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## **PUBLIC ADMINISTRATION REFORM IN UKRAINE IN THE FACE OF EUROPEAN INTEGRATION**

*The success of Ukraine is key element to the long-term political and economic stability of Europe...<sup>1</sup>*

### **1. INTRODUCTION**

The period of the last twenty five years (between 1991 and now) is crucial for many Eastern European countries in terms of their transition from socialist practices to new standards of governance. Ukraine has managed to form the majority of its public administration bodies and other institutions in subordination to a political government, one that ensures the implementation of EU law and exercises other public and administration functions.

Proper public administration is the basis for economic development and human rights defence. That is why it is urgently needed to take effective measures for public administration development in Ukraine in line with the grounding democratic principles: rule of law, predictability, impartiality and consistency. However, the current public administration in Ukraine does not meet the strategic policy of Ukraine aiming at democracy and European standards of good governance, since it remains inefficient, internally controversial, excessively centralized, cumbersome and detached from the problems of an average citizen. As a result, it has become a hindrance to social, economic and political reforms.

The main reasons for the above include the following:

1) incomplete transformation of the Cabinet of Ministers of Ukraine into a body of political management: unclear separation of policy development functions between two centres: the President and the Government; the government's

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<sup>1</sup> Z. Brzezinski, *The Topic of Ukraine*, (in:) J. Kloczowski, H. Laszkiewicz (eds.), *East-Central Europe in European History. Themes and Debates*, Lublin 2009, p. 53.

limited levers to influence certain central executive authorities; lack of strategic planning in the operation of the Cabinet of Ministers of Ukraine;

2) inefficient organization of operation of ministries: ministers and ministries are overburdened with administrative issues; political and administrative leadership has not yet been fully separated; political and administrative functions in ministries are not separated; excessive organizational dependence of government bodies on ministries;

3) an unpractical system of central executive authorities: unreasonably high number of central executive authorities of the similar status; low level of horizontal coordination between ministries; excessive centralization of executive powers;

4) inefficient organization of public authorities at regional and local levels: inefficient mechanisms of the Government's influence on local state administrations; high level of concentration of public administration powers and functions in the state system;

5) inefficient local self-governments and unpractical administrative and territorial system: financial incapability of the basic local self-government unit in rural areas; lack of a clear division of powers and responsibilities between local self-governance levels, bodies and officials; lack of full-fledged local self-governance in rajons; tangible disproportions in the size of raion territories and the population; disproportions in the development of raions and regions;

6) an inefficient system of the civil and municipal service: high staff turnover and low professional level of the staff; subjectivism in the administration of the civil service; vulnerability of civil servants in the face of political influences; low salaries and lack of labour remuneration transparency;

7) lack of parity principles in the relations between individuals and public administration: improper legal regulation of relations between individuals and public administration; actual prevalence of bureaucrat rights and interests, formalism, bureaucracy, and corruption; improper promulgation of public information and problems of access to information; inefficient procedure set for the appeal of decisions, actions and omissions by the public administration<sup>2</sup>.

The above not only proves that the Ukrainian public administration system needs to be reformed, but also suggests priorities for such a reform.

## **2. CURRENT STATE OF AFFAIRS IN UKRAINIAN PUBLIC ADMINISTRATION**

As prof. V. Averjanov has noted, in the domestic legal doctrine we need to use a definition of administrative law of Ukraine as a system of broad social relations

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<sup>2</sup> *Concept of public administration reform in Ukraine*. Developed by the Centre for Political and Legal Reforms. The draft is as of 23.12.2005, Kyiv 2005, pp. 3–11.

between public administration and the objects of public management, which arise in the sphere of authoritative and administrative activity, rendering of administrative services, with the purpose of public guaranteeing of rights and liberties of the individual and the citizen as well as normal functioning of civil society and the state. This would provide opportunities for applying measures of administrative compulsion against disturbers of regulations<sup>3</sup>. Some Ukrainian scholars (I. Hrycenko, V. Bevzenko, R. Melnyk, A. Pukhtetska etc.) propose including within public administration (as it has no legal definition in current Ukrainian legislation) bodies of executive power, bodies of local self-government, integration of citizens or enterprises during the realization of delegated state functions, and officials of any of the mentioned collective subjects of public administration<sup>4</sup>.

