

ADAPTATION OF THE ADMINISTRATIVE SERVICES PROVISION IN UKRAINE TO THE EUROPEAN STANDARDS

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Abstract: *The aspects of adaptation of Ukrainian legislation in the field of provision of administrative services to the requirements and standards of the European Community are considered. The article analyzes the concept of “administrative service”, describes the standardization in the system of providing administrative services, administrative and legal regulation in this area, outlines the main directions of improvement of legislation aimed at improving the quality. It is emphasized that the adaptation of the Ukrainian legislation to the EU legislation is to bring national legislation closer to the modern European system of law. Adaptation is an integral part of integration processes, a prerequisite for the harmonization of national legislation with the legislation of international organizations.*

Keywords: *integration, international standardization, quality system, standards of ISO, standards for products (services), service delivery process, service subject, European Union.*

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1. INTRODUCTION

The target for satisfying certain needs of consumers involves a citizen’s vision as a customer-buyer. The “new public administration” approach that has been established in European countries since the 1980’s insists in its practice that all public functions should be systematically reviewed in order to ultimately increase competition in the area of providing services to citizens.

Ukrainian scientists’ associate modernization processes of public administration with the improvement of the quality of services. Simplification of procedures, creation of single service centers, clear definition of responsible persons, the possibility of choice – all this is aimed at satisfying the requests of citizens. In a number of countries, such policies are shaped in certain documents – the “Citizens’ Charter” in the UK, the “Charter of Civil Servants” in Italy, and so on. Consequently, the modern doctrine of public administration is based on the position that the authorities are in the service of

society, provide public services to citizens, creating conditions for the realization of their rights and freedoms.

One of the most important areas of reforming public administration is the formation and development of a system of administrative services. The result of this direction should be the creation of such a legal field and its real implementation in the administrative law practice, in which consumers of administrative services will have broad rights and powers. Certain steps to achieve the above goal are made at this time. Develop and adopt administrative acts for the provision of administrative services, official regulations of civil servants, and the introduction of electronic systems for the provision of administrative services to government agencies. But it's too early to talk about the implementation of all programmatic targets for administrative reform in this area.

Among the foreign scholars, M. Jop and S. Arnsfald, R. Bengtsson, S. Hansel, A. Lanis and J. Ozolini, M. Lauristin and P. Vihalle, K. Malfeet and V. Kaynanert, C. Liuhto, R. Villipsauskas, F. Laursen, studied issues of public administration in the field of European integration, including the adaptation of national legislation to the requirements of the EU. Among the domestic scientists and experts involved in research in the field of European integration, V. Zavadsky, D. Arakelyan, I. Kravchuk, M. Parapan, P. Doobrova, Yu. Garyacha, V. Streltsova and others.

Various aspects of the development of the system of providing administrative services, in particular the formation of an effective mechanism for improving their quality, were considered by such scholars as V. Averyanov, V. Soroko, K. Afanasyev, I. Golosnichenko, V. Zanfirov, S. Kivalov, A. Kirmach, I. Koliushko, V. Tymoshchuk, O. Tsiganov and others. The general approaches to improving the quality of service provision by introducing a quality management system in accordance with the ISO 9000 standard were studied by S. Hanotskaya, T. Mamatova, N. Tarnavska, and others.

The analysis of the above-mentioned scholars and their accomplishments made it possible to conclude that, despite a significant number of studies devoted to certain aspects of public administration of European integration, the problem of national standardization of the provision of administrative services to European standards is still poorly investigated. The vast majority of domestic researchers' works are devoted to the processes of determining the quality criteria for the provision of administrative services, approaches to the standardization of services, the establishment of relations in the context of association with the EU.

The purpose of this article is to study European standards for the provision of administrative services, conduct their comparative analysis and develop recommendations for further improvement of national legislation. Therefore, it is reasonable to justify the necessity of building an effective system of providing administrative services at the level of European standards, which requires proper scientific substantiation and determines the prospect of further research on this topic.

2. BASIC APPROACHES TO STANDARDIZATION OF SERVICES IN UKRAINE

In 2014, Ukraine made its final geopolitical choice. On June 27, 2014, an Association Agreement between Ukraine and the EU was signed. On September 16, 2014, the Association Agreement was simultaneously ratified by the Verkhovna Rada and the European Parliament [1]. The next step should be Ukraine's acquisition of full membership in the EU, which requires further approximation of national legislation to EU law, bringing it in line with European legal standards.

In the process of market interaction, producers, intermediaries, consumers enter into a variety of relationships, the result of which may be not only actions associated with the actual relationship (purchase and sale of goods), but also with the complex of operations that accompany or determine this interaction and mediated by different services.

