

## INTRODUCTION

The present monograph introduces the results of many years of research by leading scientists from the Eastern Partnership countries: Ukraine, the Republic of Moldova and Georgia on theoretical substantiation and practice of reforms in the field of public administration. The decisive feature of the presented results takes into account the specific preconditions of the countries of the Eastern Partnership, which allowed the authors to offer practical recommendations for national governments on Ukraine's integration into the EU institutional environment.

The constant search for ways to improve the form and content of the public administration system, strengthening the institutions of state power, as well as improving the efficiency of local self-government activities, determine the need to respond to the challenges of globalization, the need to ensure competitiveness on the national and world markets, and the desire to sustainably improve the living standards of the population. This fact means that the reforming instinct is intended to become the essence of the practice of public administration (Donald F. Kettl, 2005). Accordingly, the increased interest of scientists and practitioners in solving problem issues is accompanied by numerous publications, the development of a methodology for public administration reform, and the provision of recommendations. However, practice shows that attempts to solve local issues at the expense of achievements abroad do not always lead to expected results, as the characteristics of transition economies and the emergence of new situations caused by the challenges of the present are given. The achievement of such a level of organization of government, in which its subjects would provide a functionally sufficient and structurally consistent system of governance, organizing influence on social processes, adequate to the needs of the dynamic development of civil society, the formation of a democratic rule of law, is an urgent task of the countries of the Eastern Partnership.

The urgency of this monographic research is also given by the high level of corruption and poor quality of service provided to citizens, the general crisis of the public administration system is being obstacle to Ukraine's market transformation. Also, the gap between the expectations of the population and real management practices is becoming more and more tangible, encouraging changes, the search for new technologies, tools for improving the efficiency of public authorities, and evaluating the results.

Accordingly, the scientific understanding of the current state of public administration and local development of the Eastern Partnership countries, the identification of reform strategy priorities, the analysis of their practices

and the provision of recommendations for their implementation, the use of resources and the potential of support from the European Neighborhood Program will contribute to its success.

A monographic study extends and summarizes the ideas, development and conclusions of previous publications by its authors on reforming the system of public administration and local development but does not claim to be the ultimate truth. Obviously, there is and can be no definite solution. Therefore, many of the stated provisions will be perceived as debatable, serving as the basis for further scientific research. After all, the discussion of the problem of the effectiveness of further development, the scientific understanding of the ways of reforming the public administration of the countries of the Eastern Partnership is significant both for science and for practice. The authors hope that the present monographic research will stimulate scientific discussions, which will result in new, more fruitful developments.

In defining the methodology of research, the results of which are presented in the publication, the authors proceeded first of all from the fact that their primary task is to develop theories of reformation the system of public administration and to analyze existing practices of their application. At the same time, the authors considered the requirement to identify and take into account the specificities of the Eastern Partnership countries regarding their adaptation to new challenges when integrated into the EU institutions.

At the basis of the methodology of the present study, the authors put forward an approach based on an empirical thematic study. Thus, the performed research is based on a research strategy based on an in-depth empirical study of individual facts, the generalization of which allows identifying the features of a larger class (similar) phenomena based on the development and application of relevant theoretical explanations.

The peculiarity of the research methodology presented in the publication is to consider the existing differences between the countries of the Eastern Partnership. Different national traditions, the stage of development of democratic institutions and the level of economic development do not allow a general assessment of reforms based on the application of the „regulatory practice“ of the European Neighborhood Policy (ENP). Therefore, in conducting a case study, the authors limited themselves to considering only three countries of the Eastern Partnership: Ukraine, the Republic of Moldova and Georgia. Considering the possibility of generalizing the data, which characterize the effectiveness of the reforms carried out in them, an assessment will be made of the impact on the process of propagation of the norms of the concomitant factors.

Qualitative and quantitative data characterizing the reform process were

used to substantiate the prepared conclusions and recommendations.