Currently, the system of state bodies of executive power in Ukraine is three-tiered, according to the provisions of the Constitution of Ukraine<sup>5</sup>. This system consists of the Cabinet of Ministers of Ukraine (the highest body in the system of bodies of executive power), ministries and other central bodies of executive power (which represent the central level of the system), as well as local bodies of executive power.

It should be mentioned that the central level of the system of bodies of executive power would face the strongest political influence during all stages of a public administration reform in Ukraine. One of the possible reasons is that the Constitution of Ukraine does not stipulate any suitable list of organizational-legal forms of central bodies of executive power. Instead, it uses the general term of “ministries and other central bodies of executive power”. This formulation leads to problems in the process of organization and functioning of the system of central bodies of executive power<sup>6</sup>.

On the other hand, the system of local self-government in Ukraine includes the following elements: local community; village, settlement, city council; village, township, city mayor; district and regional councils that represent the common interests of territorial communities of villages, cities; executive bodies of village, township, city council; bodies of self-organization of the population<sup>7</sup>. In particular, there are executive public authorities and executive bodies of local self-government in villages, settlements, and towns/cities, within which civil service officials function.

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<sup>3</sup> *Administratyvne pravo Ukrai'ny*, za red. V. Aver'janova, Kyiv 2004, Vol. I, p. 73.

<sup>4</sup> I. Hrycenko, R. Melnyk, A. Pukhtetska, N. Zadyraka, V. Bevzenko, Y. Vashchenko, O. Radyshevska and others, *Zagalne administratyvne pravo*, Kyiv 2015, p. 120.

<sup>5</sup> *Konstytucija Ukrai'ny* vid 28 chervnja 1996 r. № 254k/96-VR, Vidomosti Verhovnoi Rady Ukrai'ny 1996, № 30, p. 141.

<sup>6</sup> Y. Vashchenko *Legal issues of the public administration in Ukraine in the context of constitutional and public administration reforms*, “Jurisprudence” 2014, Vol. 21(4), p. 1188.

<sup>7</sup> *Pro misceve samovrjaduvannja v Ukrai'ni*, zakon Ukrai'ny vid 21 travnja 1997 r. № 280/97-VR, Vidomosti Verhovnoi Rady Ukrai'ny 1997, № 24, p. 170.

Nevertheless, the public administration system of Ukraine does not correspond to the country's needs for comprehensive reforms in various areas of public policy and to its European choice, as well as European standards of good public governance.

At present, the official bodies of Ukraine declare the intention to reform the public administration system and harmonize it with the best modern practices and standards of the EU, making provision for a professional and effective civil service. Recently, some steps pertaining to the issue have been taken, in particular: new Laws of Ukraine were adopted: on Public Service<sup>8</sup>, on Administrative Services<sup>9</sup>, on Access to Public Information<sup>10</sup>, on Central Executive Authorities<sup>11</sup>, on Service in Local Self-government<sup>12</sup>, on Voluntary Unification of Territorial Communities<sup>13</sup>, on the National Anticorruption Bureau of Ukraine<sup>14</sup>, on Prevention of Corruption<sup>15</sup>, but other required regulations are still considered.

However, these efforts made by the President of Ukraine, the Verkhovna Rada of Ukraine and the Cabinet of Ministers of Ukraine have not led to significant improvements yet. Moreover, in some cases and sectors they have even given rise to negative tendencies<sup>16</sup>. In fact, until 2016 public administration reforms had resulted in a reorganization of public authorities and certain reductions in the number of civil servants, and there were no conditions for the building of an oriented public management system. Also, there is no public policies evaluation system inherent to the public administration system; activities of certain ministries, central authorities, particular budget programs are also not evaluated. Thus, citizens do not have an opportunity to obtain comprehensive and trustworthy information on public policies implementation and the use of taxpayers' funds.

It is worth mentioning that Ukraine occupies low positions in global competitiveness rankings related to public governance. According to the Global Competitiveness Index of the World Economic Forum (2016–2017), Ukraine holds general rank 85 out of 138 countries, rank 129 regarding government effectiveness; rank 99 regarding transparency of government policy making, rank 74 regarding the

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<sup>8</sup> Official Journal of Ukraine, 2016, No. 4, art. 43. Even though new legislation on civil service envisages certain improvements, it, unfortunately, contains a series of provisions that do not correspond to the proper European and international standards, SIGMA experts recommendations.

<sup>9</sup> Official Journal of Ukraine, 2013, No. 32, art. 409.

<sup>10</sup> Official Journal of Ukraine, 2011, No. 32, art. 314.

