

2. DEVELOPMENT OF PUBLIC ADMINISTRATION THEORIES

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Undoubtedly, the successful reformation of the public administration system in the Eastern Partnership countries in the context of the strategy of their integration into the EU should be based only on the relevant theoretical principles that are successfully implemented in the practice of the European Union. The theory of neo-functionalism determines the possibility of managing integration processes on the basis of intergovernmental cooperation and the development of economic ties. It is in combination with the concept of democratic governance that the new public management has become the basis for the EU enlargement process over the past decades.

The determination of the prospect of accession on the basis of economic ties and factors for the Eastern Partnership countries is related to the adoption of such European norms and values, as the human rights, democracy, the concept of sustainable development. Such an approach to EU foreign policy is the basis for defining the policy of reforming the public administration system in Georgia, Moldova and Ukraine. The choice of these countries is more due not only to the Euro-orientation of the reforms of the public sector but also to the data of the ranking of European integration of the Eastern Partnership countries (Ukraine, Moldova, Georgia, Armenia, Azerbaijan and Belarus). It is calculated on 300 parameters grouped in three blocks: the relationship between the EU and the countries of the Eastern Partnership; convergence of the regulatory framework and the quality of public administration. The analysis of data from 2010 shows that Georgia, Moldova, and Ukraine are taking the leading position with varying success. The lag behind new leaders, even within a single sectoral section, varies from winning to completely failing. The introduction of such a benchmark promotes competition between countries, which results in success and change of leader.

For Ukraine, the experience of the former republics of the Soviet Union is

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useful from the standpoint of a common heritage such, as economic, legal, managerial principles, and also such, as the formation of mental consciousness, traditions, norm and values of society. Therefore, it requires a more detailed analysis of legal and organizational support, planning of public administration reform within of Euro-orientational transformations of certain Eastern Partnership countries that should highlight positive trends and identify urgent challenges for further development.

Consequently, the section:

- analyzes the main theories, concepts, and models, EU approaches to the reform of the public administration system, their comparative analysis;
- researches the reform of the public administration system as a part of the complex process of Georgia's adaptation to EU standards, factors and positive development trends is identified;
- clarifies the essence and logic of interconnections between components of the current system of public administration of Moldova in the context of challenges and chosen ways of stabilization of the reform process;
- substantiates the methodology of the development and implementation of the reform program in Ukraine, their organizational support and planning are examined, attention was focused on the anti-corruption component;
- systematizes the results of the public administration system reforming in the countries of the Eastern Partnership - Georgia, Moldova and Ukraine and determines the best experience that deserves to be adapted to the national practice.

2.1. EU Approaches to the Public Administration Reform

The peculiarity of the current governments and systems of power and control in different countries of the world is the process of their transformation into integral parts of the global economy and the global political system. It is a direct connection between the vector of state evolution, social essence, political rule, state system, political regime and the system of public administration. All of this together determines the need of continued reform of public administration systems. Accordingly, it actualizes the need to study, generalize and define the implementation vectors of those models whose effectiveness has been tested by world practice.

The widespread introduction of information and communication

technologies, the expansion of political and social mobilization in connection with the increased participation of non-state structures in logically management contributed to changes in the coordinate system of the functioning of the state and, directly, to the democratization of the state system. Therefore, at the end of the twentieth century, global reforming began in the field of public administration in almost all countries of the world. The main features and priorities determined by Donald Kettle (2005), focus on its components:

- efficiency due to the need for reduce the level of expenditures for the maintenance of the state while improving the quality of services provided;
- marketization, which provides for the replacement of traditional bureaucratic-control mechanisms with market-based methods of influence;
- the creation and promotion of alternative service delivery systems, with a focus on customer needs;
- decentralization, which requires shifting the center of program implementation and administrative actions to lower levels of government;
- differentiation of policy development from the direct process of its implementation (administration);
- evaluation of work results by results and used directly for consumers, which provides for responsibility and rejection of the vertically hierarchical system of administrative reporting.

„The Westminster,, and the "American,, Models of Public Administration Reform

The "Westminster model" is based on the concept of results-based management, is rather complex because it is transferred from the private sector to public. The main components are: the distinction between the functions of policy formulation and implementation; widespread introduction of the latest information technology; careful selection of personnel in leadership positions. New Zealand and the United Kingdom are rightfully considered the birthplace of the introduction of the "Westminster model" because the results obtained were especially successful in these countries. The characteristic features of this model of public administration reform are:

- combination of market competition mechanisms while reducing the scope of activities and functions of the state (freedom of choice, of means and ways to achieve goals);
- in order to improve the quality of the provision of administrative

services, some of the functions of the state are delegated, which leads to the reorganization and privatization of part of the administrative structures;

- focus on the citizens needs contributes to the alignment of management objectives with public needs;
- evaluation of the work of individual officials, authorities, and management in general, according to the actual results achieved.
- The "American model" of public administration reform includes:
 - radical changes occur precisely in the behavior of the bureaucracy, and not in the structures and processes of management;
 - decentralization of management mechanisms and processes, a delegation of functions to lower levels of government;
 - improving the efficiency of administrative services while reducing their cost;
 - focusing on the development of partnerships between public and private organizations in the provision of administrative, including contracting.

At the same time, it should be noted that for countries with a transitional type of society, the most characteristic is the "hybrid" model, which provides for a different combination of the two previous models. Its main features are:

- result orientation;
- reduction of management expenses;
- decentralization;
- provision of quality public services under market conditions of competition;
- political responsibility;
- openness and transparency.

Basic Theories of the Public Administration System Reforming

There are three main theories for public administration reforms organization in the EU implementation practice (Osborne, 2006):

- public administration (PA statistics and bureaucracy);
- new public management (NPM is competitive and minimal management);
- new public governance (NPG is plural and pluralistic management).

Over the past decades, major efforts in the management and reform of civil service in the EU countries have continued to adopt a centralized, bureaucratic model of public administration as the starting point for the effective development of PA statistics and bureaucracy. This was based on the thesis that the quality of bureaucracy is always positively related to economic growth in statistical analysis.

Nevertheless, many public bureaucracies of the EU were viewed as bloated, inefficient and self-serving, largely determined by the factors of political economy (Roll, 2014).

Awareness of this fact led to the fact that the fiscal imperatives of the structural adjustment programs of PA statistics and bureaucracy in the EU countries meant that the public service was the goal of radical reforms aimed at curbing spending and increasing its efficiency. The efforts were focused on reducing the size of the civil service, rationalizing the number of departments and agencies, and encouraging pay and employment reform (Nunberg & Nellis, 1995). These reforms were aimed at reducing government spending and limiting the size of the government, but they did not deviate significantly from the Weberian model of a centralized and hierarchical public service. The goal was a smaller, cheaper and more effective version of the old public administration, and not its replacement with a new model.

New Public Management (NPM is Competitive and Minimal)

The concept of NPM was supported mainly in connection with the large-scale failure of the first wave of public sector reform based on the concept of PA statistics and bureaucracy.

The NPM model emerged in response to the limitations of the old public administration on adapting to the requirements of a competitive market economy. While cost containment was a key factor in adopting an NPM-based approach, the principles of introducing competition and managing

the private sector also underpin the NPM approach. The key elements of NPM can be summarized as follows (Osborne, 2006):

- attention to the problem of private sector management;
- practical „management“ based on the separation of politics / administration, emphasis on entrepreneurial leadership and public organizations;
- emphasis on monitoring and evaluation of input and output data, as well as on performance management and audit;
- the division of public services into their main divisions and the focus on cost management;
- the use of markets, competition and contracts for the allocation of resources and the provision of services under public services.

The NPM approach has spread in the UK, New Zealand, the USA and Scandinavia since the mid-1980s. The theoretical foundations of the NPM lie in the public choice and the theory of the main agents that assert that individual personal interests govern bureaucratic behavior. Competition, delegation, efficiency and responsiveness offer criteria for regulating bureaucratic behavior and obtaining improved results (Emerson and Noutcheva, 2004).

The NPM has led to significant changes in public ethics and the approach to the public sector, especially in the improvement of new management practices, marketing and development of public services, and also it has led to the creation of „executive bodies accountable for implementation. The focus on results management has replaced existing public sector priorities in resource management. Performance management has become the competence of the public sector (Dunleavy & Hood, 1994).

Proceeding from the fact that in a number of cases NPM practice consists of a group of different approaches with some common characteristics (Osborne, 2006), a number of researchers have questioned the ultimate effectiveness of NPM-based reforms.

New Approach to Public Administration (NPG)

Given that the practice of applying the NPM concept did not always lead to the expected result, new approaches began to appear that address the problems of coherence and cooperation on the basis of „nation-wide“ approaches. This new approach not only proposed the NPG governance model, but presented a new distinctive perspective that emphasizes the role of citizens in policy development and joint production of government services (Bourgon, 2009).

NPG, in contrast to the emphasis on bureaucratic hierarchy and administrative interest, puts at the center of its system the powers of citizens, not of government. NPG does not yet form a coherent paradigm, combining different reference frames, but it is possible to identify some common features that distinguish it from previous practices and provide the basis for a coherent alternative. At the same NPG includes such features:

- the state promotes the provision of public services by several interdependent entities;
- it is a fragmentation of policy space with the emergence of numerous actors and jurisdictions operating at the local, national and global levels, along with their growing interdependence;
- the government is seen as one of the participants in the policy space and the provision of services and is no longer considered the only or predominant force shaping public policy and its implementation (Weber & Khademian, 2008).

According to (Denhardt & Denhardt, 2000), „the politics that society leads are the result of a complex set of interactions involving several groups and multiple interests, ultimately combined with fascinating and unpredictable.“ Thus, the NPG approach emphasizes inter-organizational relations and the management of processes in that trust, relational capital and relational contracts serve as the basic management mechanisms, rather than the organizational form and function (Osborne, 2006). In this respect, NPG contradicts traditional approaches to public administration, which, as a rule, emphasize intra-organizational processes in the sphere of public administration, unlike interorganizational processes between public and private and non-commercial entities (Osborne, Radnor & Nasi, 2013).

New Public Service

A new approach to public service (NPS) may be the most consistent of modern approaches to public administration reform. It is based on the assumption that the focus of public administration should be citizens, society and civil society. In the NPS concept, the main role of civil servants is to help citizens formulate and satisfy their common interests, rather than to control or manage society (Denhardt & Denhardt, 2002).