The results that were obtained also have been used to assess the relevance of the existing theories to the practice of the countries of the Eastern Partnership.

The purpose and methodology of the study have determined the structure of the monograph.

The first section reviews the main approaches to reforms, based on the normative model and the concept of partnership. The methodology of empirical analysis has been explored, which has enabled to determine the level of influence of the European Neighborhood Policy, to analyze the compliance of its provisions with the tasks for reformation of the system of public administration and to substantiate the prospects of application of normative practice in the countries of the Eastern Partnership. The obtained results allowed us to proceed to the development of theories of public management as scientific categories and the phenomenon of practice.

The second chapter provides a comparative analysis of the main theories and models of reforming the public administration system, based on which academic achievements are compared with the realities of the practice of the countries of the Eastern Partnership - Georgia, Moldova and Ukraine. The specifics of the reforms, their features and differences in approaches to the complex process of adaptation to the EU standards are determined. Establishing the essence, the logic of the relationship between components of the reform of public administration, the study of mechanisms and tools for ensuring transformation changes helped to determine the prospects for further development.

The third section is devoted to the study of local economic development: from the categories of development, process, evolution, growth to the fundamentals of finance, sustainable development strategies, planning of development programs, and evaluation of their effectiveness by established parameters. The concrete examples analyze the ability of the public administration system of Ukraine to assess and address socio-economic challenges on the basis of the overall desire for economic efficiency, environmental responsibility and global unity. In particular, in the humanitarian sphere on the basis of public trust and interaction.

The fourth section includes a qualitative assessment of the real effectiveness of integration processes at the local level in the context of reforms of the public administration system – at the level of the territorial communities, which combines the assessment of the social and managerial efficiency of public authorities. The obtained results allowed offering recommendations for conducting an expert survey, the application of

which will contribute to increasing the effectiveness of local development and reforming public administration in the context of European integration processes.

The results of this research, which was carried out by the authors of the monograph are the obtaining of scientific added value on the following issues:

- the main methodological approaches to the study of the European Neighborhood Policy and its impact on the adaptation of the Eastern Partnership countries were defined and thoroughly examined. The applied approach allowed to identify the range of problematic issues of reforming the public administration system in Ukraine, the Republic of Moldova and Georgia;
- a new understanding of the existing theories, concepts and models of implementation of reforms of the public administration system was proposed that allowed not only to analyze the prerequisites for their application, but also to substantiate their components and tools in the framework of Euro-integration transformations in Georgia, Moldova, Ukraine, to establish the essence and logic of interconnection the tricks;
- the scientific substantiation of the necessity and priority directions of local economic development on the principles of ensuring a balanced impact on the formation of public administration policy is given;
- based on the evaluation of the effectiveness of neo-liberal economic reforms and the level of deliberation, a methodology for assessing the social efficacy of local development, which can be used in the Eastern Partnership countries, is proposed;
- an effective integration model of the system of public administration of Ukraine's integration into the EU institutions environment, the main provisions of which were confirmed by the qualitative and quantitative data presented in the research case is developed.

The combination of the views of both European and Ukrainian researchers regarding approaches to the concepts and models of reforming the system of public administration, as well as the experience of Georgia and the Republic of Moldova, became the basis for building an effective integration model of the system of public administration of Ukraine into the environment of EU institutions, which summarizes the results of the monographic research. The decisive feature of the results presented by the authors of their research is that they represent for the first time a systemic and well-founded point of view on the reform of the public administration sphere based on the application of the concept of „normative force” of the EU. Considering that the dynamics and effectiveness of reforms in the public administration system in Ukraine, Georgia and the Republic of

Moldova are not in line with the previous forecasts, the authors hope that their proposals presented in the monograph will be considered both at the national level and in the EU. At the same time, considering that the generally accepted approach to the theoretical justification for building public administration in the countries of the Eastern Partnership has not yet been elaborated, the authors view their studies as a proposal for further discussion with their counterparts in the EU.