In science, services are considered as an economic category and as a legal category. Service in economic terms is a type of economic activity and a certain economic benefit. Also, in the economic literature, private services are provided to mass consumers (leisure activities, utilities), and services provided directly to individuals looking for their specific needs (medical, legal, etc.). However, none of the many definitions of the term "service" has not been universally acknowledged due to the heterogeneity of services [2, p. 247].

As a legal category, a service is a type of public good that serves to meet the needs of citizens through the implementation of a subject of action or activity, in the useful properties of which is the subjective interest of the person [3]. The service can meet the needs of one person or group of people, be aimed at changing the objects of nature and things, to the person himself, as well as the change of social relations.

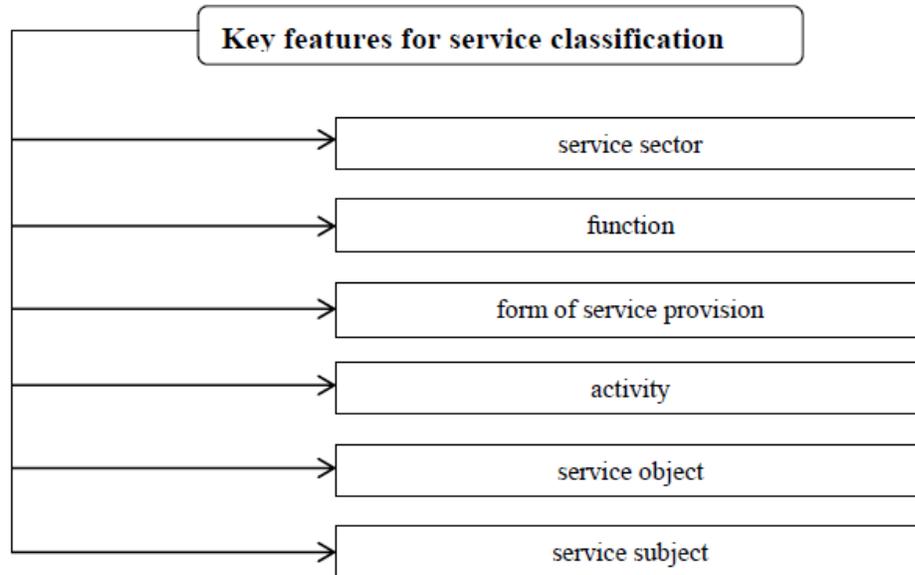
In the Law of Ukraine "On Protection of Consumer Rights" the category "service" is classified as "the activity of the executor for the provision (transfer) to the consumer of a specified contract of material or non-material goods, carried out according to the individual order of the consumer to meet his personal needs" [4, section 1, art. 1, parag. 17].

The legal principles of the realization of the rights, freedoms and legal interests of individuals and legal entities in the area of providing administrative services are defined by the Law of Ukraine "On Administrative Services", which carries a new ideology – service to citizens by the state, and its greatest achievements are the norms regulating the organization of the work of the centers provision of administrative services. That is, the orientation of the needs and interests of the client (person) from the public administration bodies is an indisputable positive of the theory of public services, and the actual administrative services as a kind of public services [5, p. 11].

Today, in order to identify groups and subgroups of homogeneous services, the types of services to which requirements in standardization documents are set, they classify existing services on the basis of certain features that take into account the specifics of services and service processes. This classification allows us to streamline the whole existing system of various services, to anticipate the emergence of possible new

types of services, to identify the objects of standardization in the field of services, taking into account their interconnections, and to establish the structure and composition of regulatory documents that should be developed for interrelated regulatory requirements, agreed upon both on the objects of regulation, and on the specific requirements for similar objects of standardization for all categories and types of normative documents on standardization of services (Figure 1) [2, p. 248].

Figure 1 Key features for the classification of services



Source: Chuj County Councils website

Meanwhile, in the official and scientific literature there is still no single attitude towards the classification of such services [6, p. 222]. There are only different approaches to defining their structure. Despite the fact that this variety is constantly reproduced in the works of domestic scientists, based on an analysis of their achievements, it is advisable to have a certain grouping of views on subjects and objects of service provision.

By object of service distinguish specific services, such as maintenance and repair of electrical appliances, repair of apartments, acceptance and delivery of telegrams, preventive inspection and medical examination of workers of the enterprise, etc. Detailing in this qualification group depends on the detail of the service object.

The level of detail is determined by certain needs, as well as the need to establish specific requirements for both the service related to the specific object (subject) and to the service.