This contrasts sharply with the philosophical prerequisite of the NPM approach, in that transactions between public managers and clients reflect individual personal interest and are based on market principles. NPS also differs from the old approach to public administration, when citizens associated with bureaucracy, as clients or voters, were viewed as passive

recipients of a top-down policy and service delivery mechanisms (Bourgon, 2009).

The new NPS model is approaching to public administration from the point of view of a democratic theory based on the notion of active and involved citizenship. Citizens go beyond a narrow interest in broad public interests, and the role of public officials is to facilitate opportunities for enhancing citizens' participation in the search for solutions to social problems. Public managers need to acquire skills that go beyond the capacity to control or manage the society in search of political solutions, to focus more on mediation, discussion and solving complex problems in partnership with citizens. In an effort to address wider public needs and develop solutions that are in the public interest, as a guiding rule in designing public sectors activities (Cornea, 2018.), governments need to be open and accessible, accountable and responsive and act to serve citizens. The predominant forms of accountability must go beyond official accountability of government officials to elected officials in the management and provision of budgets and programs to ensure a broader set of accountability relations with citizens and communities.

Finally, the NPS approach also confirms the importance of a public service principle that emphasizes the values and motivations of public servants engaged in a wider public good (Denhardt and Denhardt, 2000). Table 2.1. presents the results of a comparative analysis of the main theories of public administration. (see Table 2.1).

Table 2. 1. Comparing perspectives: Old public administration, New Public Management, and the New Public Service

Old public administration		New Public Management	New Public Service
Theoretical foundations	Political theory, naïve social science	Economic theory, positivist social science	Democratic theory
Rationality and models of human behavior	Administrative rationality, public interest	Technical and economic rationality, self-interest	Strategic rationality, citizen interest
Conception of the public interest	Political, enshrined in law	Aggregation of individual interests	Dialogue about shared values
To whom are civil servants responsive?	Clients and constituents	Customers	Citizens
Role of government	“Rowing”, implementation focused on politically defined objectives	“Steering”, serving as catalyst to unleash market forces	“Serving”, negotiating and brokering interests among citizens

Mechanisms for achieving policy objectives	Administering programs through government agencies	Creating mechanisms and incentives through private and non-profit agencies	Building coalitions of public, non-profit private agencies
Approach to accountability	Hierarchical - administrators responsible to elected leaders	Market-drive-outcomes result from accumulation of self-interests	Multifaceted- public servants guided by law, values, professional norms and citizen interests
Administrative discretion	Limited discretion granted to public officials	Wide latitude to meet entrepreneurial goals	Discretion needed but constrained and accountable
Assumed organizational structure	Bureaucratic organizations with top-down authority and control of clients	Decentralized public organizations with primary control within agency	Collaborative structures with shared leadership
Assumed motivational basis of public servants	Pay and benefits, civil-service protections	Entrepreneurial spirit, desire to reduce size and functions of government	Public service, desire to contribute to society

The Concept of Democratic in the Order

The presentation of theories and concepts, models of the public administration system reforming is not complete without considering the concept of democratic governance. It organically „absorbs“ all of the above-mentioned concepts and approaches and produces a new understanding of the essence for the state as the main political institution of society created by society for its preservation and further progress.

In the White book (European Governance. White book, 2001) it is outlined the main principles of the transition of European countries to a new paradigm of governance of a united Europe on the principles of democratic governance. At the same time, it should be noted that on the national ground, the key ideas of the concept of governance, good governance, are gained in the form of a concept of democratic governance. In particular, democratic governance is seen as a way to ensure the functioning of society as a holistic self-regulated system, the realization of public power through which achievement:

- the adequacy of public policy to the needs of social development;
- the real participation of citizens in the development and implementation of public policy;
- pooling the potential of the public, private and public sectors to address key socio-economic and cultural issues;

- permanent (and not occasional) control of society under public authority.

The concept of democratic governance is organically linked to the concept of civil society and the concept of the three main sectors that form a modern society: the public, corporate or business sector, public. Accordingly, its characteristics are the following principles:

- citizen participation;
- rule of law;
- transparency;
- sensitivity;
- affiliate interaction;
- consent orientation;
- justice;
- effectiveness and efficiency;
- accountability;
- responsibility;
- strategic vision.

It should be noted that the good governance / good governance guidelines, as well as the criteria for «governance efficiency» and the principles formulated by the Commission of the European Union, the World Bank and the Organization for Economic Co-operation and Development (OECD), differ from one another to the extent that they focus on those or other key factors. In particular, these are «good governance» principles defined by the OECD:

- the rule of law;
- openness and transparency of the activities of democratic institutions;
- honesty and equality with regard to citizens, including and providing advisory services and participation in decision-making;
- efficiency and service effectiveness;
- clarity, transparency and the practical application of laws and regulations;
- consistency and integrity in policy formation;
- high ethical standards of conduct (European Principles of Public Administration, 1999).

2.2. Reform of the Public Administration System as a Part of the Complex Process of Georgia's Adaptation to the EU Standards

Georgia is actively reforming the public administration system in accordance with the conceptual foundations of democratic governance. Undoubtedly, in the light of Moldova's and Ukraine's progress in reforming, Georgia is a leader now. A clear demonstration of its isolation can be made using the Corruption Perceptions Index (Transparency international) calculated in 2017, which also takes into account the level of transparency and openness of public authorities. So, according to the rating, Georgia occupies the 46th place, Moldova - 122, and Ukraine - 130 (Transparency International, 2017). Therefore, the problems of reforming the system of public administration in Georgia are widely debated and acutely relevant for other countries of the Eastern Partnership, especially given the high estimations of European experts on the success of the reform process.

Since 2004, Georgia has shown a steady positive dynamics towards convergence with the standards of democratic governance, it is characterized by the effectiveness of reforms and is as close as possible to other EU countries in the Eastern Partnership. In essence, the liberal reforms undertaken in Georgia are an example of radical transformation in history; it is by no means considered they are the largest, deepest and fastest, which have been carried out in any country of the world over the past 50 years.

Positive Tendencies of the Functioning of the Sphere of Public Administration in Georgia

It is expedient to consider Georgia's experience in historical perspective, starting with the 2003 Rose Revolution. M. Saakashvili, announcing a slogan: «Georgia should become the cheapest and most attractive country for the business of the world economy», initiated a constitutional and administrative reform, one hundred percent privatization (introduced a mass practice of long-term lease contracts with the right to resell them to certain types of property), as well as educational, pension, military, health care reform. Consequently, a systematic study of the experience of reforming the system of public administration during 2004-2014 makes it possible to distinguish the following positive trends:

1. A first and priority task was the fight against corruption, which in 2003 penetrate, practically all spheres of life: civil service and law enforcement agencies, educational and medical institutions, tax officials. Corruption hampered the economic development of the state and worsened the quality

of life of citizens. Administrative corruption in the process of interaction with public sector institutions is a heavy burden that absorbs time and resources, undermines confidence in state institutions constrains investment inflows. In particular, the corruption of the tax service not only «covers» the schemes of theft of money, but also leads to scanty charges, enrichment of criminal groups, corrupt government officials, prosecutors and judges. As a result of the implementation of anti-corruption measures, a «revolution of mentality» took place during the decade and corruption ceased to be part of the culture of Georgians. The global corruption barometer of Transparency International in 2010 placed Georgia first in terms of relative reduction of corruption and the second on the perception of the government's effectiveness in combating corruption. In general, among 178 countries, Georgia took 68th place, having overcome 100 positions in seven years! The release and uncompromising persecution of corrupt officials, the transparency of the procedure for providing services, reporting, the competitive selection of new staff, an improved system of incentives, a new culture of service and the introduction of new technologies of interaction between citizens and the state, automation - all this is a component of anti-corruption activities. The determining factor was a sudden and frontal offensive against corruption in all spectrum of public services.

2. The young reformers who came to power in 2004 gained invaluable experience in the government of President E. Shevardnadze and were aimed at overcoming the Soviet legacy, collapse, and hopelessness. They faced with two of the most difficult issues: an empty treasury and incapacitated government. As a result, they applied a simple, at first glance, strategy - a belief in a strong, flourishing state, which should combine budgeting with a large-scale offensive on organized crime, overcoming corruption and improving the quality of services in key state structures: the tax system, police, customs, higher education and health. In particular, the reform of the latter required the transfer of hospitals to private ownership and the introduction of an insurance system of service by private firms, disappeared sanitary-epidemiological station, fire inspection, were eliminated dozens of agencies and hundreds of licensing procedures. In each area of reform, the goal was to eliminate corruption and improve services, but there was flexibility in the design and implementation of planned activities. In 2012, Doing Business ranked Georgia at the 16th level, in close proximity with many developed countries of the Organization for Economic Cooperation and Development (OECD).

3. The main factor in the success of the reforms was the creation of an effective system of accountability, which ensures the strict observance of established rules of the game and mutually beneficial cooperation by all

players (government, public authorities, citizens and business). The core of the reformers was united by common goals and close coordination of activities, interaction with partners. The following determinative factors of the effectiveness of reforms should be added to the decisiveness and inevitability of the decisions taken: precious time was not spent on the development of strategies, discussion of priority measures, consultations, etc. The search for qualified specialists was not limited to the political and governmental circles the professionals who were educated in the West were attracted to their work generously paid. It should also be added to the strategic use of the media, when informing and communicating with the public was unambiguous, consistent and initiated at the presidential level. A large-scale information campaign was intended to explain to citizens the goals and essence of reforms, to charge them with energy at a fast pace, to raise the spirit of creation.

4. Minimizing communication between citizens and officials. The system is set in such a way as to reduce the inconvenience, to limit the time of receiving the service. Yes, in a day you can get driver's license, passport or identity card, all necessary extracts from the Bureau of Technical Inventory, having prepared all necessary forms electronically. The apparatus works as a clock; it was painless for the governance process to dismiss officials in all spheres (almost twice), which was accompanied by a significant increase in wages (over the years of reform, the average wage has increased fourfold, the minimum pension is zero).

