

## THEORY AND CONTENTS OF PUBLIC ADMINISTRATION

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### CRITERIA FOR MONITORING AND ASSESSING THE QUALITY OF ADMINISTRATIVE SERVICES (USING THE EXAMPLE OF THE CENTER FOR PROVIDING ADMINISTRATIVE SERVICES OF THE IRPIN CITY COUNCIL)

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**Abstract.** The article considers approaches to assessing the quality of administrative services provided by the Center for Providing Administrative Services of the Irpin City Council, and also analyzes the criteria that can be used for their monitoring. In modern conditions, ensuring citizens' access to quality services is an important task of public administration bodies, which has a decisive impact on the development of a democratic society and citizens' trust in government bodies. Assessing the quality of administrative services is a key tool for identifying strengths and weaknesses in the provision of services, ensuring their accessibility and efficiency, as well as for developing recommendations for further improvement. Current approaches to monitoring the quality of administrative services are analyzed, citing specific criteria such as speed of service, accessibility, level of citizen satisfaction, staff qualifications, technical equipment of the center and transparency of the services provided. Based on the analysis of the performance indicators of the Center for Providing Administrative Services of the Irpin City Council, a comparative review with other similar institutions was carried out, which allows identifying specific aspects that require improvement. The role of digital technologies in ensuring the accessibility of administrative services and automating processes, which contributes to reducing bureaucratic barriers and increasing the efficiency of service, is highlighted. Special attention is paid to the development of a methodological framework for assessing the quality of service in the Centers, in particular, determining the requirements for collecting and analyzing feedback data from citizens, which helps to systematically monitor user satisfaction and respond to their needs. A comprehensive system of criteria is proposed that can be used by other Centers for the provision of administrative services in Ukraine to improve the quality of administrative services. The recommendations can be adapted for regional and national centers for the provision of public services, contributing to the improvement of the administrative service system and increasing the level of citizen satisfaction with the services of state institutions.

**Key words:** administrative services, territorial communities, monitoring and evaluation, Center for the provision of administrative services, public administration.

**Introduction.** In the course of decentralization, a significant part of the responsibility for the creation of high-quality Centers for the provision of administrative services falls on local governments. One of the key priorities of this process is the development and improvement of the system for the provision of administrative services, as well as the formation of an optimal network of Centers. Recently, the situation with the provision of administrative services in Ukraine has been gradually improving due to the transfer of a significant amount of authority to local governments. This contributes to the creation of comfortable premises and appropriate infrastructure, in particular in territorial communities, which allows bringing services closer to citizens.

The success of this process largely depends on the vision and active participation of the leadership of local governments. Important aspects are the development of unified approaches and standards for

the creation of ASCs, such as a wide range of services, accessibility, high quality of service, approval of necessary documents, training of qualified personnel and ensuring the opening of territorial units and remote workplaces.

The provision of administrative services has become one of the priority areas of work of local governments. The creation of ASCs has had a positive impact on the quality of services, especially at the level of territorial communities. Today, there are examples of successfully functioning ASCs, both in large cities and in territorial communities. One such example is the ASC of the Irpin City Council. At the same time, many local governments still need to improve this work.

To assess the quality of services and the effectiveness of ASC activities, it is important to regularly conduct evaluations and self-assessments, involving public organizations, activists, representatives of authorities at various levels and independent experts in this process. Such an approach will help to obtain objective information about the level of services, which will become the basis for making management decisions aimed at improving their quality and meeting the needs of citizens.

**Main text.** Administrative services are public services provided by executive authorities, local governments and other entities with relevant powers and directly related to the implementation of government functions. The reform of the system of administrative service provision aims to achieve results that would be recognized by the public, which will contribute to increasing trust in government. According to international practices, an important step in improving the quality of services provided by state executive authorities and local self-government bodies is the development and implementation of standards and processes aimed at creating effective quality management systems. Modern approaches to public administration are focused on forming a flexible and effective system that meets market requirements and is focused on citizens as the main consumers of services.

The implementation of public administration reforms requires increasing the productivity of executive authorities and local self-government bodies, ensuring the quality of state functions, including the provision of administrative services. The priority is the introduction of standards for assessing the quality of administrative services provided to citizens.