By the service providers distinguish:

- services for enterprises;
- services for the population (collective of citizens or individual citizens) [2, p. 250].

An important component of the above-mentioned types of services are administrative services [7, p. 25].

The Law of Ukraine "On Administrative Services" provides the following definition of administrative service: "Administrative service – the result of the exercise of authority by the entity of the provision of administrative services on the application of a natural or legal person, aimed at acquiring, changing or terminating the rights and / or duties of such persons in accordance with the law" [8, art. 1].

From the point of view of N.Maryniak's research, administrative service is available where public interest is in the interest of the private sector. Combining personal, public and state interests, this category is based on the dialectical unity of personality, society and state. Modern understanding of administrative services covers all activities carried out in the interests of society in general under the auspices of state power. N. Marinyak emphasizes that the provision of administrative services should be considered as a function of modern social state [9, art. 298-299].

In Europe and the world, it has been found that sufficiently effective mechanisms exist for diversifying services and improving their quality. Standardization and certification play a role here. Service standards serve as incentives for firms competing in this area to improve the quality and improve the range of services provided they are able to provide their basic level.

Generally, the notion of "standard" is interpreted as a sample, a template, a stencil, a standard that has nothing original and adopted as a source for comparing with other similar objects, or as a normative and technical document setting the units of measurement, their terms definitions, service requirements, etc. [10].

The theoreticians of administrative law believe that the standards of public service provision are of fundamental importance to develop on the basis (taking into account) the standards of similar services in the private sector, that is, effectiveness, simplicity, timeliness, convenience, openness, equality, minimal cost and sympathy for service users [11, c . 136].

It should be noted that as a standardization object, the service presents a certain difficulty, since not all of its characteristics can be expressed quantitatively.

The main approaches to standardizing services are presented in Table. 1. [2, p. 253 -254].

Table 1 Basic Approaches to Standardization of Services

Criterion	Contents
The purpose of standardization of services	<ul style="list-style-type: none">• implementation of a unified technical policy in the field of standardization of services;• protection of the rights and interests of consumers of services;• ensuring the quality and competitiveness of services;• rational use of all kinds of resources, improvement of technical and economic indicators of service activities;• introduction and use of modern production and information technologies during service.
Basic principles of service standardization	<ul style="list-style-type: none">• taking into account world experience, assimilation of new non-waste technologies, safe for the environment, health and human life;• establishing requirements for the quality of services and services;

	<ul style="list-style-type: none"> • training specialists in quality management services and services at international standards; • preparation and implementation of a set of normative documents on standardization of services, harmonized with international, regional and, if necessary, national regulatory documents; • interconnection and consistency of normative documents on issues standardization of services at all levels and categories; • the suitability of normative documents on standardization of services for their certification; • openness of information about current standards and programs of work on standardization of services, based on the requirements of the current legislation; • compliance with the structure and structure of regulatory support activities in the field of services and maintenance of the composition and interconnections of objects of standardization of this sphere, rationality, unambiguousness, inconsistency and substantiality of requirements of regulatory documents, the possibility of their verification; • continuous improvement and updating of normative documents on standardization of services.
The main tasks of standardization of services	<ul style="list-style-type: none"> • classification of services; • establishment of standardization objects in the field of services and maintenance; • establishing the basic requirements for groups and sub-groups of homogeneous services, types of services, individual services and process of service, as well as their components; • establishment of requirements for the organization of work and management in the service sector; • the establishment of a nomenclature of quality indicators for groups and sub-groups of homogeneous services, types of services, individual services, maintenance processes, methods and means of their control; • unification of normative documents on standardization in the service sector in terms of the structure, composition and content of certain categories and types of these documents; • setting of terms and definitions in the field of services.
Objects of standardization in the field of services	<ul style="list-style-type: none"> • organizational (general and technical methods and means); • processes for providing services and servicing with them implementation; • groups and subgroups of homogeneous services, types of services and specific services; • requirements for services and maintenance.

Source: own processing based on the data obtained from the website of Apahida commune

The international bodies such as the Consumers International (CI), the World Trade Organization (WTO), the European Organization for Quality (EOQ), the European Quality Assurance Management (EQAM), etc. play an important role in controlling and ensuring the quality and safety of services. The service standards will help consumers compare the services offered and select them according to their inquiries.

At the stage of development of mankind services are a financially tangible object of production and consumption. Therefore, it was decided to use the international

standards of the series ISO 9000 for a joint definition of the quality of service delivery [2, p. 256].