<sup>11</sup> Official Journal of Ukraine, 2011, No. 38, art. 385.

<sup>12</sup> Official Journal of Ukraine, 2001, No. 33, art. 175 (with amendments by 1 of May 2017).

<sup>13</sup> Official Journal of Ukraine, 2015, No. 13, art. 91. Ukraine included the 12 principles of "The Strategy for Innovation and Good Governance at Local Level" in domestic practice on local level.

<sup>14</sup> Official Journal of Ukraine, 2014, No. 47, art. 2051.

<sup>15</sup> Official Journal of Ukraine, 2014, No. 49, art. 2056.

<sup>16</sup> Read more: *Statement of Ukrainian National Platform of Eastern Partnership Civil Society Forum Concerning Reforms of Public Administration in Ukraine*. Prepared by the sub-group «Reforms of public administration and local self-governance», Work group No. 1, Kyiv 2016, p. 1.

burden of government regulation, rank 104 regarding reliability of police services, rank 126 regarding efficiency of the legal framework in challenging regulations<sup>17</sup>. In the World Bank Doing Business 2017 Ukraine does somewhat better – its overall rank in 2017 is 80 compared to 83 in 2016. But there has been significant improvement in the field of starting a business in Ukraine – from 70 in 2015 to 30 in 2016 and 20 in 2017<sup>18</sup>.

### 3. THE EUROPEAN INTEGRATION PROCESS IN UKRAINE: PERSPECTIVES AND CHALLENGES FOR PUBLIC ADMINISTRATION

From the Ukrainian point of view, the European integration process has two dimensions. One is mainly political in character and represents a return to democratic principles, the rule of law, human rights protection, good governance etc. The most important Ukrainian step in this direction was joining the Council of Europe in 1999, active participation in its work, and ratification of many European conventions, e.g. the European Convention for the Human Rights and Fundamental Freedoms of 1950, the European Charter of Local Self-Government of 1985, and many others.

Another dimension of European integration is related to preparations of Ukraine to access the European Union. Ukraine's desire to join the European institutions dates back to 1994 when the government declared that integration with the EU is the main foreign policy objective. As a result, the political part of the Association Agreement between the European Union and the European Atomic Energy Community and their Member States, of the one part, and Ukraine, of the other part (hereinafter – the Association Agreement) was signed on 21 March 2014 by the Prime Minister and the economic part was signed on 27 June 2014 by the President of Ukraine<sup>19</sup>. Mr Petro Poroshenko described this as Ukraine's "first but most decisive step" towards EU membership<sup>20</sup>.

One of the most important conditions of Ukraine's membership in the European Union is adjustment of the law. Ukraine has to adopt *acquis communautaire* (hereinafter – *EU acquis*). That does not only require the translation of many legal

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<sup>17</sup> K. Schwab, X. Sala-i-Martin, *Competitiveness Index of the World Economic Forum (2016–2017)*, Geneva 2016, p. 351.

<sup>18</sup> *Doing Business 2017. Equal opportunities for all. Economy profile. Ukraine*. International Bank for Reconstruction and Development, The World Bank 2017, p. 11.

<sup>19</sup> *The Association Agreement between the European Union and the European Atomic Energy Community and their Member States, on the one part, and Ukraine, on the other part*, Official Journal L 161, 29.05.2014, p. 3–2137.

<sup>20</sup> *Ukraine ratifies EU association agreement*, Deutsche Welle, published 16.09.2014.

acts and their implementation, but also securing their observance. It is emphasized both in accession negotiations and in the subject's literature that the last issue may pose the biggest problem, since it must be connected with a change of public administration and the functioning of other state authorities.

The connection between the public administration reform and European integration has been frequently stressed in the context of the enlargement of the European Union in 2004<sup>21</sup>. Although this link is rather indirect, given that there is no *EU acquis* in the area of public administration, its significance has been often emphasised, as “*soft acquis*” in the area of administrative capacities has developed<sup>22</sup>.

Thus, the European integration process concerns Ukraine more and more directly. It poses many new challenges to Ukrainian public administration. On the one hand, they are new opportunities to broaden the scope of its activities without limitations resulting from functioning in one state; on the other hand, it implies the necessity of adjusting to European standards of administration. As of this time, a thorough assessment of the state of the Ukrainian public administration system has not been carried out according to the Principles of Public Administration (SIGMA)<sup>23</sup>.