5. Adaptation of international experience to local realities. The large-scale deregulation was accompanied by the adoption in 2006 of the Labor Code, the reduction of the list of licensed activities by 85% (up to 92 positions) with the introduction of strict time limits for processing applications. In fact, Georgia has become the only post-Soviet country to register a company of any type within three days by submitting documents to the tax office. The basis of the new licensing system was the experience of Sweden and New Zealand. Also, examples for the reformers of the Georgian economy have been successful transformations in South Korea, Taiwan, Singapore, and Ireland. The economic regime in Cuba, in South Korea, Venezuela, is an antidote.

6. The constitutional consolidation of key elements of the reforms took place in 2011 with the adoption of the Georgian Organic Law on Economic Freedom (came into force on December 31, 2013), which determined the macroeconomic parameters (state expenditures, budget deficit, public debt, taxes or tax rates, etc.). The Act guaranteed the citizens of Georgia the opportunity to determine the economic rights and freedoms of present and future generations as the basis for the development of society, prosperity, and long-term stable economic growth. At the same time, he restricted the

executive power, at its own discretion, to determine in whole or in part the content of certain decisions and guarantees the limited quantitative growth of the government. In fact, Georgia became the first country in the history of mankind, which constitutionally limited the fiscal proportions of the state at 30 percent of GDP.

Thus, Georgia over the course of ten years has solved five most important tasks: elected a leader, formed a team of like-minded people, determined the key idea of development, recognized the value of the principles of freedom, honesty, and justice. Constant systemic transformations took place simultaneously in three directions: fighting corruption, changes in public administration and maximum freedom for economic activity. Together, this provided an opportunity to lay a solid foundation for further European integration transformations.

The role and place of the reform of public administration in the context of the Euroorientational transformation of Georgia

In 2014, Georgia approved the Strategy for Socio-Economic Development for the period up to 2020, which identified a course on ensuring the sustainable economic development of the country. However, on the content of this document, economic development is considered from the point of view of the integrated development of all spheres of life, which will be based on identifying obstacles to the intensification of development and their further elimination.

The need for maximum approximation to high democratic standards of European countries has led to a number of key vectors for the country's development. According to UNDP, these are (Georgia, 2018):

- development of the judiciary and the provision of justice;
- effectiveness of local government;
- gender equality;
- ensuring human rights and freedom of the media;
- inclusion and the creation of a barrier-free environment.

On June 27, 2014, Georgia signed the Association Agreement with the EU, defining for itself the European integration vector as a priority for development. In January 2015, the European Commission and Georgia signed a financing agreement that demonstrated the EU's desire to support further democratic transformations in the country. Therefore, all standards and codes of the EU, other OECD members, CIS countries are applied in Georgia in parallel with local standards and codes.

In addition, since 2016, the country is undergoing transformation according

to 4 key reform vectors (Four Point Reform Agenda) (What is GAP, 2016):

- reform of the tax system with the approach to the taxation model existing in Estonia;
- public administration reform aimed at strengthening the principles of democratic governance, ensuring transparency and openness, improving the efficiency of management decisions;
- infrastructure reform: increasing the pace of implementation of infrastructure projects, development of the spatial territorial planning system, planning of the development of communication networks;
- reform of the system of higher education in accordance with the model of the German type with the priority of state support for training required in the labor market specialties.

These four development vectors were the basis for the National Action Plan for 2016-2020 “Freedom, Rapid Development and Well-Being” (Georgia, 2016-2018). In accordance with these documents, the reform of public administration among the previously declared vectors prioritized the development of the provision of services aimed at creating centers for „the provision of all services in one place”, and improving the processes of acceptance of management services by adding to them the maximum number of actors and clear regulation of the terms of decision-making.

In 2016, the European Union, while paying tribute to the dynamic process of reform in the country, allocated EUR 30 million to Georgia's public administration support program. The significance of the reform is also emphasized by the fact that the indicated amount of money is one-quarter of the European support for reforming in Georgia, and, therefore, one can conclude that this reform is a priority. Since 2011, the total amount of grants and technical assistance from the EU has exceeded 450 million euros.

Factors that have Caused the Need to Reform the Current System of Public Administration in Georgia

Association Agreement between the EU and Georgia updated the necessity to adapt Georgian public service norms and standards to the EU administrative space. The SIGMA Integrated Assessment, designed for the Eastern Partnership countries, demonstrated the existence of deficiencies and formed the priorities and corresponding development vectors, which laid the foundation for the Roadmap for Public Administration Reform by 2020. One of the independent and critical views on current transformations in the country is the evaluation of the overall level of democracy held by Freedom House annually. Thus, according to the results of 2017, the overall

level of democracy in Georgia is estimated at 4.68 points (where 1 is the maximum, 7 is the minimum) (Freedom, 2018), while in the dynamics of the country lost 0.07 points on the problems of democratic governance, then starting from 2013, the situation does not change, the country receives 5.5 points. The main problems outlined above are still the failure to take into account the views of the opposition in the process of making managerial decisions and the possibility of including the influence of personal interests, which is associated with mental characteristics and the presence of political influence on public servants.

Components of Public Administration Reform in Georgia: the Essence and the Logic of Interconnections

An important element of the planning of reforms in Georgia is considerable attention to the coherence and organic linkage of strategic planning documents. Thus, in May 2015, the road map for public administration reform in Georgia until 2020 was approved. One of the main actions of the first stage of its development and the commencement of implementation was alignment with the provisions of the rest of the strategic documents.

According to the Roadmap, main vectors for reform are (Public administration, 2018): policy planning, personnel management, accountability, service provision system, management of public finances, local government.

The first vector is clearly focused on: the development of the legal and regulatory framework for policy planning that will regulate the development, adjustment, updating and consistency of key planning documents; creation of a unified system of planning and unified methodological bases for all authorities regarding the development of planned documents; ensuring compliance of planned documents with legislative acts; ensuring communication of planned documents with budgeting, justification of financing; elimination of parallelism, clear distribution of functions and powers between authorities, institutional capacity of public authorities; development of a reporting and assessment monitoring system: in terms of the availability of performance and effectiveness indicators of programs and strategies at both national and regional and local levels.

In the field of personnel management, attention is focused on the quantitative and qualitative composition of public servants and is aimed at solving a number of problems: widespread reform of the public service: the change of normative legal bases, adoption of the updated Law „On Civil Service“; the need to update the institutional system; Ensuring the proper conduct of the public service: from free admission, problems of a possible conflict of interest to proper career development and social security; the

separation of the public service from politics, the development of mechanisms for protecting employees from political influence; creation of a transparent and adequate system of remuneration: elimination of arbitrary calculation of incentive charges; ensuring systematic improvement of the professional qualities of a public servant and staff mobility; creation of mechanisms of disciplinary responsibility and monitoring of prevention of corruption; the need for the reform of the Public Service Bureau as a body that oversees the process of implementing the reform.

Within the framework of the priority of accountability, the main directions are improving the national anti-corruption policy and the development of anti-corruption legislation, the implementation of the National Anti-Corruption Strategy developed; improvement of mechanisms for access to public information and transparency, practical implementation of the Action Plan «Open Government» (Support, 2018).

Regarding the scope of public services, the main activity is aimed at developing a clear policy on the provision of public services: the development of service quality standards, ensuring accessibility for all categories of citizens, algorithmization of the process of providing services in electronic format etc.; development and approval of the methodology for calculating the cost of services; ensuring quality control of services.

In the part of public finance management: clarification and provision of problem orientation of the Public Finance Management Strategy; ensuring proper financial management and control, implementation of results management elements. One of the most important is the priority of the development of local self-government, according to which the main problems are the lack of a clearly formulated course of reforming and implementation of democratic governance at the local level; the needing to ensure the financial capacity of local self-government bodies.

In order to solve a range of issues of local development, Georgia, as a member state of the European Charter of Local Self-Government, pledged to conduct a series of reforms aimed at:

- deepening of the decentralization of power, resources;
- territorial optimization;
- the development of civil society at the local level;
- implementation of the fundamentals of prevention and counteraction to corruption on the ground;
- Leadership development at the local level;
- ensuring gender equality and inclusiveness in the life of settlements.

Consider each of the components of Georgia's public administration reform with defining the essence of problems, strategic relationships (conceptual documents that served as a basis for solving these problems) and providing suggestions for their solution. Their systematization is shown in table 1 (see table 2.2).

Table 2.2. Complex of public administration reform in Georgia

Component	Strategic interrelationships	Essence and problems	Suggestions for resolution
Policy Planning	Roadmap of public administration reform and administration	1.The imperfection of the legal and regulatory framework for policy planning. 2.Lack of coherence of the basic planning documents, a unified system of planning and unified methodological principles for all authorities regarding the development of planned documents; 3.Lack of connection of planned documents with budgeting, the problem of the validity of funding; 4.The need to eliminate parallelism, clearly delineate the functions and powers between authorities, to ensure the institutional capacity of public authorities; 5.Weak monitoring and reporting system.	1.Improving the legislative framework for policy planning 2.Development of a unified system of planning and policy provision, the development of methodological recommendations. 3.Ensuring links between policy planning and legislation. 4.Ensuring links between policy planning and budgeting. 5.Building institutional capacity to improve policy analysis and planning 6.Development of integrated management, monitoring, reporting and assessment systems