In this plan, the achievement of world experience in the assessment of services can be considered the adoption of the ISO International Standard ISO 9004-2 “Leading guidance on services”, which is the methodological basis for national standardization and certification services [12].

Thus, the lack of uniform standards and procedures for all executive bodies, the lack of focus of the executive authorities on the needs of consumers, in particular, in the provision of services, the poor quality of a significant number of services provided by executive agencies, and an urgent need for implementation additional measures to prevent corruption among officials authorized to perform state functions have led to the necessity of drafting and approval by the Cabinet of Ministers Decree of Ukraine May 6, 2006 № 614 Programs of implementation of quality management system in executive bodies [13]. The program provides for a number of measures to implement a high-quality management system and provide executive bodies with all statutory rules, standards and standards for service delivery and execution of works. On instructions of the Cabinet of Ministers of Ukraine, the guidelines for implementation of the quality management system in the executive bodies in accordance with the requirements of State Standards of Ukraine ISO 9001-2001 were developed and ordered by the State Committee for Technical Regulation and Consumer Policy of Ukraine and the MDSCSU of 31.07.2006 № 273/221.

3. COMPARATIVE ANALYSIS OF THE STANDARDIZATION SYSTEM IN UKRAINE AND EU COUNTRIES

The system of technical regulation as an effective lever of economic management plays a significant role in the development of competitive high-quality products, environmental protection and the economical use of resources – the foundations of sustainable development of any country. Its significance stems from the processes in the economy and public life, characteristic of the late XX – early XXI century.

The first among them is the globalization of trade relations and the world market, which is characterized by the removal of borders on the path to the free movement of capital, goods, people, ideas and information. No less important is the second – acceleration of scientific and technological progress, the rapid development of progressive branches and areas of activity, first of all, information and communication technologies and biotechnology. This is closely linked to the use of high technology to reduce the cycle of design and product manufacturing, ensuring the optimal balance between quality, cost and time of production. Finally, the third process – the strengthening of environmental protection and rational use of resources. This problem is associated with a set of tasks to ensure an acceptable quality of life [2, p. 7].

Undoubtedly, one of the most effective and universally recognized world community, governmental institutions and business circles is the voluntary mechanism of standardization on the basis of consensus and consistency at different levels of standardization (international, regional, national, enterprise).

Standardization is one of the most effective ways of improving production and trade relations, reducing costs, improving the quality and competitiveness of products. It establishes rules, general principles or characteristics in relation to various activities or their results (i.e. products, processes, works, services), developing and accepting all normative documents that are accessible to all, standardization is aimed at achieving the optimal degree of order, and this becomes possible provided that normative documents are based on the achievements of science, technology and practical experience and create with the participation of all interested parties, taking into account the needs of society as a whole [2, p. 7].

A characteristic feature of standardization is that its scope and application, the level of development are in a wide range. There is no such sphere of human activity, to which no standardization would be involved. After all, with the spread and deepening of knowledge, the development of science and technology, the improvement of production scale of work significantly increases and extends the scope of the use of the principles of standardization.

Standardization accumulates the latest achievements of science and technology, organically combines fundamental and applied sciences, and promotes rapid implementation of scientific advances in practice, helps to identify the most economical and perspective directions of development of scientific and technological progress and national economy of the country. It combines science, technology and production, promotes the establishment of a unified technical policy in various sectors of the national economy, the technical re-equipment of production, the wide introduction of modern technology and the intensification of production, mechanization and automation of production processes, and the improvement of the quality of goods. All this contributes to the development of the country's economy.

Recently, one of the key issues in the scientific, technical and economic development of countries is the problem of improving the quality and competitiveness of products. Improving the quality of products (processes, works, services) – this is a problem not only consumer or technical, but also the economic, social and political problems of society. Thus, standards play an important role in judicial practice when resolving conflicts between producer and consumer. The standard can be an argument that aggravates the fault, or, conversely, justifies the company or firm, which has been sued in connection with defects in products [2, p. 11].

Standards are the source of the most important information, since they contain rules and regulations based on advances in various fields of technology, technology and practical experience and recognized by consensus among all stakeholders.

In general, the notion of “standard” is interpreted as a sample, a template, a stencil, a standard that has nothing original and adopted as a source for comparing with other similar objects, or as a normative and technical document, which establishes units of measurement, terms for their definition, requirements for services, etc. [10].

According to DSTU 1.0, this term has the following definition: standard is a normative document developed on the basis of the absence of contradictions on substantive issues by the majority of interested parties and approved by a recognized body, which sets rules, requirements, general principles or characteristics for general and

reusable use different types of activities or their results to achieve the optimal degree of ordering in a particular industry [14].