*Acknowledgements:*

Considering the presented scientific monograph as a joint work, which shows the results of studies conducted in Ukraine, the Republic of Moldova and Georgia, the authors express their sincere gratitude to colleagues from the Odessa Regional Institute for Public Administration of the National Academy for Public Administration under the President of Ukraine. They also sincerely thank reviewers, foreign colleagues and experts whose comments and suggestions during the discussion of individual sections helped to significantly improve the manuscript and determine its main provisions in accordance with the research methodology.

Comments by Professor Yulia Molodozhen, Director of the Odessa Center for Local Self-Government Development and Vyacheslav Zubenko, Director of the Institute for Budget and Socio-Economic Research (IBSER), Deputy Executive Director of the Initiative Center for the Advancement and Development of Public Initiative „Unity” (ISAR Unity), who reviewed and not only contributed to the improvement of the structure of the manuscript, but also allowed the presentation of the main results in the context of reforms that are being implemented in Ukraine.

The authors also declare their gratitude to the students and staff of the Public Administration and Regional Studies Department, the Odessa Regional Institute for Public Administration of the National Academy of Public Administration under the President of Ukraine, who made a significant contribution to the preparation and editing of the present monograph.

Special, sincere gratitude is also expressed by the authors to professor Florin Tudor, Dean of the Faculty of Social, Political and Legal Sciences, “Dunarea de Jos” University of Galati, Romania, for the kind support along the entire demarche of preparation, promotion and publishing of the monograph.

**Editorial Board:**

**Academic Editor:** prof.dr.sc. Liudmyla Prykhodchenko, Odessa Regional Institute for Public Administration of the National Academy for Public Administration under the President of Ukraine, Odessa, Ukraine

**Advisory Board:**

- Mykola Izha, prof. dr.sc., Director, Odessa Regional Institute for Public Administration of the National Academy of Public Administration under the President of Ukraine, Odessa, Ukraine, Honored Worker of Education of Ukraine
- Valentyn Malynovskyi, prof. dr.sc., East Ukrainian National University of Lesya Ukrainka, Regional Legal Consultant of the Association of Ukrainian Cities
- Yanina Kaziuk, prof. dr.sc., Professor of the Department of Economic Policy and Governance of the NAPA with the President of Ukraine, Coordinator for Financial decentralization, Expert of the Financial Monitoring Group of the Central Reform Office under the Ministry of Regional Development (with the support of the U-LEAD with Europe» and SKL International Project)
- Yurii Petrushenko, prof. dr.sc., Head of the Department of International Economic Relations of Sumy State University, Head of the Information Center of the European Union in Sumy Oblast, Local Finance Advisor of the Sumy Center for Local Self-Government Development of the U-LEAD Program with Europe

**Editorial Assistant:**

- Anna Artemenko - Didenko, Odessa Regional Institute for Public Administration of the National Academy for Public Administration under the President of Ukraine, Odessa, Ukraine
- Vladislav Holynsky, Odessa Regional Institute for Public Administration of the National Academy for Public Administration under the President of Ukraine, Odessa, Ukraine

**Authors of the scientific monograph:**

- Liudmyla Prykhodchenko, Introduction, chapter 2 (introduction, 2.1, 2.2, 2.4, conclusion), chapter 4 (4,5), Conclusion<sup>1</sup>

---

<sup>1</sup> ORIPA NAPA under the President of Ukraine, Odessa, Ukraine; prof., dr.sc., Head of Public Administration and Regional Studies department. E-mail: liudmyla.prykhodchenko@gmail.com, kafedradums@oridu.odessa.ua

