*

In recent years the tendency of further aggravation of struggle for resources and capitals is observed. Feature of modern world development is global repartition of resources between different states, in advantage of economically and technologically mightier countries, between the state and corporate business, and between different business structures which represent national and transnational capital. Special value in modern conditions has not material and natural, but human and technological resources which allow realizing more fully and effectively general potential of development. For the countries with the developed financial and economic system an expansion of capitals and formation of part of economy outside national borders by use of natural and human resources of other states is characteristic. For countries with less developed political, economic and social conditions, and also for countries with mainly raw economy which depend on foreign investors, there is typical not only "escape" of capital, but also "escape" of well trained and highly professional experts abroad or to multinational companies.

The special alarm is caused by the fact that the considerable part of natural, material and human resources which are in the territory of the state, thanks to offshore schemes of business, escape of human resources and capital, starts working for other countries development. Such situation leads to insufficient funding of national economy and social sphere of technologically backward state and constitutes serious danger for its further social and economic development.

There is an effect of "transit economy": countries which are in a transformational state without financially constant economy are being built in technological chains of global financial and economic system put themselves at risk to struggle from eternal lag from the most developed countries and to become their raw appendage. The main zones of development and a point of growing volume of settling abroad "transit economy" are doomed to social and economic lag and the catching-up development. In this regard special relevance for Ukraine is to find the way of the modern industrial policy development based on innovations and financial and economic strategy of development, what would allow to break a situation and to achieve leader positions in a certain sphere of world division of labor.

*Technological lag, degradation of science.*

Despite of recognized achievements of our country in branch of fundamental sciences the technological complex that has to materialize unique knowledge in new types of production still remains a weak link of domestic production [5]. Technological lag interferes in an entry of domestic industrial and agricultural production into the domestic and world market. Loss of consumer properties by domestic industrial goods and services shows weakness of the state incapable in modern conditions to solve urgent tasks the country faces, to align interests of science, industry, business, and society.

Meanwhile, around the world modern technologies and innovations are the engine of social and economic development, as they allow for countries to come

to the new qualitative level of social and technical progress. Technological lag of Ukraine from world leaders is not large, but also continues increasing constantly, removing the country to the periphery of world development.

Thus the scenarios connected with deficiency of the modern scientific and technical shots capable to operate with scientific and practical information on related fundamental and applied subjects continue to develop. The problem of synthesis of qualitatively other knowledge becomes more crucial.

The special alarm is caused by a situation both with higher school with its orientation to education commercialization, and the secondary education system that is based on knowledge of ready answers for passing evaluation tests rather than ability of independent solution of tasks and problems on the basis of high-quality general grounding. All this can lead to further lag of Ukraine in formation and implementation of human potential, which becomes a key factor of social, economic, scientific and technical development of any country nowadays. In this context reforming of public administration provides development of adequate modern policy in the sphere of science and education, and development of innovations.

*Depopulation, migration growth.*

Important indicators of social health of society, vital forces of the nation and the state are the level of birth rate and mortality, demographic characteristics of the population, a spiritual condition of society. The last decades in Ukraine are characterized by systematic reduction of absolute population [11]. And it occurs not only in Ukraine, but also in many other European countries. Now depopulation is observed in the majority of the developed countries of the world and the CIS countries. According to experts of the UN, this tendency will capture all developed countries of the world except the USA.

The economic crisis, ecological situation, social tension, uncertainty in tomorrow, “alcoholization” and drug addiction of society became major factors of depopulation. Meanwhile, depopulation changes not only population, but also demographic structure of society.

The majority of the developed European countries are compelled to compensate recession of the population by an increase in rates of immigration. Such policy leads to change of national structure of the population, destruction of identity and consciousness of indigenous people, loss of national traditions. Strengthening of influence of other cultural traditions undermines already formed socialization grounds, introduces new elements in development of the family and family relations which often do not pass test from time to time and collapse.

Depopulation can also lead to disorder of pension system that, in turn, will create different political and economic issues. Deficiency of manpower causes growth of tax burden on working persons that is negatively reflected in strengthening of the general potential of social and economic development of society [1]. For this reason an important task of reforming of public administration is search for adequate responses to threat of demographic crisis, ways of preservation and enhancement of vital force and social energy of Ukrainian nation.

*Ideological and spiritual vacuum, commercialization of culture and “erosion” of moral bases of life.*

A special threat to national security, to its stable and forward development is presented by indistinct social, spiritual, moral ancestors of activity of society

which split it into parts, the numerous political and socio-cultural conflicts, growth of extremism, nationalism, social apathy, alcoholism and drug addiction generate.

At the same time, despite of all importance of cultural development in general and national culture in particular, today it is observed an active process of its commercialization as well as active gradual degradation. Due to the lack of financing some cultural objects completely disappeared; access to many cultural values becomes inaccessible for people with the low income. Instead of cultural education, formation of high internal culture of people the mission of many public institutions of the sphere of culture and art was reduced to function of providing paid cultural services. All this undermines humanistic spirit of Ukrainian culture, washes away its spiritual and moral bases, and undermines the socio-cultural capacity of society [9].