In accordance with clause 2 (3) of Article VI of the Agreement on Government Procurement of April 15, 1994, the standard means a document approved by a competent authority which ensures the general and regular use of the rules, guidelines or characteristics of goods and services or related with them processes and methods of production, compliance with which is not mandatory. It may also include or relate exclusively to requirements for terminology, symbols, packaging, marking or labels applicable to a product, service, and process or production method [15, 16].

In the Law of Ukraine “On Standardization” the standard is defined as a normative document based on a consensus adopted by a recognized body, which establishes for the general and repeated use of the rules, guidelines or characteristics of the activity or its results, and aimed at achieving the optimal degree of order in a particular field [3].

National legislation defines an approved list of standardization objects:

- 1) materials, components, equipment, systems, their compatibility;
- 2) rules, procedures, functions, methods, activities or results thereof, including products, personnel, management systems;
- 3) requirements for terminology, designation, packaging, marking, labeling, etc. [17, art. 5].

The national system of standardization of Ukraine contains various standards, which set requirements for specific objects of standardization. Depending on the object of standardization, composition, content, scope and purpose, they are divided into the following types:

- national standards of Ukraine: DSTU – state standards, approved by the State Standard of Ukraine; DSTU B – state standards in the field of construction and building materials, approved by the State Construction Committee of Ukraine; DSTU ISO – the state standards through which the standards of the International Organization for Standardization (ISO) are implemented.

- Republican standards of the former USSR;
- Interstate Standards, Guiding Documents, Recommendations;
- Republican standards of the former USSR, approved by the State Planning Committee or the Ministry of Economy of Ukraine until August 1, 1991;
- industry standards (OST) and technical specifications (TU) of the former USSR, approved before January 1, 1992, the validity period of which is extended, if the requirements of these standards are not in conflict with the current legislation of Ukraine;
- Standards of organizations (companies and associations of state-level enterprises) and industry standards of Ukraine (JSU, GOST), registered by the state enterprise “Ukrainian Research and Training Center for Standardization, Certification and Quality”.

Standards can be developed as material objects (products, standards, samples, etc.), as well as on norms, rules, requirements for objects of organizational, methodological and general technical character. Depending on the specifics of the object of standardization, purpose, composition and content of the requirements set for it,

different categories of normative standardization documents develop standards of the following types:

- fundamental;
- products and services;
- on processes;
- on control methods (tests, measurements, analysis).

The basic standards establish the organizational and methodological and general technical provisions for a specific industry of standardization as well as the terms and definitions, general technical requirements, norms and rules that ensure orderliness, compatibility, interconnection and coherence of various types of technical and industrial activities in the design, manufacture, transportation and utilization of products, safety of products, environmental protection.

Standards for products, services set requirements for groups of homogeneous or certain products, services that ensure its compliance with its purpose. They provide technical requirements for the quality of products (services) in its manufacture, supply and use; the rules of acceptance, methods of control and testing, requirements for packaging, marking, transportation, storage of products or quality of services provided are determined. Procedural standards establish the basic requirements for the sequence and methods (means, modes, norms) of performing various operations (operations) in the processes used in various activities and ensuring compliance with the process of its appointment.

Standards for control methods (tests, measurements, analyzes) regulate the sequence (operations), methods (rules, regimes, norms) and technical means of their implementation for different types and objects of product, process and control. They provide unified methods of quality control, based on the achievements of modern science and technology [2, p. 93]. The tasks of Ukraine's membership in the WTO and integration into the EU require the adoption of international and European standards. It allows to orientate in the requirements of global and regional markets and to determine the level of characteristics of products (services) acceptable to them. But even compliance with the international standard does not guarantee the achievement of competitiveness. Rather, this is a pass, conditions for access to the global market and potential competitiveness, the reality of which will be determined only after the positioning of products in the market and its evaluation by the consumer according to the criteria set by the triad: "quality – value – time" [2, p. 13].

It should be emphasized that international standards are not legally binding documents for use. Each country has the right to apply them in whole, separate sections or not to apply at all. These standards are recommended. However, they establish requirements and indicators that are in line with the world technical level and affect national standards, and because of them the demand for one or another product in the international market is determined [2, p. 70].

Ukraine attaches great importance to international co-operation with various organizations and takes direct part in the work of international and regional organizations and their technical committees. The methodological principles of such cooperation are the Decrees of the President "Strategy of Ukraine's integration into the European Union"

dated June 11, 1998, № 615/98 [18] and “Program of Ukraine’s integration into the European Union” of 14.09.2000, № 1972/2000 [19] , as well as the Law of Ukraine “On the National program of adaptation of Ukrainian legislation to the legislation of the European Union” dated March 18, 2004 [20].