European standards of good administration have been articulated in a SIGMA document, “Principles of Public Administration”, that contains an assessment framework for public administrations. This structure of the Ukrainian Strategy of Public Administration Reform follows the Principles of Public Administration developed by SIGMA in close cooperation with the European Commission. They define what good governance entails in practice, and outline the main requirements for a well-functioning administration. The Principles are derived from international standards and requirements as well as good practices in the EU Member States and/or countries of the Organization for Economic Cooperation and Development (OECD). They are recognized as a set of standards and an assessment framework for reforms of public administration in a number of countries. The Principles of Public Administration define the following reform areas:

- public policy development and coordination (strategic planning of government policies, quality of regulation and public policies in general, including requirements for evidence-based policy making and public participation);
- modernization of public service and human resources management;

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<sup>21</sup> T. Verheijen, *The Management of EU Affairs in Candidate Member States: Inventory of the Current State of Affairs*, (in:) “Preparing Public Administration for the European Administrative Space”, OECD/SIGMA 1998, Vol. 23, p. 29.

<sup>22</sup> J. J. Hesse, *Rebuilding the State: Administrative Reform in Central and Eastern Europe*, OECD/SIGMA 1998, Vol. 23, p. 179; Nunberg B., *Ready for Europe. Public Administration Reform and European Union Accession in Central and Easter Europe*, “World Bank Technical Paper” May 2000, Vol. 466, pp. 21, 208, 211, 215, 257.

<sup>23</sup> *European Principles for Public Administration*, OECD/SIGMA 1999, Vol. 27.

- ensuring accountability of public administration (transparency of work, free access to public information, transparent organization of public administration with clear lines of accountability, possibility of judicial review);
- service delivery (delivery standards and safeguards of administrative procedures, quality of administrative services, e-government);
- public financial management (administration of taxes, preparation of state budget, execution of state budget, public procurement system, internal audit, accounting and reporting, and external audit)<sup>24</sup>.

#### 4. THE LEGAL FRAMEWORK OF A PUBLIC ADMINISTRATION REFORM IN UKRAINE

A public administration reform (hereinafter – PAR) is one of the key reforms for a country in transition pursuing comprehensive reforms in various policy areas. Hence, it is one of the main processes in the transition from a communist regime to a functioning free-market democracy – it is a reform of the entire government system. In Europe, these reforms have usually been evolving simultaneously with the international and European integration of former communist states<sup>25</sup>.

A reform of public administration aims at the establishment of an efficient system of public administration able to provide high quality public services. To achieve the aim of the reform it is important to implement the ideology of “serving the society” as the operating principle of public administration.

It is worth mentioning here that the central purpose of administrative law is to promote good administration of a country. For example, administrative bodies should act efficiently and honestly to promote the public good, they should listen to individuals likely to be affected by their decisions, taking their views into account, and they should operate in a fair, transparent, and unbiased fashion, seeking always to serve the public interest while, at the same time, respecting the rights of individuals<sup>26</sup>.

Positive changes in Ukrainian administrative legislation have appeared with the Strategy of Public Administration Reform in Ukraine for 2016–2020 (here-

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<sup>24</sup> *European Principles for Public Administration...; Strategia reformuvannia derzhavno-go upravlinnia Ukraïny na 2016–2020 rik, rozporjadzhennja Kabinetu Ministriv Ukraïny vid 24.06.2016, № 474-p.*

<sup>25</sup> M. Mihajlovic, *Public administration reform and European integration process: on the same or parallel tracks? (Case study of the Republic of Serbia)*. Paper presented at 14th NISPAcee Annual Conference, Slovenia 11–13 May 2006, p. 2.

<sup>26</sup> J. Beatson, M. Elliot, M. Matthews, *Administrative Law. Text and Materials*, Oxford 2011, p. 1.

inafter – Strategy) approved by the Order of the Cabinet of Ministers of Ukraine of 24 June 2016, No. 474-p)<sup>27</sup>.

The Strategy is a uniform umbrella strategic document of the Government of Ukraine which includes development guidelines for the next five years. The purpose of this Strategy was to improve the system of public administration and thus improve the country's competitiveness. Bearing in mind the European choice and perspective of Ukraine, this Strategy tries to follow, as regards the transformation of public administration, the European standards of good administration.

According to the Association Agreement, the Strategy is based on common values, namely respect for democratic principles, the rule of law, and good governance. Article 3 stipulates *good governance* as one of the principles central to enhancing the relationship between the parties<sup>28</sup>.