Personnel management	The concept of Civil Service Reform and Action Plan	<ol style="list-style-type: none"> 1. Too broad definition of the category «public servant». 2. The lack of sufficient legal framework for the establishment of a public service institute. 3. Lack of equal and transparent access and conditions of civil service. 4. The sensitivity of public servants to political influence. 5. The system of remuneration is not sufficiently transparent and adequate. 6. Insufficient professional development of civil servants. 7. Lack of disciplinary liability mechanisms and monitoring of corruption prevention 8. The limited capacity of the civil service bureau for conducting the reform and ensuring its implementation. 	<ol style="list-style-type: none"> 1. Clearly define the sphere of civil service and ensure its practical progress. 2. Provide optimal solutions for institution building of the public service. 3. To consolidate legislation guaranteeing personnel promotion on the basis of the merits of civil servants and ensuring equality at all stages of the civil service. 4. Analyze political influence on senior civil service positions and create common ground for preventing it. 5. Improve the remuneration system of civil servants by analyzing the current situation and creating a logical, transparent and fair remuneration model that preserves, attracts and motivates civil servants 6. Create sustainable conditions for the civil service, which will guarantee permanent professional development 7. Improving disciplinary responsibility of civil servants and create a system for monitoring corruption prevention in the civil service 8. Reform the bureau of the civil service in a way that allows it to lead the reform process and ensure its implementation.
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Accountability	<p>1.Open Government Partnership. 2014-2015 Action Plan.</p> <p>2.Digital Georgia: Georgia's E-Governance Strategy and Action Plan 2014-2018.</p> <p>3.Public Finance Management Strategy 2014-2017.</p> <p>4.National Anti-Corruption Strategy.</p>	<p>1.The need to improve existing political and legal rules to prevent corruption.</p> <p>2.The need to improve mechanisms for access to public information and transparency</p>	<p>1. Implementation of a national anti-corruption strategy aimed at effective coordination of interdepartmental measures in the fight against corruption; openness, access to public information and public relations; anti-corruption education for the public; prevention of corruption in power institutions; transparency and reduction of corruption related to risks in the financial sector, the public procurement sector; preventing political corruption; prevention corruption in the defense sector, customs, and tax authorities, the private sector, transparency of the public finance management system of health programs; criminalizing corruption and effectively detecting and prosecuting corruption.</p> <p>2.The implementation of the „Partnership for Open Government”, aimed at improving public services, enhancing the integrity of society, better management, rational using of public resources and the creation of safe communities..</p>
The system of provision of services	<p>1.Open Government Partnership. 2014-2015 Action Plan</p> <p>2.Digital Georgia: Georgia's E-Governance Strategy and Action Plan 2014-2018</p> <p>3.Public Finance Management Strategy 2014-2017</p> <p>4. National anti-corruption strategy.</p>	<p>1.Lack of a single policy on the provision of public services.</p> <p>2.The lack of a unified legal framework for the provision of public services and services in electronic format.</p> <p>3.Lack of formal quality assurance systems.</p>	<p>1.Developing a single policy on a high-quality service delivery model which will ensure that public services are matched to social needs.</p> <p>2. Establish a single legal basis for administrative procedures to reduce special requirements.</p> <p>3.To create a universal system of quality assurance of public services (introduction of standards ISO, assurance of the level of satisfaction of consumers with quality of services, development of «Methodology for conducting surveys of citizens' satisfaction with the quality of services»).</p> <p>4. Ensure the implementation of the Strategy «Digital Georgia: E-Georgia Strategy and Action Plan 2014-2018.».</p>

Public finance management	<p>1.Open Government Partnership. 2014-2015 Action Plan</p> <p>2.Digital Georgia: Georgia's E-Governance Strategy and Action Plan 2014-2018</p> <p>3.Public Finance Management Strategy 2014-2017</p> <p>4.National anti-corruption strategy.</p>	<p>1.The lack of consistency in the political and legal framework in the field of public finance management</p> <p>2.Insufficient financial management and control.</p>	<p>1. Ensure implementation of the SCFM 2014 Plan and 2015 Plan.</p> <p>2.Strengthen the financial management and control system by conducting a detailed analysis of the implementation of the Action Plans of previous periods and making adjustments to the next Plan.</p>
Local Government	<p>1.Regional Development Program for 2015-2017</p> <p>2.Concept note „Basic Principles of the Strategy for Decentralization and Development of Local Self-Government 2013-2014” and Action Plan 2015</p> <p>3.Action Plan 2014-2017 on decentralization and development of local self-government.</p>	<p>1. The lack of a clear vision of how to achieve good governance at the local level</p>	<p>1.Development of a new Strategy and Action Plan 2017-2020 on Good Governance at the Local Level.</p> <p>2.Strengthening the capacity of local public servants to ensure the effective functioning of local self-government bodies.</p>

2.3. The Reforming of the Public Administration System: the Republic of Moldova

In June 2014, the Republic of Moldova and the European Union signed the Association Agreement of Moldova. By signing this document, the Republic of Moldova has undertaken to develop democratic institutions in accordance with the standards and rules of the European Union (Resolution General Assembly, 2015). Thus, the reform of the public administration system is part of the complex process of adaptation of the Republic of Moldova to the EU standards. Therefore, at the request of the Government and with the support of the European Union, an initial assessment of Moldovan state administration began in October 2015, which helped to identify the main aspects of the public administration system of the Republic of Moldova in terms of the principles of public administration developed by SIGMA (Public administration reform strategy 2016-2020).

Positive trends in the functioning of the public administration of the Republic of Moldova

System research of the modern sphere of public administration of the Republic of Moldova has established positive trends:

1. Since 2005, European integration has become a consistent and fundamental priority of Moldova's domestic and foreign policy. The Government of the Republic of Moldova adheres to the principles of the Eastern Partnership, in particular, the strengthening of political association and closer economic integration. These goals are reflected in the Government's program of activities for 2015, the European Integration: Freedom, Democracy, Welfare 2011-2014 Government Program, the National Development Strategy (Moldova 2020) and the National Implementation Plan for the Association Agreement between the EU and the Republic Moldova 2014-2016, which are closely linked to the goals and actions contained in the Association Agreement and the Association Agenda.

2. Legislation on statistics complies with EU standards. Improvement noted:

- availability and quality of national accounts, business, environment, and foreign trade statistics.
- regular use of statistics, its timely production, and distribution;
- the ability to interpret data by the Central Office in the decision-making process on evidence-based policy.

3. A strong legal and regulatory framework was created to implement a well-balanced policy of reforming the public administration system:

- National Program for the Reform of Public Services for 2014-2016 (Government Resolution No. 122 of 02/18/2014);
- Strategic program of technical modernization of management (electronic transformation) for 2012-2020 (Governmental Decree No. 710 dated September 20, 2011);
- National Strategy for Decentralization for 2012-2015 (Law No. 68 dated April 5, 2012);
- National Strategy for the Management of Public Finances for 2013-2020 (Governmental Decree No. 573 dated 06.08.2013);
- Program for the development of state internal financial control for 2014-2017 (Governmental Decree No. 304-310 / 11471041 dated December 20, 2013);
- Strategic Development Program of the National Bureau of Statistics for 2012-2014 (Decision of the Council of NBS No. 26 dated

December 29, 2011).

5. The greatest progress has been made in the provision of public services. The Central State Administration has implemented an action plan for the National Program for the Modernization of Public Services, as well as a program for electronic transformation related to the implementation of e-governance tools (Monitoring , 2018).

Factors that have led to the need to reform the current public administration system of the Republic of Moldova

The result of the study was also the finding of such factors that led to the need to reform the current system of public administration of the Republic of Moldova:

1. Moldova made insignificant progress in depoliticizing and improving the professionalization of its central state administration in the absence of a clear strategy for reforming public administration; the average salary of civil servants remained low and the public service remained structurally weak due to the transfer of personnel to the private sector or to international organizations.
2. Financial decentralization was launched throughout the country from January 1, 2015. Insufficient reform of the number of territorial units did not contribute to the strengthening of the already weak capacity of most local authorities.
3. Horizontal state administrative reform has also not made significant progress; one of the key shortcomings in this area is the lack of a comprehensive strategy and strategic management by the central government.
4. In addition to horizontal state reforms, Moldova should also improve its administrative capacity to meet the requirements of the Association Agreement and the DCFTA. In this context, political cooperation is especially important.
5. None of the approved strategic documents mentioned above cover other main areas of activity of the Parliament, in particular, the development and coordination of policies, civil service, and human resources management.
6. There is a need to increase the professional capacity and efficiency of public administration, including at the lower levels of government.
7. Despite the fact that since January 1, 2015, fiscal decentralization has been deployed throughout the country, the lack of reforms in the number

of territorial units did not contribute to the strengthening of the already weak capacity of most local authorities (Special Report, 2015).

Therefore, in order to improve the institutional and staffing capacity of the central and local government administrations of the Republic of Moldova, in the development and implementation of the policy of reforming the system of public administration should take into account existing challenges and possible ways of stabilization based on the principles of good governance (see Table 2.3).

Table 2.3. Challenges and ways to stabilize the process of reforming the public administration system in the Republic of Moldova

Challenges	Ways of stabilization
Geopolitical tension and poor economic activity hamper political stability and government action	Intensified political dialogue with the government and local stakeholders after (and within the framework) of the Association Agreement
Policy coordination is ineffective in ensuring compliance with the process of adopting EU principles	Supporting the Government / Parliament in ensuring policy coordination and proper understanding of the requirements arising from the Association Agreement
The reform of territorial units is not accepted, the number of local organizations remains at the current level (898), which jeopardizes financial stability and the success of the process of fiscal decentralization	Permanent political dialogue with the authorities in order to streamline the current structure. In the absence of reforms, the provision of public services to local authorities should be restructured through the promotion of cost-effectiveness and the use of joint management in appropriate cases
Insufficient information from the relevant state bodies and institutions necessary for the effective and timely implementation of statistical work; Lack of clarity related to politics, strategic and operational responsibilities, and lack of responsibility for rapid disagreements.	Continuous involvement in the implementation of an interactive platform for cooperation between stakeholders so that they can share information with benefits for both parties.
High personnel workforce	Start the next round of meetings with all key stakeholders to rethink their political, strategic and operational responsibilities until the problem is resolved.

The Strategy of the public administration reform of the Republic of Moldova for 2016-2020 as an important element of the legal mechanism for transformation

On July 25, 2016, the Government of the Republic of Moldova adopted the Strategy of Public Administration Reform for 2016-2020, which declared the necessity and urgency of reforms in the system of public administration, which is a prerequisite for any other reforms in any public sector. Moreover, the guarantee of the continuity of all reform initiatives is the provision of human and financial resources; otherwise, the reform process itself will be only declarative (Public administration reform strategy 2016-2020). This Strategy was developed and approved 11 years after the start of reforms in the field of **public administration (2005)**, which contributed to the development of Moldovan institutions. Representatives of both civil society and development partners have confirmed that some aspects related to government reorganization, public service reform, financial management, and decision-making simplification have already been achieved. However, in the absence of a strategic document in this area in recent years, the impact of the previous cycle of public administration reform is weak, decreasing steadily. There were many aspects that need to be improved, but society has, for good reason, higher expectations from the administration.