In the history of international standardization, the ISO standards of the 9000 series have become significant and have become very popular. They are widely used in various fields: industry, organizations of the transport and road complex, construction, education, health [2, p. 72].

The popularity of these standards is due to the fact that they relate to the universal and necessary for the whole industry – the management of an organization focused on the quality of the final result. It is recognized that ISO 9000 series standards are an important tool for achieving the main goal of firms in market conditions – meeting consumer inquiries. It is possible to conquer the consumer only through quality – such is the credo of the leading firms of the whole world [2, p. 72].

It is known that one of the main principles of standards of ISO 9000 series – customer orientation – keeps the freedom of the enterprise as much as possible in choosing the means and methods for its implementation. Not only has the satisfaction of the consumer, but also the ability of the quality management system to maintain a dynamic balance and maintain a reasonable balance of interests determined how successful will be this choice. The requirements of the standard relating to products intended for the consumer are not limited to the requirements formulated by the consumer himself. The standard also contains regulations regarding the legislative, regulatory and additional requirements established by the enterprise itself. This approach allows us to use the quality management system not only to record consumer satisfaction, but also to regulate it [2, p. 72].

International standard ISO 9000 Series sets the main requirements for the development of comprehensive Total Quality Management (TQM) in industry and service sectors (banking, hospitals, hotels, restaurants, etc.). The standards of ISO 9000 Series enabled:

- Unify the systemic approach to the field of quality assurance and improvement;
- Unify the system approach to quality management;
- Summarize recommendations for the selection and use of quality standards [21].

The analysis of various versions of the standards of the series ISO 9000 shows that the current stage of development of society is characterized by the need to implement a three-level model of the QMS. To the existing two levels of ISO 9001: 2000 (product development and improvement of the QMS), the third is added – the innovative development of the organization (Figure 2) [22, p. 6].

In Ukraine, international standards have begun to be used since 1989. Recently, harmonization of Ukraine’s state standards with international standards, in particular, ISO 9000 (since 1996), covering quality assurance systems, ISO standards 14000 (since January 1, 1998), is being implemented – covering the environment, European standards ISO 45000 (from July 1, 1998) – regulate activities in the field of conformity assessment.

At the end of 2002, the national standards established on the basis of the international standards of the series of the ISO 9000 new version came into force. A

series of 14,000 series and other series has been introduced. At the end of 2006, 17 technical conformity-based regulations were approved in Ukraine, based on the European “new approach” directives, which set mandatory safety requirements for certain types of products (construction products, medical products, explosive materials for civilian use, equipment and protection systems intended for use in explosive atmospheres, pleasure craft, etc.) [2, p. 93].

The state standards of Ukraine DSTU ISO Series 9000 came into force on June 27, 2001 and are identical with the translation of international standards.

This series of standards includes:

DSTU ISO 9000:2001. Quality management systems. Basic Provisions and Dictionary [23];