Furthermore, Ukraine committed to continuing the ushering in of political, socio-economic, legal and institutional reforms necessary to effectively implement the Association Agreement. In view of the importance of the public administration reform in Ukraine, a wide range of stakeholders was engaged in the development of this Strategy (about 20 public authorities).

Nevertheless, the scope of the Strategy does not include the following spheres:

1) issues of a local self-government reform that is undertaken according to the *Concept for reform of the local self-government and territorial organization of government in Ukraine*, approved by the Order of the Cabinet of Ministers of Ukraine of 1 April 2014, No. 333<sup>29</sup>, *State strategy of regional development for up to 2020* approved by the Order of the Cabinet of Ministers of Ukraine of 6 August 2014, No. 385<sup>30</sup> and the *Action Plan for 2015–2017 on implementation of State strategy of regional development* approved by the Order of the Cabinet of Ministers of Ukraine of 7 October 2015, No. 821<sup>31</sup>.

2) issues of judicial oversight and review of decisions of public administration, as the reform of administrative justice constitutes an integral part of a comprehensive judicial reform. *The Justice Sector Reform Strategy for 2015–2020* was agreed by the Judicial Reform Council and approved by the Decree of the President of Ukraine of 20 May 2015, No. 276<sup>32</sup>.

3) issues of public financial management. Goals and objectives of the reform are defined in *the Public Finance Management Strategy for 2017–2021*,

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<sup>27</sup> *Strategia reformuvannia derzhavnogo upravlinnia Ukraïny na 2016–2020 r.*, rozporjadzhennja Kabinetu Ministriv Ukraïny vid 24.06.2016, № 474-p.

<sup>28</sup> *The Association Agreement between the European Union and the European Atomic Energy Community and their Member States, on the one part, and Ukraine, on the other part*, Official Journal L 161, 29.05.2014, p. 3–2137.

<sup>29</sup> Official Journal of Ukraine, 2014, No. 30, art. 831.

<sup>30</sup> Official Journal of Ukraine, 2014, No. 70, art. 1966.

<sup>31</sup> Official Journal of Ukraine, 2015, No. 83, art. 2752.

<sup>32</sup> Official Journal of Ukraine, 2015, No. 11, art. 2207.



approved by the Order of the Cabinet of Ministers of Ukraine of 8 February 2017, No. 142-p.<sup>33</sup>

At the same time, the Strategy is aligned with the following strategic documents of Ukrainian official authorities:

1. *The Ukraine – 2020 Sustainable Development Strategy*, adopted by the Decree of the President of Ukraine of 12 January 2015, No. 5<sup>34</sup>. In Chapter 3 entitled “A Road Map and Top Priorities of Strategy Implementation”, one of the top-priority reforms is a public administration reform aimed at building a transparent system of public administration, creating a professional civil service and ensuring its effectiveness. The reform should result in setting up an effective, transparent, open and flexible structure of public administration with the application of advanced information communication technologies (e-governance) to ensure development and implementation of a coherent public policy aimed towards sustainable development of the society and adequate response to internal and external challenges;

2. *The Strategy for Public Financial Management Development*, approved by the Order of the Cabinet of Ministers of Ukraine of 1 August 2013, No. 774<sup>35</sup>, specifically Section III, “Mid-term budget forecasting and conceptual principles of mid-term budget planning, performance-based method, strategic planning on the level of ministries and other key budget holders”, in which the outlined tasks stipulate the introduction of a strategic planning system at the level of ministries and other key budget holders that would be oriented towards ensuring inter-relatedness between activity planning and budget planning; effective and transparent use of public funds;

3. *The Strategy for Civil Service Reform and Reform of Service in Local Self-Government in Ukraine for the period up to 2017*, approved by the Order of the Cabinet of Ministers of Ukraine of 18 March 2015, No. 227<sup>36</sup>, specifically the provisions regarding separation of political positions and civil service positions, ensuring equal access to civil service for citizens through open competition-based recruitment to vacant positions, building an effective human resource management system within the civil service, establishing a transparent remuneration model;

4. *The State Programme on implementation of the framework for the state anti-corruption policy of Ukraine (the Anti-Corruption Strategy) for 2015–2017*, approved by the Resolution of the Cabinet of Ministers of Ukraine of 29 April 2015, No. 265<sup>37</sup>, containing provisions that stipulate measures to improve the procedure ensuring access of citizens to public information;

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<sup>33</sup> Official Journal of Ukraine, 2017, No. 14, art. 3052.