Over the past ten years, Ukraine has made significant progress in the development of Administrative Service Centers and the introduction of digital tools for citizens' interaction with state institutions and local governments. These changes are taking place in the context of the global digitalization of public services, which contributes to reducing corruption, improving transparency, and increasing the convenience of access to public services. However, despite positive changes, Ukraine faces a number of challenges that complicate the improvement of the quality of administrative services, which leads to citizen dissatisfaction, delays in the provision of services, and the emergence of significant administrative barriers. According to the results of a study by the United Nations Development Program in Ukraine, only 55% of citizens are satisfied with the quality of administrative services, while in EU countries this figure exceeds 80%. According to the Cabinet of Ministers of Ukraine, the introduction of electronic document management has reduced the time for processing citizens' requests by 30%, which demonstrates the potential of digital solutions to increase efficiency (Bondar, 2023). Based on these data, it can be assumed that the integration of modern electronic platforms into the process of providing administrative services will increase the efficiency of interaction between citizens and state bodies and local authorities, reduce bureaucratic barriers, and improve the level of citizens' satisfaction with the services received.

In 2023, the Center for Providing Administrative Services of the Irpin City Council was visited by more than 150 thousand people. 36,527 administrative services were provided by ASC specialists; 28 thousand appeals from citizens were registered; more than 39 thousand people received consultations. Among the most popular administrative services: registration of real estate in the State Register of Property Rights; processing of citizens' appeals; registration and deregistration of the place of residence (Center, 2023; Report of the Chairman, 2023).

Despite the wide range of administrative services and their demand (as evidenced by the statistics of attendance at the ASN of the Irpin City Council), the ASN lacks a transparent system for monitoring the quality of administrative services.

In accordance with the Procedure for Monitoring the Quality of Administrative Services and Publishing Information on the Results of Monitoring the Quality of Administrative Services, approved by the Resolution of the Cabinet of Ministers of Ukraine dated August 11, 2021 No. 864, the main objectives of monitoring are to determine:

- the level of readiness of online and offline front offices to serve applicants;
- administrative services that require optimization;
- the state of compliance with procedures when providing administrative services;
- the level of satisfaction of citizens with the quality of services received (Issues of Monitoring Organization, 2021).

Among the key achievements, it is worth highlighting:

- creation of an extensive network of ASNs, in particular by replacing ASNs of district administrations with ASNs of local self-government bodies and effective distribution of state subventions for their development;
- consistent implementation of integration of administrative services of a social nature into the work of ASNs;
- improvement of software for maintaining registers of territorial communities by local self-government bodies;
- increase in the number of ASNs offering passport services, etc.

Among the main challenges and tasks that require attention:

- ensuring effective integration of administrative services into ASNs;
- coordination of new priorities for the development and restoration of the ASN network;
- guaranteeing the financial stability of the functioning and modernization of ASNs;
- full transition to the notified principle of declaring/registering the place of residence;
- return and joint use of previous and new equipment for issuing driver's licenses and registering vehicles, which will significantly increase the availability of equipment;
- increasing access to the profession of state registrar through the publication of test questions and regular testing of candidates;
- integration of certain tax services and services of the Pension Fund of Ukraine into the ASN;
- more effective use of various forms of mobile services.

We also note that we support the European principle of subsidiarity, according to which issues that can be effectively resolved locally should be within the competence of local authorities. Local governments in Ukraine have already proven their ability to provide citizens with high-quality administrative services, therefore the strategic direction of state policy should remain the delegation of basic administrative services to their competence (White Book, 2024).

The quality of administrative services can be assessed using methods used in the field of quality management. One of the most common methods is the management by objectives method, which involves assessing the goals achieved by a state body or civil servant, as defined in the quality policy. This approach includes constant monitoring and analysis of both quantitative and qualitative indicators of the implementation of the quality policy, as well as corrective and preventive measures to improve functioning and the formation of new goals based on the collected data.

The formation of a quality management system requires significant efforts from employees of executive bodies, but achieving results becomes easier if their goals are clearly defined. It is worth noting that this is not about creating a new quality management system, but about improving the existing system, focused on the quality of services and consistent with international standards.

The basis for the methodology for the quality provision of administrative services is the quality management system according to the DSTU ISO 9001:2015 standard, the main principles of which include customer orientation, leadership, staff involvement, a process approach, continuous improvement, data-based decision-making and relationship management. A process approach, based on understanding and managing interconnected processes, increases the effectiveness of the organization in achieving its goals, allowing for better control of the relationships between processes, which contributes to increased performance.

The process approach includes establishing procedures and their relationship, managing them to achieve planned results in accordance with the quality policy and strategic goals of the organization. This allows you to systematically meet requirements, evaluate processes in terms of creating added value, ensure efficiency, and improve processes based on the assessment of information and data. After determining the list of services and their consumers, it is necessary to establish appropriate quality criteria and service features for each service.

The provision of administrative services must be carried out in accordance with established standards enshrined in the regulatory and legal framework. These standards usually have a typical structure, which includes: general provisions; list of service recipients; list of required documents; description of stages of service provision; requirements for deadlines; grounds for refusal; description of expected result; information on payment or free of charge; requirements for performers; conditions for the place of service provision; work schedule; requirements for information support.