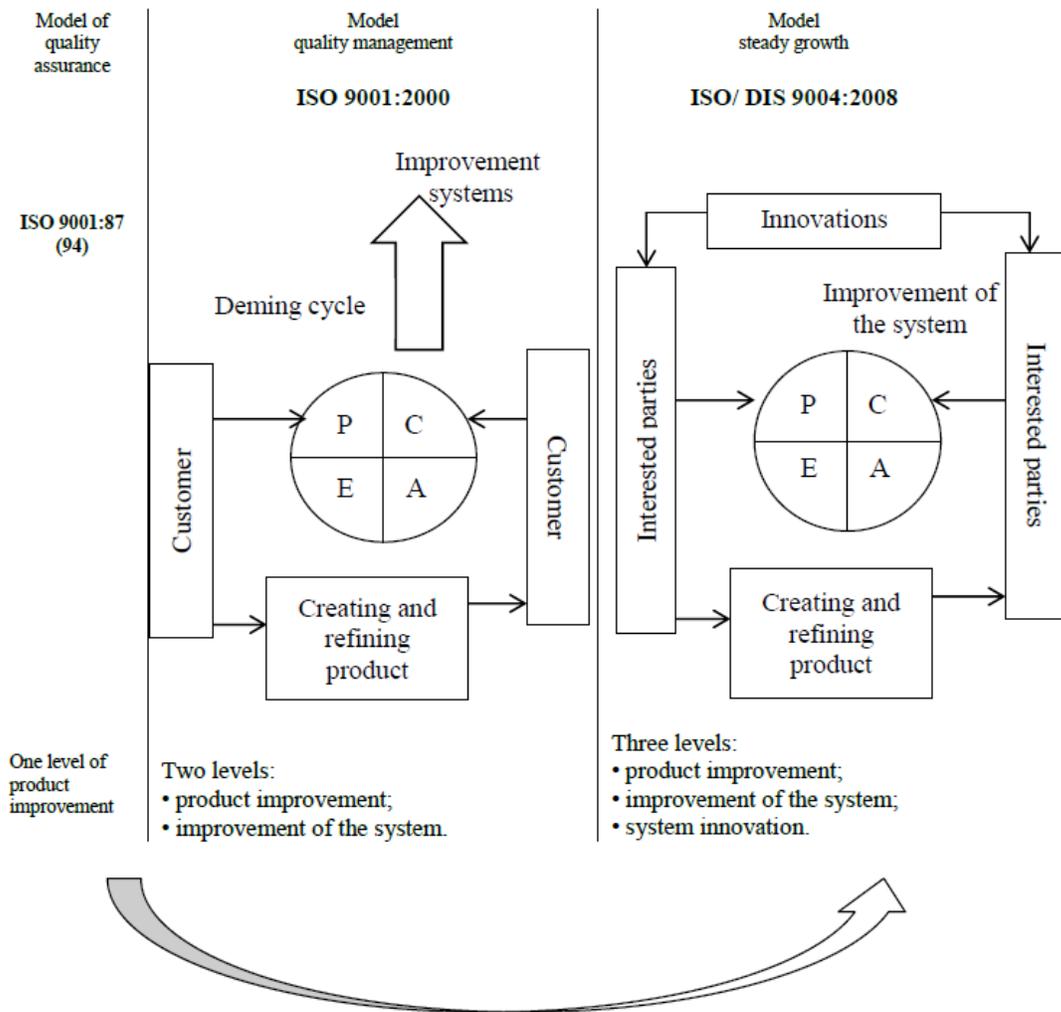
DSTU ISO 9001:2008. Quality management systems. Requirements [24];

DSTU ISO 9004: 2001. Quality management systems. Guidelines for improving performance [25];

DSTU ISO 19011:2001. Guidelines for audits of quality management systems and / or the environment [26].

Together, they form a coherent series of standards for quality management systems (QMS) that fosters mutual understanding in national and international trade.

Figure 2 Go to the three-level model of the Deming cycle: Plan (P) - Execute (E) - Check (C) - Action (A)



Source: own processing based on the data obtained from the website of Apahida commune

Standard DSTU ISO 9000:2001 is designed to assist organizations (irrespective of their type and number of employees) in the implementation and maintenance of effective QMS. DSTU ISO 9000:2001 describes the main provisions of the QMS as set out in ISO 9000 standards, and defines the terminology for QMS, the scope of application, and the principles of quality management.

Standard DSTU ISO 9001:2001. ISO 2000 version offer only one model of QMS. It is set out in the standard ISO 9001:2000 (DSTU ISO 9001:2001). This state standard is developed on the principles of quality management, formulated in DSTU ISO 9000 and DSTU ISO 9004, and can be applied by “internal” and “external” parties, in particular: certification bodies for assessing the organization's ability to comply with customer requirements, regulated requirements and own requirements of the organization. The standard specifies: requirements for a QMS that can be used for internal organization

purposes or for certification purposes or contract purposes. He focuses on the effectiveness of ISO QMS from the point of view of compliance with customer requirements [2, p. 94].

Standard DSTU ISO 9004:2001 contains guidelines (recommendations) covering a wide range of objectives of the quality management system than the ISO 9001 standard, in particular regarding the continuous improvement of overall performance and the efficiency and effectiveness of the organization [2, p. 95].

The standard applies to the organization's processes. This standard offers concepts, ideas, guidelines and recommendations that are not intended for certification purposes and regulatory or contractual purposes, and is not a guide for the application of the DSTU ISO 9001 standard. The standard does not include recommendations specific to other management systems related, for example, to environment, industrial hygiene, labor safety, finances, and risks. It enables organizations to coordinate, integrate, adapt their quality management system with their respective management systems.

Standards DSTU ISO 9001 and DSTU ISO 9004 have been developed as a coherent pair of standards on the QMS, designed to complement each other, but they can also be applied separately.

The standard DSTU ISO 19011:2001 was approved in 2003 as the state standard of Ukraine. This standard contains recommendations for the implementation of audits of QMS and environmental management systems [2, p. 95].