The overall goal of the reform of the state administration of the Republic of Moldova is to create a modern, efficient and professional state administration focused on providing high-quality public services in accordance with the needs and expectations of citizens and social and economic actors (Public administration reform strategy 2016-2020)

Table 2.4. Principles of good governance at the local level recommended by the Council of Europe

Principle	Essence
Legality	Regarding the reform of the public administration of the Republic of Moldova, the instructions will clearly outline the responsibilities of the authorities, the rules of the decision-making systems and the mechanisms for implementing their components.
Decentralization on local self-governance and subsidiarity	In the process of decentralization and reform of the public administration in the Republic of Moldova at the local level, synergy will be ensured with the National Strategy for Regional Development for 2016-2020. However, the special status of administrative and territorial units will be considered.
Partnership and institutional dialogue	Ensuring real opportunities for cooperation between central and local authorities, the private sector and civil society, as well as timely information and advice from the state of local government in the planning and decision-making process using their associative structures.

Integrity	Public administration should be an honest and trusted partner for individuals and legal entities. Fighting corruption is a prerequisite for the modernization of the state administration of the Republic of Moldova.
Participation, impartiality and engagement	The participation of citizens extends to the entire political process: from concept to implementation. Human rights are respected, protected and implemented by authorities at all levels.
Openness and transparency	Decisions are made, approved and executed in accordance with clear rules and procedures. Information on solutions, policy implementation, and results are available to the general public so that any citizen can have the ability to control and promote the activities of central and state bodies.
Professionalism	Continuous support at the appropriate level of professional skills of civil servants is improving managerial outcomes and impacts. As a result: civil servants have a motivation to improve work efficiency.
Man-centeredness	The activities, structure, procedures, and decisions of public administration meet the expectations and needs of people. Information on the decision-making process and public administration activities are ensured in accordance with applicable law, public services are provided in a proper manner, and claims and complaints are resolved within the statutory time limits.
Efficiency and Effectiveness	The public administration manages processes, policies, strategies, projects, services, and available sources to get the best results for communities, individuals and legal entities in accordance with the goals and commitments they make. Performance management systems evaluate and increase the efficiency and effectiveness of the civil service.
Vision and Constancy	The administration should be guided by mid-term and long-term optimization and efficiency. The needs of future generations are considered in the current policy. Decisions generally take into account all costs and do not convey problems relating to the environment, structure, finance, economic and social nature for future generations.
Responsibility	The role of each participant in the management process is clearly established and the responsibility of decision-making is declared. All decisions are presented and explained. There are effective mechanisms for combating maladministration and government action that violate the law and the rights of people.

The strategy of reforming public administration involves a new, more practical approach. In the process of modernizing public administration, primary changes are made, almost exclusively, on the internal mechanisms of government at the central level. In the future, the Strategy will focus on

expanding the components of reforms related to the reform of local government, which needs the further expansion of opportunities in this area. According to this approach, the authorities should hear and analyze the problems faced by the population and must develop effective solutions in this regard. It is necessary to develop the capabilities and skills of the civil service to provide civil service with new methods and technologies. In addition, there is a need to optimize public administration by matching its costs with the possibility of providing quality results (Public administration reform strategy 2016-2020).

Components of public administration reform in the Republic of Moldova: the essence, the logic of interconnection

The public administration reform strategy defines priorities for key general management systems that will enable governments to monitor and coordinate the necessary changes at the central level in order to ensure their repercussions and mutually reinforce the consequences of these changes. The components of the reform of the state administration of the Republic of Moldova are:

- accountability of public administration;
- development and coordination of state policy;
- modernization of public services;
- management of public finances;
- Public Service and Human Resources Management (Table 2.5)

Table 2.5. Components of public administration reform in the Republic of Moldova

Component	Essence	Problems	Suggestions for a solution
Accountability of PA	The relationship between lower levels with higher administrative levels or policies (vertical level) Relations between individual administrators and public administration as a whole from a person as an entity or user of public services and external supervisors and control (horizontal level)	1. Traditionally, the authorities have focused their efforts on ensuring a minimum level of transparency in the decision-making process. 2. The authorities still believe that ensuring continuous access to information is excessive activity. 3. There is no clear mechanism for establishing conditions and conditions for compensation of administrative errors. The inefficiency of local government level 2 - district councils of the Republic of Moldova	1. Organization of the structure of the central state administration on the basis of EU recommendations. 2.Redistribution of competences between the central and local state administrations of both levels, characterized by functionality, clarity, stability, correlation with available resources and administrative capacities of administrative and territorial units 3. Strengthening administrative capacity by reducing fragmentation of the administrative and territorial system and / or developing alternative forms of service delivery at the local level.

Development and coordination of state policy	The process by which the government legalizes its political vision in strategies and regulations and actions aimed at achieving „results” for its citizens..	<ol style="list-style-type: none"> 1. There are no detailed methodologies for the structure, content and other requirements for planning documents. 2. There are shortcomings in the functioning of the institutional framework and the mechanisms for coordinating external assistance at the sectoral level. 3. The medium-term planning system for the process of integration with the EU is at an early stage. 	<ol style="list-style-type: none"> 1. Strengthening the position of the State Chancellery and the Ministry of Finance to perform functions specific to the „Center of Government”. 2. Harmonization of the policy planning process with the medium-term budget system, the budget process and the government's available resources. 3. Ensuring transparency of government decisions, adherence to legislative requirements, accessibility for citizens.
Modernization of public services	Implementation in practice of the obligations of central and local government administrations to ensure good governance by guaranteeing the right of every citizen to receive qualitative, transparent and cost-effective public services.	<p>There is no conceptual approach to modernizing public services. Lack of a strategic vision of the implementation of the process of modernizing services by local administrations.</p> <p>There are no single and transparent principles for setting tariffs for services provided during payment.</p>	<ol style="list-style-type: none"> 1. Ensuring a coherent and unified approach to modernizing public services 2. Improving the quality and accessibility of public services through re-engineering of operational processes and digitization 3. Creation of a wide network of universal centers for the provision of public services.
Public finance management	A process that ensures that public finance management is carried out at very high standards of efficiency, effectiveness, integrity, and transparency.	<ol style="list-style-type: none"> 1. The government does not establish the priority of using state resources. 2. The importance of the financial management system's management is not realized by the heads of institutions. 3. There is no proper unified procedure for the implementation stages of public resources management. 4. The decentralization of property is significantly delayed. 5. The delegation from hierarchical structures is not carried out by their subordinate institutions. 	<ol style="list-style-type: none"> 1. Formation of the national state budget in accordance with the national legal framework, with the cost constraints established in the medium-term budget system and the needs of the administrative-territorial units. 2. The operational basis of financial management and control defines responsibilities and powers. 3. Each public organization carries out financial management and internal control and audit in accordance with the general policy documents on internal audit depending on the needs of the organization. 4. Delimitation of state property from administrative-territorial units, including domains (state and private).

Public Service and Human Resources Management	The system cannot become functional and effective, and cannot fulfill the mission for which it was created, only on the basis of a package of laws, certain rules, norms, and rules. Professionalism, honesty, honesty and equity of human resources are in the quest to serve the public interest, provide a human dimension to public administration.	<ol style="list-style-type: none"> 1. The selection of candidates for public functions focuses more on identifying levels of knowledge and fewer competencies. 2. The attractiveness of the public function is low. 3. Salaries of civil servants are not incentive/motive. 4. The integration of „state secretaries” in all the authorities has not yet been achieved. 5. The process of professional development of personnel is not yet a priority for the management of public authorities. 	<ol style="list-style-type: none"> 1. Clearly defined boundaries of competences of the civil service system. 2. A well-established and stable legal and regulatory framework for the provision of professional civil service. 3. The professionalism of civil service is reinforced by high standards of human resources management and management.
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Consequently, the Strategy of Reform of Public Administration in Moldova at the present stage contains such important, more effective aspects, as:

1. Concentration on the real needs of citizens-consumers of administrative services. Reforms are aimed at streamlining the provision of services by the administrations to ordinary citizens, with a particular emphasis on the location of the administrative services, their cost, the speed of reception and the level of satisfaction with the services.
2. Comprehensiveness. Reforms cover all levels of government, not limited to its central authorities.
3. Coordination. This aspect consists in focusing on the priorities and synergies between the areas in the process of monitoring and supervision that takes place at the central level, and involves more stringent conditions and thorough scrutiny of the indicators (Special Report, 2016).

Expected results of the implementation of the Public Administration Reform Strategy in Moldova:

- significant simplification of the structure of public administration in Moldova, but its effectiveness will be greatly enhanced by formulating the state policy on the real needs of all citizens and ensuring transparency of the process of making managerial decisions;
- maximum approximation of the work of public services to the needs of citizens, and as a result: effective, prompt and timely implementation of management decisions, while administrative burden and related costs will be reduced;
- transparent, effective use of state financial resources, with the

- obligatory orientation on the defined development priorities;
- the increase of the level of responsibility of state institutions in management processes;
 - transparency of the public procurement process that will be implemented within an effective regulatory framework, allowing a healthy development of competition and offering equal conditions for all interested parties (Evaluation of the Implementation Performances, 2011).

2.4. Reforming the Public Administration System: Ukraine

Justification for the need to modernize the public administration system

Researchers in the field of public administration state the low level of development of the public administration system: the public service is neither attractive nor motivational for competent and honest professionals, public administration reform is slow or delayed, public administration performs functions that do not correspond to the role of the state in a functional market economy.

For these reasons, modernization of the public administration system is relevant to any modern society, which is impossible without a gradual and continuous reform of all levels: vertical and horizontal, all political and social components of the state. In response to the announced challenge, the EU reacted by adopting the Agenda (2015) for 2030, which states in its preamble that “this Agenda is a plan of action for people, the planet and prosperity. Its goal is also to strengthen the universal peace in conditions of greater freedom. This plan will be implemented by all countries and all stakeholders, which will operate on the basis of cooperation and partnership. We strive to carry out the bold and transformative steps that are urgently needed to bring the world to a path of stable and steady development. Seventeen Targets of Sustainable Development and the 169 challenges that we are proclaiming today demonstrate the magnitude and ambition of this new, universal Agenda. They are focused on the development of achievements made within the framework of the Millennium Development Goals, and on the completion of the implementation of tasks that have not been implemented. They are integrated and indivisible and balance the three dimensions of sustainable development: economic, social and environmental. These Goals and Objectives over the next 15 years will stimulate activities in areas of critical importance for humanity and the planet” (Agenda, 2015).