- Mykola Izha, chapter 1 (1.3)<sup>1</sup>
- Mykola Mykolaichuk, chapter 3 (introduction, 3.1, 3.2, conclusion)<sup>2</sup>
- Mykola Popov, chapter 1 (introduction, 1.1, conclusion)<sup>3</sup>
- Olesia Holynska, chapter 3 (3.4), chapter 4 (introduction, 4.1, 4.5, conclusion)<sup>4</sup>
- Ivan Parubchak, chapter 3 (3.5)<sup>5</sup>
- Oksana Dulina, chapter 2 (2.1)<sup>6</sup>
- Natalia Zelinska, chapter 3 (3.3)<sup>7</sup>
- Andrii Krupnyk, chapter 4 (4.3)<sup>8</sup>
- Olena Lesyk, chapter 2 (2.2), chapter 4 (4.2)<sup>9</sup>
- Hanna Panchenko, chapter 2 (2.3)<sup>10</sup>
- Natalija Pirozhenko, chapter 4 (4.4)<sup>11</sup>
- Ivan Komarovskiy, chapter 1 (1.2)<sup>12</sup>
- Vladislav Holynsky, chapter 4 (4.5)<sup>13</sup>
- Anna Artemenko - Didenko, Appendix A<sup>14</sup>

---

<sup>1</sup> ORIPA NAPA, Odessa, Ukraine; prof., dr.sc., Director of the Odessa Regional Institute for Public Administration of National Academy for Public Administration under the President of Ukraine, E-mail: mykola.izha@oridu.odessa.ua

<sup>2</sup> ORIPA NAPA under the President of Ukraine, Odessa, Ukraine; prof., dr.sc., Economic and Financial department. E-mail: mykmm67@gmail.com, [mykolaychuk@oridu.odessa.ua](mailto:mykolaychuk@oridu.odessa.ua)

<sup>3</sup> ORIPA NAPA under the President of Ukraine, Odessa, Ukraine; prof. un., dr., Public Administration and Regional Studies department, First Deputy Director of the Institute. E-mail: popovmykola67@gmail.com

<sup>4</sup> ORIPA NAPA under the President of Ukraine, Odessa, Ukraine; prof. un., dr., Economic and Financial department. E-mail: alesiaa@ukr.net

<sup>5</sup> Stepan Gzhytskyi National University of Veterinary Medicine and Biotechnologies, Lviv Ukraine; prof., dr.sc., Head of the Chair of *Public Administration*. E-mail: parubchak\_io@ukr.net

<sup>6</sup> ORIPA NAPA under the President of Ukraine, Odessa, Ukraine; prof. un., dr., Public Administration and Regional Studies department. E-mail: Oksana\_dulina@ukr.net

<sup>7</sup> South Ukrainian National Pedagogical University named after K. D. Ushynsky, Odessa, Ukraine; prof. un., dr., Educational Management and Public Administration department. E-mail: zelinskanata@gmail.com

<sup>8</sup> ORIPA NAPA under the President of Ukraine, Odessa, Ukraine; prof. un., dr., Public Administration and Regional Studies department. E-mail: andrew.kroupnik@gmail.com

<sup>9</sup> ORIPA NAPA under the President of Ukraine, Odessa, Ukraine; lect., dr., Public Administration and Regional Studies department. E-mail: lesik.elena2014@gmail.com

<sup>10</sup> ORIPA NAPA under the President of Ukraine, Odessa, Ukraine; prof. un., dr., Public Administration and Regional Studies department. E-mail: annapaalex@gmail.com

<sup>11</sup> ORIPA NAPA under the President of Ukraine, Odessa, Ukraine; prof. un., dr., Public Administration and Regional Studies department. E-mail: [pirozhenkoodessa@gmail.com](mailto:pirozhenkoodessa@gmail.com)

<sup>12</sup> ORIPA NAPA under the President of Ukraine, Odessa, Ukraine; MPA, PhD candidate, Public Administration and Regional Studies department. E-mail: komivan.ua@gmail.com

<sup>13</sup> Odessa Regional Institute for Public Administration of the National Academy for Public Administration under the President of Ukraine, Odessa, Ukraine; PhD candidate, Public Administration and Regional Studies department.