That's why formation of the updated, modern model of culture and development of national infrastructure of the cultural industries has to become one of priorities of cultural policy. It needs development and realization of a complex of actions which are aimed at providing of the state's support of Ukrainian producers of cultural goods and services.

*Corruption growth, lack of mechanisms of public control of activity of authority structures.*

Growth of scales of corruption became a serious threat of existence of Ukrainian state as an effective tool for the solution of social and economic problems of social development. Corruption is the illegal activity of the official, directed on satisfaction of personal interests which does harm to the state, society, and people. Harm of corruption acts leads, first of all, to decrease in efficiency of state as political structure.

In 2018 Ukraine took the 120th position in the ranking of the international organization "Transparency International" [12]. And this year the situation did not improve significantly. At the same time tools and mechanisms of social control over corrupt officials actually do not operate, that puts a solution of the problem of fight against corruption in the sphere of creation of new effective institutes of public and state control.

*Environmental, technogenic and natural disasters.*

Natural and technogenic disasters create a serious danger connected with complication of equipment, value growth of "a human factor", and in conditions of modern Ukraine with wear of the equipment and gradual aging of strong scientific and technological base which Ukraine got in inheritance from the USSR. According to "Swiss Re", one of the biggest insurance companies in the world, the economic loss of the countries of the world from technogenic accidents and natural cataclysms in 2012 was 186 billion dollars [6]. Today it becomes obvious that any country will not be able to protect itself of this threat separately. Big technogenic accidents (in particular in Chernobyl NPP) and natural disasters (floods in Carpathians and droughts in the southern areas of Ukraine) showed importance of interstate cooperation of efforts and development of the international cooperation in the sphere of overcoming of threats and minimization of scales of their consequences.

Thus, the complex of social and economic, socio-political, welfare conditions and features of a current state of different areas of public life which threaten sustainable and dynamic development of the country can be defined as serious

calls to modern system of public administration. Among them are: the imperfect structure of economy focused on export of raw materials and products of low level of processing, but not products of high level of processing, innovations, technologies etc; corruption in authority bodies at all levels; degradation of science and education; technological backwardness; ideological and spiritual vacuum, disintegration of moral and social bases of activity of society, loss of social and cultural identity; growth of threat of technogenic and natural accidents.

These problems of global, national and regional development will be crucial for a long time and it causes the need for development of the relevant activities from public administration bodies concerning their localization, blocking, and fast decisions.

**Reformation Directions.** Determination of features of public management in Ukraine and challenges which it faces, gives the grounds to offer the following main directions of public administration reformation:

1. Ensuring social efficiency, social productivity and social justice. Creation of the real social state capable to realize the declared rights of citizens for worthy life has to become the main goal of public administration reformation.

The new public administration system has to meet criteria of social efficiency and productivity. Reformation of administrative activity and the whole system of public administration has to be focused on social values realization, achievement of social effects capable to make life of every person worthy and free, and human relations – more fair and equal.

Among the main social effects urged to bring public administration system to the new level of efficiency, the principal value gets the problem of social trust increase, formation and strengthening of social partnership and cooperation, rise of level of civil liability and social responsibility. Among the main criteria of public management system reformation there are first of all such aspects of social efficiency of administrative activity as social capital and human potential development which are shown in realization of the available development opportunities, prevention of critical social conflicts, overcoming the critical values of indicators of a social order disintegration.

2. Maintenance of equilibrium balance of interests and dialogue between different social groups. This direction is a logical continuation of the previous one and is connected with a problem of ensuring social efficiency. The state, carrying out this mission, has to play a role of the arbitrator between different social groups, removing acuteness of the social conflicts between them, creating conditions for development of social mechanisms of self-organization and a social order on the basis of selection and articulation of common interests and social aspirations. Social split not only causes instability in society, but also blocks operation of motivational mechanisms that becomes the main obstacle to mobilization of potential opportunities which are contained in the social capital.

Formation of a strong and effective public administration system is impossible without social consolidation of society, expansions of public support of Ukrainian authority's goals and actions. Aspiration to strengthen the state, to make authority strong, relying only on consolidation of ruling elite and big corporate capital, without widely attraction of institutes of civil society and local self-government to public administration is unproductive and doomed to failure.

3. Multivector of public sector democratization. It has to be shown in:

- carrying out wide consultations with citizens by means of sociological polls;
- increasing the public sector openness, the possibility to ensure the citizens access to materials and processes of authorities' work;
- increasing some officials' openness, in particular, through maintaining the personal page in social networks, and support of the continuous dialogue with the public;
- providing the public institutes' accountability to citizens, carrying out regular and open public reports on results of their activity.

In other words, an important condition of effective work of public authorities is publicity, obligation of justification of made decisions, ensuring realization of citizens' right for explanation of these decisions, strengthening the responsibility for providing of wrong or unreliable information, and also expansion of advisory and information-analytical work with non-governmental organizations and citizens.