<sup>34</sup> Official Journal of Ukraine, 2015, No. 7, art. 1987.

<sup>35</sup> Official Journal of Ukraine, 2013, No. 82, art. 3052.

<sup>36</sup> Official Journal of Ukraine, 2015, No. 24, art. 680.

<sup>37</sup> Official Journal of Ukraine, 2015, No. 38, art. 1146.

5. The *Action Plan on deregulation of economic activities*, approved by the Resolution of the Cabinet of Ministers of Ukraine of 18 March 2015, No. 357<sup>38</sup> and the *Action Plan on implementation of best practices of quality and effective regulation reflected in the World Bank Group methodology "Doing Business" for 2016*, approved by the Order of the Cabinet of Ministers of Ukraine of 16 December 2015, No. 1406<sup>39</sup>.

As we may notice, all the mentioned strategies in the public administration sphere necessitate a thorough baseline assessment of the state of the public administration. A political commitment to reforms and leadership is crucial for the successful planning and implementation of PAR. PAR is a cross-sectoral, whole-of-government reform, impossible to achieve without strong political leadership with sufficient authority and support of the Prime Minister of Ukraine (from 2016 – Mr Volodymyr Groysman). Therefore, the Deputy Prime Minister of Ukraine for European and Euro-Atlantic Integration (from 2016 – Mrs Ivanna Klymush-Tsintsadze) has been assigned to be responsible for the coordination of the public administration reform. Within the Secretariat of the Cabinet of Ministers of Ukraine, a leading structural unit on public administration reform is envisaged to ensure support for the reform.

## 5. CONCLUSIONS

An efficient public administration is one of the main factors of competitiveness of a country. Effective activity of the official authorities of Ukraine within public policy development in various areas is possible with a professional, accountable, efficient and effective system of government agencies and civil servants.

Reducing the administrative burden of government regulation; improving quality of delivery of administrative services; ensuring legality and predictability of administrative actions; forming a stable and efficient organization and functioning of executive authorities; organizing a professional, politically neutral and open public civil service (the service in executive and local self-governance bodies); decentralizing powers and financial resources; establishing a system of capable local self-governance; strengthening the status of citizens in their relations with the public administration; adopting the Administrative Procedure Codex of Ukraine and other laws and by-laws within the European Administrative Space; implementing effectiveness evaluation of public policies and activities of certain public agencies in order to ensure European principles of good governance are observed (openness, transparency, accountability, efficiency, effectiveness); ensuring executive power

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<sup>38</sup> Official Journal of Ukraine, 2015, No. 30, art. 987.

<sup>39</sup> Official Journal of Ukraine, 2015, No. 43, art. 1307.

operation in Ukraine in line with EU principles of good governance (participation, openness, accountability, effectiveness, coherence) – attainment of this goals would improve the Ukrainian position in global competitiveness rankings. Effective public administration is also one of the main prerequisites of democratic governance based on the principles of the rule of law. Reform of the public administration is the fulfilment of a social order for efficient, responsible and open executive power and territorial self-governance institutions, which means proper governance.

In the light of our analysis to this point, it appears that Ukrainian law and Ukraine's public administration system has not been brought fully in line with the Principles of Public Administration (SIGMA). But adopting the Strategy of Public Administration Reform in Ukraine for 2016–2020 and other laws and by-laws is the first and very important step to expand the domestic legal doctrine of administrative law and current legislation of Ukraine with the help of the experience of European standards of public administration, providing modern tools for implementation of good governance and good administration practices.

## **PUBLIC ADMINISTRATION REFORM IN UKRAINE IN THE FACE OF EUROPEAN INTEGRATION**

### **Summary**

The purpose of this study is to present selected aspects of complex issues of transformations in the public administration system of Ukraine, and changes of administrative law in the context of the European integration process. The author, on the one hand, points to new possible duties of public administration bodies created by the European integration process, and, on the other hand, raises attention to new challenges facing the public administration reform, in particular in the candidate states to the European Union, such as Ukraine. The author establishes strong links between the public administration reform and the European integration process. It is of great importance if an aspiring EU member is to prepare its administration well for the challenges of EU membership.

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## KEYWORDS

administrative law, public administration, reform, European integration, good government, European Administrative Space

## SŁOWA KLUCZOWE

prawo administracyjne, administracja publiczna, reforma, integracja europejska, dobra administracja, europejska przestrzeń administracyjna