To determine the effectiveness of services, it is advisable to refer to the provisions of the Concept of Development of the System for Providing Administrative Services by Executive Authorities, which specifies the evaluation criteria. These criteria are aimed at improving the quality of services and include:

- territorial accessibility for consumers;
- convenient transport connections and signs;
- easy access to forms, in particular via the website;
- the ability to receive services in electronic format;
- organization of work on the principle of a “single window”;
- establishment of a convenient work schedule;
- simplified payment system;
- open access to all necessary information on service provision procedures;
- provision of high-quality consultations by specialists.

These standards and criteria contribute to improving the process of providing administrative services and increase their convenience and accessibility for citizens.

Creating comfortable conditions in the premises for consumers and compliance with ethical standards by performers are key aspects of the quality of administrative services. Another important criterion is the minimum cost of services, which should not exceed the real costs necessary to perform all procedural actions and should remain the same regardless of the place of service provision.

Compliance with these criteria is the key to the effective work of entities providing administrative services, as well as a guarantee of protecting the rights, freedoms and meeting the needs of consumers. Assessing the effectiveness of such services involves the analysis of:

- basic parameters of accessibility, organization and comfort of receiving services;
- problems that consumers encounter when receiving services;
- the degree of satisfaction with the results;
- financial costs of the consumer, including additional costs (for example, for copies or forms);
- discrepancies between regulatory and actual time costs.

For a comprehensive analysis of the operation of the service provision system, it is important to take into account internal and external factors, which are divided into objective and subjective. These include material and technical support, qualifications of performers, organization of work according to the principle of "single window", the degree of consumer satisfaction, the level of awareness, methodological support, as well as socio-economic conditions in the country.

A key aspect of the assessment is to take into account the opinions of consumers, since it is their needs that determine the need for the existence of services. Conducting sociological surveys, interviews with performers, analysis of documents, instructions and resource provision contribute to an objective assessment of service delivery mechanisms.

In addition, public monitoring plays an important role in improving the system. Without active participation of citizens and transparency on the part of local governments, which are gradually gaining more powers, improving the quality of administrative services is impossible.

Reforming the mechanism for providing administrative services requires fundamental changes aimed at increasing efficiency, transparency, accessibility and convenience for citizens. At the same time, it is important to rethink the relationship between local governments and the population, focusing on the interests of society and using modern communication technologies.

Public participation in the process of making administrative decisions can be implemented through advisory and consultative bodies, in particular public councils under public administration bodies, as well as through public expertise. The implementation of a system for monitoring and evaluating the effectiveness of administrative services creates opportunities for their systematic improvement. The results of such an assessment contribute to the transparency of administrative services and ensuring their accessibility, and also help to make more informed management decisions.

The main goal of public assessment is to improve the mechanism for providing administrative services, which, in turn, contributes to raising the standard of living of the population. In particular, public monitoring should solve the following tasks:

- minimize abuse by officials;
- analyze public opinion on problems in the service provision system;
- conduct an objective study of the work of government bodies, reducing the risk of a subjective approach;
- orient the provision of services to the real needs of citizens.

The results of monitoring are the basis for adjusting the activities of service providers, strategic planning and determining promising development directions. They should be publicly available to the public or individual interested groups of consumers.

Involving citizens in assessing the quality of administrative services yields a number of positive results:

- strengthening the protection of human rights and freedoms;
- improving the quality and efficiency of services;
- reducing the level of corruption;
- strengthening trust in government bodies;
- improving relations between the government and the community;
- forming a positive image of public administration bodies (Gryshchenko & Zamidra, 2024).

Thus, public participation in the assessment becomes an important tool for improving the system of administrative services and strengthening democratic principles in society.

Therefore, the current system for assessing the effectiveness of administrative services requires improvement and improvement of the quality of work of public administration bodies. Administrative services should be provided at a high level regardless of the circumstances, which requires the creation of appropriate conditions. In particular, this includes:

- improving the regulatory framework for the activities of service providers, which will contribute to establishing the dependence of the responsibility of performers on the level of consumer satisfaction and achieving expected results;
- implementing a quality management system in the activities of service providers to optimize the mechanism for their provision and increase the level of satisfaction of citizens' needs;
- improving the skills of performers who are directly involved in the process of providing services, through training programs and other activities;
- involving the public in assessing the effectiveness of the functioning of the mechanism for providing administrative services, creating conditions for public control and ensuring transparency;
- developing cooperation between institutions at the local level, in particular between legal entities and individuals, the business sector, non-governmental organizations and citizens interested in improving the quality of administrative services;
- implementing a people-centered approach to the activities of public administration bodies in order to ensure maximum accessibility and orientation of services to the needs of citizens.