4. Services quality improvement and the mechanism of control over them. Recently, based on widespread model of "new public management", the slogan of "creation of the structures focused on consumers" became popular. Behind it there are attempts by different institutions' authorities to put service of interests and satisfaction of citizens' needs of in the center of state activity. Meanwhile, these attempts encounter serious resistance at the local level that actualizes a problem of the public involvement into the process of services provision assessment. Only thus it is possible to turn the relations "applicant of services - service provider" into the situation "customer - service provider". Therefore, services quality improvement provided by public authorities, needs reorientation from development of the state control institutions to development of public control system.

5. Provision of a strategic orientation of all administrative processes. The program-strategic component, which has to become a unifying core of joint activity of all subjects of public administration in Ukraine, has to play an important role in formation and strengthening of Ukrainian statehood. For this reason it is extremely important for Ukraine to revive the strategic function of the state, to define specific goals and tasks of development as well as features of participation in this strategy of all stakeholders: public authorities, business, public. Such strategy has to be clear and available to all, as well as mechanisms of responsibility for its non-performance.

In this regard realization of "technology of innovative break" which demands development and adoption of nonconventional, essentially new decisions has to become an important strategic mission of public administration. This technology can become a substantial basis for society modernization, change of strategic objectives of development, reorganization of governmental administrative institutions.

6. Introduction of new information technologies. If ten years ago the task concerning the saturation of public bodies with information and computer equipment was solved, today the emphasis is made on increase of return from investments into information technologies which are connected with a process of improvement of organizational structures and authorities' activity (development of information networks which connect government bodies with citizens and facilitate access for citizens to information databanks etc).



Wide use of modern information and telecommunication technologies on the basis of formation of national networks which unite local networks of regions, ministries, departments, agencies; use of the international standards of application of information technologies; creations of the special centers responsible for introduction and development of modern information technologies in governmental bodies' activity - all this has to become the important direction of public administration reformation in Ukraine.

**Conclusions.** For Ukraine now it is very important to ensure the flexibility of public administration system, to provide its adaptation to changes of external conditions, dynamics of society development and people needs. It is worth taking into consideration that in modern conditions of Ukraine formation as a strong, capable democratic state stability of society and a sustainable economy development is impossible without broad support of citizens, their social consolidation. Therefore the concept of public administration system reformation has to provide turn of its activity towards satisfaction of the citizens' inquiries and interests, providing the common decision of urgent problems. It means a transition to a model of so-called "sensitive bureaucracy", creation of mechanisms of civil society influence on the authorities' decisions. Besides, such instruments of public administration as carrying out sociological polls concerning adoption of some decisions, ensuring access of citizens to governmental bodies' information, transparency of authorities' activity, ensuring public control and accountability of officials to the public, uses of new information technologies are also crucial.

Therefore, contours of a new paradigm of administrative activity in Ukraine adequate to the general tendencies of development of a civilization in the 21st century must be based on the new principles and values which are adequate to information society development and new calls of globalization, considering the leading foreign experience and domestic features. They have to rely on continuous growth of trust, public consent, civil participation, social partnership of all subjects of administrative activity and represent an alloy, on the one hand, of traditional values of stability, social justice, equality, responsibility, spirituality, patriotism, and, on the other hand, modern values of innovative modernization break, competitiveness, the person's rights and freedoms, self-development, creativity, and self-realization. In other case it is possible to expect growth of confrontation and strengthening of social tension in society, social degradation and disorder of social communications. It becomes obvious that in the center of all public changes in the 21st century a creative, free and independent person who, at last, must have considerable opportunities for his/her spiritual and intellectual potential realization is placed.

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### ПУБЛІЧНЕ УПРАВЛІННЯ В УКРАЇНІ: РУХ З МИНУЛОГО У МАЙБУТНЄ

Одним з найважливіших напрямів державотворення в Україні є докорінне реформування системи публічного управління. Але перед початком цього реформування необхідно визначити сучасні риси цієї системи і ті виклики, на які вона повинна реагувати. Слід враховувати також, що реформування публічного управління в Україні відбувається під впливом двох децю протилежних тенденцій: з одного боку, це необхідність проведення ліберальних реформ, які вивільняють соціальну енергію та ініціативу основних акторів суспільного розвитку, з іншого боку, це важливість збереження "сильної держави", здатної реалізувати ці реформи для збереження громадського порядку та соціальної стабільності, особливо зараз в умовах російської агресії.

У статті визначено основні етапи державотворення в Україні в період незалежності, починаючи з 1991 р., та реформування системи державного управління в контексті цих етапів. Розглянуто сучасні виклики для державного управління в Україні, які впливають на процес його реформування. На його основі запропоновано можливі подальші напрями реформування та вдосконалення державного управління в Україні. У висновках визначено контури нової парадигми адміністративної діяльності в Україні, адекватні загальним тенденціям розвитку.

**Ключові слова:** Україна, публічне управління, державне будівництво, реформування.

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