The document declares that sustainable development can not be ensured without peace and security, and without sustainable development, peace

and security will be under threat. The new agenda recognizes the need to build a peaceful, just and inclusive society in which equal access to justice is ensured and based on respect for human rights (including the right to development), the real rule of law and good governance at all levels, as well as transparent, effective and accountable institutions.

The Code takes into account factors that cause violence, insecurity, and injustice, such as: inequality, corruption, poor governance, illegal financial flows, etc.

Therefore, there was an urgent need for additional effective measures and actions in accordance with international law to remove obstacles to the full realization of the principles of sustainable development.

This will be facilitated by the achievement of Goal 16 – «Facilitating the building of a peaceful society for sustainable development, ensuring all access to justice and creating effective, accountable and inclusive institutions at all levels», among its objectives, in the context of resolving the issue of creating accountable and inclusive institutions at all levels. , special attention is attracted by such:

- substantially reduce the scale of corruption and bribery in all its forms (16.5);
- to create effective, accountable and transparent institutions at all levels (16.6);
- to provide responsible, inclusive, and participatory decision-making at all levels (16.7);
- to expand and intensify the participation of developing countries in the activities of the institutes of global governance (16.8);
- to ensure public access to information and protect fundamental freedoms in accordance with national law and international agreements (16.10);
- to encourage non-discriminatory laws and policies on sustainable development and enforce them (16 b) (Agenda, 2015).

Taking into account the need to develop effective rule-of-law management for the achievement of the goals of sustainable development, UN member states, including the Republic of Moldova, have agreed on the goal 16 «Peace and justice, strong institutes», through which they commit themselves «to develop effective, responsible and transparent institutions at all levels» (Goal 16.6) and «to provide operational, comprehensive, participatory and representative decision-making at all levels».

The methodology for development and implementation of the reform program on the example of Ukraine (SIGMA Project Ukraine)

The main ideologist and expert on the reform of the public administration in Ukraine within the framework of the ENP is the program SIGMA. In 2015, SIGMA conducted a comprehensive baseline assessment of the core principles for seven EU enlargement candidate countries and potential candidates and has since continued to consult and monitor their implementation. In 2017, SIGMA published monitoring reports for EU enlargement candidate countries and potential candidates covering the period from May 2015 to June 2017. This basic dimension, in which Ukraine is included, covers all the above-mentioned areas, with the exception of public financial management (including public procurement and external audit). SIGMA also conducted similar baseline measurements for Moldova in 2016 and a partial assessment of Georgia in 2018.

According to the results of the 2017 report, the SIGMA Program for Planning, Monitoring and Evaluating the Effectiveness of Reforms in the EU and Eastern Europe has refined the Principles and Methodological Basis of the Reform Strategy, but without changing the essence of the conceptual framework.

Ukraine clearly demonstrated its commitment to modernizing public administration and establishing closer ties with the EU in recent years.

Among other results, this commitment led to the signing of the Association Agreement (AA) in 2014, which included the creation of a Deep and Comprehensive Free Trade Area. AA came into full effect on September 1, 2017. Ukraine was also granted a visa-free regime, which entered into force in June 2017. The reform process in Ukraine has received significant support from the EU, including through the EU Support Group for Ukraine and the EU delegation.

The Cabinet of Ministers of Ukraine (CMU) created the framework for the reform of public administration (PAR), consisting of two strategic planning documents: the Strategy of Public Administration Reform in Ukraine for 2016–2020 (PARS) and the Government Finance Management Strategy System Reform for 2017–2020 (PFMSRS). These two documents (hereinafter referred to as «PAR Strategies») cover six areas of the Principles of Public Administration. The implementation of the Government Finance Reform Strategy began in May 2017 with the adoption of an Action Plan. Therefore, its assessment is premature and is not considered further. An important step in public administration reforming in Ukraine was the adoption of PARS in June 2016. This document is aligned with the priority areas of the Principles of Public Administration and sets goals to be achieved by 2020. However, the low level of implementation of activities planned in PARS suggests that the plans may not be implemented.

The strategy is the result of the political commitment to advancement in

PAR, but it is not based on a thorough, structured assessment of the state of affairs. Thus, the basic measurement of SIGMA is the first comprehensive, detailed assessment of the current situation with public administration in Ukraine. Although the adoption of PARS has accelerated the reform process and simplified reform efforts, it should be emphasized that some important reforms have already been initiated - for example, in the public service and in the provision of services.

The evaluation of the Public Administration Reform Strategy (PARS) was based on the methodology and indicators developed for candidate countries for EU enlargement and potential candidates. It should be noted that, given the status of Ukraine, they are more stringent than those intended for other target ENP countries. This estimate covers data from 2017 and events until mid-May 2018. Indicator values (based on items allocated to each sub-indicator) are indicative and should not be used or interpreted outside the context of the full qualitative analysis presented in accordance with each Principle. The report also includes short and medium-term recommendations that should help the Ukrainian administration to take concrete actions to address some of the most important problems.

In general, Ukraine has already made significant progress in reforming some areas of its public administration. In the field of civil service, new legislation was introduced, which created a wide scope of public service and introduced many solutions to enhance the professionalism of public service. Another area in which specific positive results of reforms may already be observed is administrative justice. In other areas, such as the remuneration of civil servants, reform has begun, and although the situation has improved, it is still far from being aligned with the Principles of Government. Important legal changes have also been made to the recruitment of civil servants, but further steps are needed to improve both the legislative and practical aspects of the process. The area of service provision is similar: many initiatives to modernize public services are carried out with significant support from donors, but most of them have not yet achieved the desired results (one of the exceptions is the creation of a network of administrative services centers). What is most inhibiting the development of administrative services is the absence of a basic law - a general law on administrative procedures - to ensure uniformly.

Organizational support and planning of the reform program in Ukraine

The Cabinet of Ministers of Ukraine (CMU) created the framework for the reform of public administration (PAR), consisting of two strategic planning documents: the Strategy of Public Administration Reform in Ukraine for

2016–2020 (PARS) and the Government Finance Management Strategy System Reform for 2017–2020. (PFMSRS). These two documents (hereinafter referred to as “PAR Strategies”) cover six areas of the Principles of Public Administration. The list of key planning documents analyzed for this assessment prioritizes PAR, includes: sustainable Development Strategy: Ukraine 2020 (SDS); government Action Program (GAP); medium-Term Priority Government Action Plan for the Period until 2020 (MTGPAP); action Plan for the implementation of the Association Agreement between Ukraine and the European Union (APIAA), which include some activities related to PAR.

However, PAR’s financial sustainability is not ensured, since PAR strategies do not include cost estimates for individual reform activities or their sources of funding. PARS include cost estimates only at the aggregate level for reform areas, while PFMSRS is not evaluated at all. Although the overall level of implementation of planned activities as well as tasks is low, the situation with PARS is slightly better compared to PFMSRS.

The analysis presented in the study covers the four Principles for the strategic framework of the PAR field, grouped according to one key requirement. It includes a brief analysis of the indicator(s) used for the assessment for each Principle, including sub-indicators, and an assessment of the status of the implementation process for each Principle. Short and medium-term recommendations are provided for each key requirement.

Principle 1: The government has developed and adopted an effective public administration reform program that addresses key issues. The activities included in all horizontal planning documents reflect the initiatives of the PAR planning documents (for example, civil service reforms, optimization and development of e-government).

Principle 2: the reform of public administration is carried out purposefully; The goals of the reform are established and regularly monitored.

Principle 3: Financial sustainability of public administration reform is ensured. Although PAR-related activities are funded in practice, the PAR strategy itself does not contain consistent information on the costs of individual activities that are included in planning documents or funding sources. The PFMSRS also does not contain any funding information required for the proposed reform actions.

Principle 4: Public administration reform has sound and functioning governance and coordination structures at the political and administrative levels to manage the reform planning and implementation process.

The strategy of the «Ukraine-2020» Sustainable Development as a mechanism of transformation

The Strategy for Sustainable Development „Ukraine 2020“ (adopted by the Decree of the President of Ukraine dated January 12, 2015, No. 5/2015) defines the purpose, vectors of the movement, roadmap, priority priorities and indicators of the proper defense, socio-economic, organizational, political and legal conditions of formation and development of Ukraine. Its goal is to introduce European standards of life and Ukraine's emergence in leading positions in the world. This involves implementing a series of tasks for defined vectors, the analysis of which is presented in the table (see table 2.6).

Table 2.6. Complex of public administration reform in Ukraine

Vector	The content of the transformation	Reforms	Legal and institutional mechanisms of implementation
Development vector	Ensuring sustainable development of the state, carrying out structural reforms and, consequently, raising standards of living. Ukraine should become a strong economy and advanced innovation, which needs to restore macroeconomic stability, ensure sustainable growth of the economy in an environmentally sound way, create favorable conditions for economic activity and a transparent tax system	Deregulation and entrepreneurship development; <i>Reforms:</i> - tax; - protection of economic competition; - corporate law; - financial sector; - capital market; - sphere of labor relations; - transport infrastructure; - telecommunication infrastructure; - participation in trans-European networks; - the state customs business and integration into the customs union of the European Union; - monetary policy; - power engineering; - land; - housing and communal services; - statistics; - agriculture and fisheries; - diplomatic service; - in the field of public procurement; - state financial control and budgetary relations; - civil service and optimization of the system of state bodies; - state property management; <i>Programs:</i> - development of Ukrainian exports; - development of small and medium business; - energy efficiency; - attraction of investments;	- the creation and operation of Target teams of reforms in priority areas with the aim of developing and implementing reforms. Representatives of ministries, state institutions, local authorities, committees of the Verkhovna Rada of Ukraine, representatives of international and non-governmental organizations, professional and business associations, other experts and specialists were included in the relevant target teams; activation of the work of the Government and the Verkhovna Rada of Ukraine in the direction of deregulation: 460 regulatory acts were abolished, which created additional administrative barriers and inhibited the process of attracting investments; online business registration was introduced; a moratorium on business inspections has been extended; the process of creation and commissioning of the Integrated Automated System of State Supervision has been initiated, a risk-oriented approach to audits of business entities has been introduced. - initiation of the activities of the National Investment Council; - approval of the concept of implementation of financing mechanisms for energy efficiency measures, legislative regulation of the creation of the Energy Efficiency Fund; - the approval of the Law of Ukraine „On the Electricity Market“ by the Verkhovna Rada of Ukraine and the drafting of the Energy Strategy of Ukraine until 2035, approved by the Resolution of the Cabinet of Ministers of Ukraine dated August 18, 2017 No. 605-p.