Currently, the system for monitoring the quality of administrative services only takes into account the presence of a mobile ASC in the community, but does not analyze indicators of its performance or other mobile solutions. This makes it difficult to assess their effectiveness and demand depending on the conditions of application, since there is a lack of necessary information to form a general idea of their effectiveness.

After collecting and analyzing monitoring data, it is important to proceed to the creation of methodological recommendations that will help optimize the use of mobile solutions in the provision of administrative services to the population.

An important direction in improving the quality of administrative services is the introduction of digital technologies. In 2024, Ukraine is actively developing e-government platforms, among which the key one is the “Diya” portal, which provides access to more than 70 types of services online (Chernyshova, 2023). Digitalization contributes to a significant reduction in the time of service provision, increased transparency of procedures, and a reduction in the level of bureaucracy.

However, despite the progress achieved, there are problems with access to digital services related to insufficient Internet coverage and among the population with a low level of digital literacy. About 25% of citizens report difficulties in using electronic services due to technical problems or lack of relevant skills, which indicates the need for further investment in digital infrastructure and population training programs (Kalina & Maystrenko, 2023).

Key barriers in the field of administrative services of the Irpin territorial community include:

- limited integration of digital technologies: a significant part of administrative procedures remains paper-based, which creates difficulties for citizens;
- staff qualifications: insufficient professional training of ASC employees often leads to errors, duration of procedures and shortcomings in consulting;
- lack of uniform service standards: different regions and institutions apply different procedures, which complicates citizens' access to services;
- insufficient information support: lack of detailed information about services, their requirements and deadlines complicates the process for users;
- infrastructure problems: inconvenient working hours and insufficient technical support limit the availability of services in the villages of the community.

Digital technologies, such as electronic application systems and data processing automation, have the potential to significantly simplify and speed up administrative procedures (Bortnyk, 2023). The integration of online platforms increases the accessibility of services, the transparency of government activities, and the level of citizens' trust in state and local authorities.

Another important aspect is the possibility of introducing personalized and interactive services for citizens. Using data analysis and artificial intelligence, public authorities can provide individually tailored services and recommendations that meet the needs of each citizen, making the service process more convenient and efficient (Monda, Feola, Parente, Vesci & Botti, 2023).

A separate aspect is data protection and confidentiality in government information systems. Since digital technologies involve the storage and processing of a large amount of personal data, it is important to ensure their reliable protection against unauthorized access and possible abuse. High standards of cybersecurity and encryption are necessary to build citizens' trust in digital administrative services. Thus, the use of digital technologies and e-government significantly improves the quality of administrative service provision, contributing to increased efficiency, accessibility and personalization of services (Fitz-Oliveira & Wasgen, 2023).

In view of the above, based on the experience of the Center for Administrative Services of the Irpin City Council, in modern conditions there is an urgent need to introduce comprehensive measures aimed at improving the quality of administrative services. In particular, it is necessary to:

- develop and implement unified service standards that will ensure the same level of service provision in all regions of the country;
- create effective feedback mechanisms with citizens to collect feedback and suggestions on the quality and efficiency of services;
- use digital technologies and e-government to automate and simplify administrative procedures;
- ensure transparency and openness of the activities of state institutions through public reporting and access to information on the quality of service provision;
- invest in staff training and motivation, as well as develop incentive systems that will encourage the provision of quality services;
- create online consultation and support systems that will enable citizens to receive consultations on administrative services via the Internet using various digital channels, such as real-time chats, e-mail, video conferencing, as well as specialized forums and mobile applications.

These recommendations are aimed at creating an effective, transparent and citizen-oriented system of administrative service provision that meets the modern requirements and expectations of Ukrainian society.

**Conclusion.** Thus, the main problems in the work of ASCs include insufficient funding, lack of unified service standards, uneven infrastructure development, bureaucratic obstacles, low qualifications and insufficient motivation of staff, limited transparency of procedures, lack of effective mechanisms for feedback from citizens, as well as technical problems, in particular, weak integration of digital technologies into traditional processes, which complicates access to services and reduces their quality. To improve the quality of administrative services, it is necessary to introduce uniform service standards that will ensure an equal level of services in all regions, create effective mechanisms for feedback from citizens to take into account their feedback, actively use digital technologies to automate administrative processes, ensure transparency of the activities of state bodies through public reporting and open access to information, and invest in improving the skills and motivation of staff employed in the provision of administrative services.

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