<sup>14</sup> Odessa Regional Institute for Public Administration of the National Academy for Public Administration under the President of Ukraine, Odessa, Ukraine; MPA, Public Administration and

## Abbreviations

<b>AA</b>	- Association Agreement
<b>APIAA</b>	- Action Plan for the implementation of the Association Agreement between Ukraine and the European Union
<b>AA\DCFTA</b>	- Association Agreement with the European Union and the Deep and Comprehensive Free Trade Areas application
<b>AHs</b>	- Amalgamate Hromadas
<b>ATO</b>	- Anti -Terrorist Operation
<b>CMU</b>	- The Cabinet of Ministers of Ukraine
<b>CIS</b>	- Commonwealth of Independent States
<b>CBA</b>	- Community Based Approach to Local Development Project
<b>CP</b>	- Cross-sectoral partnership
<b>DCFTA</b>	- Deep and Comprehensive Free Trade Areas
<b>EU</b>	- European Union
<b>ENP</b>	- European Neighborhood Policy
<b>ENPI</b>	- European Neighborhood and Partnership Instrument
<b>EC</b>	- European Commission
<b>EaP</b>	- Eastern Partnership
<b>EEAS</b>	- European External Action Service
<b>EBRD</b>	- European Bank for Reconstruction and Development
<b>EESK</b>	- European Economic and Social committee
<b>EIAK</b>	- External independent assessment of knowledge
<b>GRECO</b>	- Group of States Against Corruption
<b>GAP</b>	- Government Action Program
<b>GDP</b>	- Gross Domestic Product
<b>GDP</b>	- Gross domestic product
<b>GRP</b>	- Gross regional product
<b>G7 countries</b>	- Group of Seven countries
<b>GKP</b>	- Global Knowledge Partnership
<b>ICS</b>	- Institute of Civil Society
<b>IDPs</b>	- Internally displaced persons
<b>LED</b>	- Local economic development
<b>LSGB</b>	- Local self-government bodies
<b>LC</b>	- Local community
<b>LG</b>	- Local Government
<b>MTGPAP</b>	- Medium-Term Priority Government Action Plan for the Period until 2020



<b>NAPC</b>	- National Agency for the Prevention of Corruption
<b>NABU</b>	- National Anti-Corruption Bureau of Ukraine
<b>NCAP</b>	- National Council on Anti-Corruption Policy
<b>NPM</b>	- New public management
<b>NPG</b>	- New public governance
<b>NPS</b>	- New public service
<b>NGO</b>	- Non-governmental organization
<b>NATO</b>	- North Atlantic Treaty Organization
<b>NACP</b>	- National Agency on Corruption Prevention
<b>OECD</b>	- Organization for Economic Cooperation and Development
<b>ORIPA</b>	- Odessa Regional Institute for Public Administration of the
<b>NAPA</b>	National Academy for Public Administration under the President of Ukraine
<b>OSCE</b>	- Organization for Security and Co-operation in Europe
<b>PA</b>	- Public administration
<b>PAR</b>	- the reform of public administration
<b>PARS</b>	- Strategy of Public Administration Reform in Ukraine the Public Administration Reform Strategy
<b>PJSC</b>	- Public joint-stock company
<b>PFMSRS</b>	- Government Finance Management Strategy System Reform for 2017–2020
<b>PTM</b>	- Program -target method
<b>PITs</b>	- Personal Income Taxes
<b>SAP</b>	- Specialized Anti-Corruption Prosecutor
<b>SIGMA</b>	- Support for Improvement in Governance and Management
<b>SDS</b>	- Sustainable Development Strategy
<b>STP</b>	- Scientific and technological progress
<b>SSU</b>	- Security Service of Ukraine
<b>SOPs</b>	- Self-organizing body of the population
<b>UNDP</b>	- United Nations Development Programmer
<b>UN</b>	- United Nations
<b>UTC</b>	- United territorial communities
<b>VAT</b>	- Value Added Tax
<b>WEF</b>	- World Economic Forum