<p style="text-align: center;">Security vector</p>	<p>Providing security guarantees to the state, business and citizens, protection of investments and private property. Defining should be fair and impartial justice, urgent clearing of power at all levels, and ensuring the implementation of effective mechanisms for combating corruption. As well as effective medicine, the protection of vulnerable groups of the population, a safe environment and access to high-quality drinking water, safe food and manufactured goods;</p>	<p style="text-align: center;"><i>Reforms:</i></p> <ul style="list-style-type: none"> - national security and defense systems; - defense industrial complex; - judicial - renewal of power and anti-corruption; - protection of intellectual property; <p style="text-align: center;"><i>Programs:</i></p> <ul style="list-style-type: none"> - e-government; - law enforcement system; - energy independence; - preservation of the environment; 	<ul style="list-style-type: none"> - outline of approaches to the creation of a body for combating financial crime in order to ensure the consolidation of the powers that are allocated to the tax police, the Security Service of Ukraine and the Ministry of Internal Affairs of Ukraine. The Verkhovna Rada of Ukraine registered a draft law on the National Bureau of Financial Security of Ukraine - adoption of a package of bills aimed at implementing reforms in the judicial system (Laws of Ukraine „On the Constitutional Court of Ukraine”, „On the Judicial System and Status of Judges”, „On the High Council of Justice”, the adoption in the new wording of the Civil Procedural Code of Ukraine, the Economic Procedural Code of Ukraine, The Code of Administrative Proceedings of Ukraine);
<p style="text-align: center;">Responsibility vector</p>	<p>Ensuring that every citizen will have access to high-quality education, health care and other services in the public and private sectors. Territorial communities will independently resolve issues of local importance, their well-being and will bear responsibility for the development of the entire country;</p>	<p style="text-align: center;"><i>Reforms:</i></p> <ul style="list-style-type: none"> - decentralization and public administration reform; - regional policy; - constitutional - electoral legislation; - social security systems; - pension; - health care system; - in the field of ensuring the safety and quality of food products; - in the field of consumer rights protection; - education; <p style="text-align: center;"><i>Programs:</i></p> <ul style="list-style-type: none"> - national unity and support of national minorities; - popularization of physical culture and sports; - healthy lifestyle and lifestyle; - development for children and youth 	<ul style="list-style-type: none"> - consideration of the Concept of Pension Reform of Ukraine and the elaboration of a number of proposals for legislative regulation of some aspects of pension reform. Parliament adopted the Law of Ukraine „On Amendments to Certain Legislative Acts of Ukraine on the Increase of Pensions”; - the Government's approval of the Concept for the implementation of the state policy in the field of reforming the general secondary education „New Ukrainian School” for the period up to 2029; - the adoption by the Verkhovna Rada of Ukraine of the Law of Ukraine „On Amendments to the Law of Ukraine” On Education „introduced by the Head of the State regarding the peculiarities of access of persons with special educational needs to educational services”; - adoption by the Verkhovna Rada of Ukraine in the new wording of the Law of Ukraine „On Education”; - the Government's approval of the National Strategy for the Reform of the Institutional Care and Upbringing of Children for 2017-2026 and the adoption of an Action Plan for the Implementation of its Stage I

Vector of pride	Ensuring mutual respect and tolerance in society, pride for its own state, its history, culture, science, sports; creating the right conditions for life and work for the education of their own talents, as well as attracting the best world specialists from different fields.	<p><i>Programs:</i></p> <ul style="list-style-type: none"> - popularizing Ukraine in the world and advancing Ukraine's interests in the world's information space; - creation of the brand „Ukraine”; - development of innovations; - information society and media development; - tourism development; - development of national film production; - development of national publishing; - attraction of talents; <p><i>Reforms:</i></p> <ul style="list-style-type: none"> - awards; - state policy in the field of science and research; - Ukrainian space program; - state policy in the field of culture; - state policy in the field of sports. 	<ul style="list-style-type: none"> - the adoption by the Verkhovna Rada of Ukraine of the Law of Ukraine „On the Ukrainian Cultural Foundation”; - announcement in Ukraine in accordance with the Decree of the President of Ukraine in 2018 as the year of the implementation of the law-education project „I Have a Right!”; - the Cabinet of Ministers of Ukraine approves the plan of measures for 2018 on the implementation of the law-study project
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It is envisaged that the number and content of the mentioned reforms and state development programs may change in the process of implementation. At the same time, the implementation of such reforms and programs was recognized as a priority:

- national security and defense systems;
- renewal of power and anti-corruption reform;
- reform of the law enforcement system and the judiciary;
- decentralization and public administration reform;
- deregulation and entrepreneurship development;
- reform of health care system;
- tax reform;
- program of energy independence;
- program for popularizing Ukraine in the world and advancing Ukraine's interests in the global information space.

Therefore, Implementation of the Strategy involves the achievement of 25 key indicators that assess the progress of reforms and programs. For the most part, they determine the place of Ukraine in the World Bank's Doing Business rating; credit rating of liabilities in foreign currency on the scale of the rating agency Standard & Poors (not lower than the investment category „BBB”); Global Competitiveness Index, which calculates the World Economic Forum (WEF), etc.

But the key to the implementation of the Strategy is the social contract between the authorities, business and civil society, where each party has its own area of responsibility:

- government - to carry out reforms, to ensure the balance of interests between civil society, state and business, to work transparently and qualitatively on new approaches, to guarantee the observance of human rights;
- business - to support and develop the state, the business environment and civil society, to honestly pay taxes, to invest efficiently in the economy of the state, to adhere to the principles of honest work and competition;
- civil society - to control the power, live in accordance with the principles of dignity and strictly adhere to the Constitution of Ukraine and the laws of Ukraine.

It should be noted that the National Council for Reforms, as a special consultative and advisory body under the President of Ukraine, formed by the Decree of the President of Ukraine of August 13, 2014 No. 644, is the platform for seeking consensus and decision-making in the process of reforms, further implementing an effective unified state policy of reforms. The reform council consists of representatives of all interested parties, and its decisions are implemented by issuing, if necessary, the acts of the President of Ukraine, the Cabinet of Ministers of Ukraine, the National Bank of Ukraine Raina etc., preparation and submission to the Verkhovna Rada of Ukraine relevant legislation.

In particular, the key task facing the National Council of Reforms is:

- definition of the directions and priorities of reforms to ensure the implementation of the Strategy for Sustainable Development "Ukraine - 2020";
- accomplishment of 1039 national interests and protection of the constitutional rights and freedoms of man and citizen;
- development of a single, coordinated state policy, implementation of the strategy and mechanisms of implementation of reforms, ensuring monitoring of the effectiveness of their implementation;
- implementation of the Association Agreement between Ukraine and the European Union;
- analysis of the state of implementation of anti-corruption, tax reforms, reform of the law-enforcement system, civil service and service in local self-government bodies, management of state enterprises and PJSC "Ukrzaliznytsia", financial sector, public procurement, reforms in the energy sector and agricultural sector.

Among the main results focused on the activities of the National Council for Reforms in 2016 - the first half of 2018, the adoption of 323 decisions and recommendations by the Verkhovna Rada of Ukraine, the Cabinet of

Ministers of Ukraine, the National Bank of Ukraine and other state bodies should be noted. 81.7% of all decisions are fulfilled, and other tasks are in the process of execution. To support the activities of the National Council for Reforms, the Executive Committee for Reforms and the Project Office for the Coordination of the Development and Implementation of Reforms were set up. These bodies formed the basis of a new reform management infrastructure - the National Reform Management Model.

Anticorruption reform: positive trends and urgent tasks

An example of social and economic transformation in Georgia and Moldova is a vivid indication that there is no obstacle to the successful development of Ukraine: the Soviet mentality, the lack of traditions of conducting a civilized business, the corruption of power and society, or the negative attitude of Russia. Their experience is a clear refutation of the depressive scenario, because both Georgians and Moldovans are close to Ukrainians and common Soviet mentality and traditions. And the level of corruption, particularly in Georgia, ten years ago was an inexhaustible source for jokes.

Ukraine has begun a series of systemic reforms on the path to the formation of a modern society oriented on European democratic values. An effective anti-corruption reform is essential for the effective implementation of the changes introduced and the planned results. Regulatory and legal foundations have been formed to strengthen the fight against corruption, and institutions have been created that can potentially give a real result in large-scale counteraction to corruption. In particular:

- a number of anti-corruption legal acts and amendments thereto were adopted to prevent the occurrence of corruption risks (Laws of Ukraine: „On Prevention of Corruption” of October 14, 2014, «On the Principles of State Anti-Corruption Policy in Ukraine (Anticorruption Strategy) for 2014-2017» years «of October 14, 2014,» On the National Anti-Corruption Bureau of Ukraine «of October 14, 2014,» On the State Bureau of Investigations «of November 12, 2015,» On the Supreme Anticorruption Court «of June 7, 2018,» On the Establishment of the Highest Anticorruption Court „of 21 June 2 018, Decree of the President of Ukraine «On the Strategy of Sustainable Development» Ukraine-2020 of January 12, 2015, etc.); reduction of the powers of certain state authorities (in particular, the prosecutor's office in Ukraine is already deprived of the functions of general supervision);
- the vector of activity of law enforcement bodies has been changed

(Law of Ukraine «On National Police» of July 2, 2015 defines the legal principles of the organization and activities of the National Police of Ukraine, the status of the police, as well as the procedure for service in the National Police of Ukraine);

- New Laws of Ukraine “On Civil Service”, “On Public Procurement” were adopted, which contributed to the introduction of ProZorro and active public procurement through it, as well as the introduction of a system of monitoring and control of DoZorro subordinate procurement. In 2017, through ProZorro's electronic procurement system, 309 were conducted about 250 thousand tender purchases, and the amount of savings saved amounted to UAH 21.99 billion. (ProZorro, 2017);
- law was adopted on: ensuring transparency and accountability in financing political parties and electoral campaigns; the opening of data of state registers; Overcoming corruption in the e-administration system of VAT, which introduces a transparent and open system of compensation with automatic compensation of this tax.;
- the Law of Ukraine „On the Highest Anticorruption Court” of June 7, 2018, No. 2447-VIII, adopted the provisions of the Criminal Code of Ukraine (Criminal Code) regarding corruption crimes in accordance with the recommendations GRECO;
- the Resolution of the Cabinet of Ministers of Ukraine „On the Implementation of the Pilot Project on Creating Conditions for Eliminating the Payment of Customs Duties” was adopted on June 20, 2018. № 479.

At the same time, the quality of legislative acts adopted by the Parliament testifies to insufficient systematic approach to the drafting of bills and during cosmetic adjustment of national anti-corruption legislation, which negatively affects the state of implementation of anti-corruption policy in the state and significantly impairs the effectiveness of law enforcement practice. The process of creating a substantially updated institutional mechanism for providing anti-corruption reform was launched on October 14, 2014 by the adoption of the Law of Ukraine «On Prevention of Corruption», which laid the foundations for a new national system of anti-corruption bodies. In particular, during 2015-2018 years was formed:

- National Agency for the Prevention of Corruption (NAPC): ensures the formation of a state anti-corruption policy and simultaneously implements it;
- National Anti-Corruption Bureau of Ukraine (NABU), which is assigned a leading role among specially authorized counter-

corruption actors;

- Specialized Anti-Corruption Prosecutor (SAP);
- National Council on Anti-Corruption Policy (NCAP);
- The State Bureau of Investigations and the Supreme Anticorruption Court.

However, critically evaluating the results of the work of newly created anti-corruption bodies, it should be noted that the desired results have not been received. There are reasons:

- insufficient level of professionalism combined with a circular commitment, perfect knowledge of corruption schemes and the ability to use them in their favor, as well as inexperience and lack of autonomy in decision making by managers and staff members of NABU and SAP, combined with the use of outdated strategies and tactics, leads to an increase in the so-called „price risk,“
- simultaneous provision of the right to carry out operative and investigative activities to all authorities authorized to investigate corruption crimes, which leads to increased competition of powers;
- the simultaneous possession of the right to withdraw information from the channels of communication by a significant number of law enforcement agencies creates a risk of uncontrolled use, official misuse, which may lead to a large number of violations of the rights and legitimate interests of citizens.

As a result, this led to the fact that despite the achievement of a number of key areas of this reform (public procurement, the declaration by public servants of their wealth and wealth of members of their families, the introduction and functioning of the Unified State Register of electronic declarations of persons authorized to perform state and local functions self-government) Ukraine has not substantially improved its success rate in combating corruption. Thus, in the rating perception of corruption Transparency International Ukraine during 2015-2017 only slightly improved its performance, remaining in a group of countries with a rather high level of perception of corruption. If in 2015, Ukraine had a figure of 27, then in the next year 29, and in 2017 improved the indicator by one, but remained at 130 place among 180 countries. That is, there is a risk of losing the results of the achieved changes due to the inconsistency and unsystematic mechanisms of implementation of the planned steps. So, you should agree with the experts Transparency International (Recommendations, 2017), who believe that it is necessary to correct the situation that has developed in Ukraine in the field of combating corruption:

- to create an effective system of anticorruption justice with the involvement of foreign specialists as active participants in the process of selecting judges for these courts;
- complete the investigation and bringing to the court the affairs of the participants of the “sanctions list of Viktor Yanukovich” to the court as quickly and efficiently as possible;
- to establish systemic communication on anti-corruption reform with the community and international partners, based on real achievements in the implementation of state anti-corruption policy.

2.5. Conclusions to Section 2

The list of modern concepts, theories, models and approaches to the public administration system reforming, which in the long run takes place in the countries of the European Union and developed countries of the world, is far from being limited by presented in the review. First of all, this is due to the fact that such an analysis is not the purpose of the monograph, and their study was carried out through the prism of best practices, the adaptation of which will facilitate the process of integration into the European Community of the Eastern Partnership countries. In addition, the key issue was the substantiation of the theoretical foundations of the public administration forms that these countries would receive as a result of reform. Indeed, the existing reform methodology, proposed by Ukraine on the side of the main consultant of the SIGMA program, does not include theoretical concepts.

Summing up, we note that the main vectors of the development of the public administration system of Georgia can be considered the introduction of democratic governance, elements of e-governance, based on partial adaptation and implementation of European countries. The reform process is characterized by dynamism and broad support from the EU.

An important accent in reforming the system of public administration is to draw attention to the assessment of the quality of services, management decisions and activities of public authorities, an attempt to bring them into conformity with public requirements through the use of elements of counseling, population surveys.

Significant positive change is the interconnection between strategic planning documents, which began observing in the text of the relevant documents. Yes, the Roadmap for Public Administration Reform has clear references to other strategic documents complementing the Roadmap. This makes it possible to conclude that work on one of the identified problems (the consistency of the planned documents) is being actively pursued.

Problems remaining about separating policies from public service and eliminating the possibility of manifestation of political influence in the work of public servants still exist. An important problem, remaining the presence of the influence of interest groups on the process of making managerial and political decisions, the need to deepen work in the area of conflict prevention and anti-corruption.

Thus, the reform of the public administration system of the Republic of Moldova is an important aspect of improving the efficiency of the public sector. It should be noted that this process is continuous and requires constant efforts to deepen and broaden its scope. The adoption of the program documents on the reform of public administration in the Republic of Moldova until 2020 is confirmed by the conscious direction and willingness of the Government of Moldova to make radical positive developments in this area.

The risk of weak state capacity, as foreseen in the preamble of key documents, was in some way resolved through reorganization and training. But some unresolved problems still remains:

- low wages of the population;
- high level of personnel salary;
- unstable political support for reforms of the public administration system;
- regional instability: Moldova has strong ethnic Russians, ethnic Ukrainians, ethnic Bulgarians, ethnic Turkic elements and ethnic Romanian majority.

In modern conditions, there is a risk that the country may have to slow down or even weaken progress in modernizing the public sector in order to maintain peace among its diverse population (Monitoring, 2018)

Reports on the implementation of reforms in 2013, 2015, and 2017 indicate both important elements of the promotion and issues of concern. So, according to the progress report in 2013, in the first half of the year, Moldova went through its deepest political crisis in years, which is described as an „institutional collapse” that „damaged confidence in the democratic institutions of the Republic of Moldova” (Special Report ,2015). However, this proposal should be considered in its entirety, in particular the general conclusion in the previous sentence that „... despite the reciprocal steps in the first half of 2013, Moldova has made progress in the important and sensitive areas of the Action Plan, that they were identified as priorities for the previous report on the ENP”(Monitoring, 2018). A number of concrete reform steps, including the review of laws and implementation of action plans, was based on the decision on progress in

deep and stable democracy during 2013-2017, in line with the assessment set out in the report on the progress of transformations in the public administration system.

It should be emphasized, that in the absence of a specific EU standard or clear standards or even identical practices of Member States in the field of deep and stable democracy, any assessment of the cost of concrete reforms will contain the residual element of subjectivity.

Democracy building is a complex process, accompanied by a crisis of political governance, the risks of loss of controllability in the political life of the country. Throughout the period of internal instability and aggravation of the internal political struggle, almost all mature democracies took place. In Ukraine, this period is imposed on the exhaustion of the resource of the administrative system inherited to a large extent from the Soviet period. The state pays for corruption and incompetence of leaders of different levels of loss of citizens' confidence in the power. The result is a permanent crisis of all institutions of public administration, criminalization, and oligarchization. Another consequence is the lack of investment and the escape of the economy into shadow, the lack of funds for social programs and infrastructure projects, which is already a decline in living standards and social tensions.

Consequently, the updated strategic documents of the state clearly define the threats to national security and the priorities of the state policy in the relevant field. The realization of the complex of reforms is aimed at the formation of a qualitatively new, modern system of ensuring national security on the basis of advanced world practices and own experience gained during the anti-terrorist operation in the eastern part of the country. At the same time, the inconsistency and incompleteness of such a reform and, as a result, the weakening of the security and defense sector and the disorientation of society, which is totally unacceptable in the context of aggression against Ukraine, which has a long-term character, may become a significant threat on this path.

Administrative, territorial, political and institutional reform on the basis of the European integration aspirations requires an increase in efforts in the military, diplomatic, socio-political, socio-economic and humanitarian spheres that must strengthen the internal and external situation in Ukraine. It is necessary to bring reforms to the end to the end, to remove artificial bureaucratic and political barriers that restrain the use of significant internal resources. To this end, the efforts of the Verkhovna Rada of Ukraine, the President of Ukraine, the Cabinet of Ministers of Ukraine, the entire system of public administration, the private sector and public institutions should be directed.

Thanks to the decentralization reform, Ukraine has become one of the most fiscally decentralized countries in Europe, where more than 51% of public funds are local budgets, and the share of local budgets is more than 15% of Ukraine's GDP. The share of local taxes in local budget revenues has increased from 1% in 2014 to 30% in 2018. The budget alignment currently carried out on the basis of income estimates, rather than local budget expenditures, encourages local communities to develop local economies, and hence and the development of human capital (National Institute for Strategic Studies, 2018, c.22).

Local government is becoming an active player in developing the capacity of territories and regions. There is a State Strategy for Regional Development by 2020, all regions also have their own development strategies. Local budgets have become major investors in the infrastructure of the territories. The state actively helps. The financing of regional development from the state budget is carried out at the expense of the State Fund for Regional Development. Support for the development of territories from the State Budget of Ukraine has increased from UAH 0.5 billion in 2014 to UAH 19.37 billion in 2018. The Government and the Verkhovna Rada's task is to create conditions for increasing the size of the State Fund for Regional Development up to 1.5% of revenues to the formula of the State Budget and to provide the possibility of directing part of this Fund to the development of problem areas.

Along with the war in the Donbas and the economic situation, corruption is one of the biggest problems of the state, and the effectiveness of the system of anti-corruption bodies becomes a factor of national security. It needs to make efforts to create conditions that will allow the High Court of Anti-Corruption to begin the consideration of cases and make the first decisions in 2019; Provide legal security guarantees to persons who report harm or threat to the public interest as a result of corruption actions.

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