Undoubtedly, the concept of new standards is more thorough and reflects those approaches that are already used by foreign firms. The transition to a new version of standards is in fact a transition to a new technology of quality management.

Today in Ukraine 5 664 national standards are in force, harmonized with international and European ones. Today, the degree of harmonization of Ukrainian standards in accordance with international standards is 22% (at the required 80%, at least).

4. STANDARDS OF QUALITY OF ADMINISTRATIVE SERVICES IN UKRAINE

Today in Ukraine there are about 1500 administrative services, which is 7 times more than in Canada, and 10 times more than in Germany. But more than half of Ukraine's citizens are partially or completely dissatisfied with the quality of public services provided by local authorities, so the efforts of public authorities should be aimed at solving current managerial problems and shifting to innovative models of socio-economic development and targeting European standards of local and regional democracy. The existing system of public administration requires unjustified money and time expenditures for the population. Therefore, the centers for providing administrative services are the "core" of the reform of the administrative services area and are intended to simplify procedural issues, thereby saving resources for each person.

The mode of work of the centers is focused exclusively on the needs of the subject of treatment: six days a week, including on Saturday, without a lunch break. In the center of the provision of administrative services, interested persons can obtain the necessary

information either by using information stands and terminals, or directly from the administrators of the centers. In addition, many administrative service centers provide access to additional related services. For example, here in the room you can use the services of a bank branch and an ATM, kiosk stationery, copier. There are places for children, rooms for personal hygiene, in particular for people with disabilities.

Of course, for a more complete definition of the quality of service provision and its conformity to a certain nominal level (for safety, cost, comfort consumption, etc.), it is required to develop more standards in the field of service provision, from the feasibility study of the implementation of a specific service and ending with the identification of the needs of the consumer. Taking into account the variety of administrative services, it should be noted that all of them must meet the criteria set by the legislator for the quality of administrative services.

Under the standards of quality of administrative services, one should understand the minimum administrative service requirements that an administrative authority must provide, as well as the criteria by which one can assess the extent to which the customer of the administrative service is satisfied with its provision.

O. Olshansky considers the standard of administrative service as obligatory for the implementation of the rules established in the interests of the recipient, which contain a set of characteristics of the administrative service, which determine its ability in the case of fixed costs of labor and means to meet the established or foreseeable needs of citizens (organizations) regarding the process and the result of service [27, p. 3].

According to O. Solovyov, the main shortcomings of the legal regulation of the control over the quality of administrative services are the lack of standards for the quality of administrative services and the uncertainty of the circle of actors exercising control in this area [26, p. 124].

The basis for state supervision and supervision in the field of administrative services should be the standard of administrative service. The following criteria for the provision of administrative services have been called in the circle of scientists and specialists for many years:

1) Performance. An administrative body must direct its activities to satisfy the individual's need, that is, to provide an administrative service to him. The body should be guided by the achievement of the result, and not only formally comply with the rules;

2) Simplicity. The requirements that apply to a private person to receive a service must be reasonable and simple. Communication between administrative authorities (approval, examination, notification) should be carried out mainly within the administration, without the involvement of a person. With the improvement of legal regulation, it is necessary to simplify the rules and procedures for providing services as much as possible;

3) Timeliness, promptness and timeliness. An hourly limit on the provision of an administrative service means that the service must be provided no later than the specified deadline (time limit), as soon as possible (efficiency) and taking into account the specific needs of the person in a particular situation (timeliness). Timeliness requires that, taking into account the particularities of a particular situation, the authority in certain cases acted

even faster than required by law. On these grounds, timeliness is the highest estimate of the quality of service provision;

4) Convenience. It is convenient when all or most of the administrative services can be received in one place (they pay for them at once), and when the person is forced to communicate with the authority no more than two times (when he applies for the service and when he receives a positive result). Convenience may include accessibility (physical or territorial approximation), that is, the ability of a person without excessive (disproportionate) expenditure of time, money and personal effort to attend an administrative body. It is convenient when a person can come to an administrative body not only on working days and hours, but also, for example, on a day off or in the evening. This criterion also means that the person is given the maximum amount of ways to apply for the service or information about it (for example, in person, by mail, etc.);

5) Sensitivity. The body and its employees should treat each person as the most important consumer / client. An employee who communicates with a private individual must explain to her/his rights and obligations, to provide other necessary information, that is, to facilitate the person in a positive decision;

6) Openness. The information needed to obtain an administrative service must be open and easily accessible. The administrative body should advise consumers on all service-related issues,

7) Equality. The administrative body should equally treat all consumers of administrative services. It also means that the same things must be handled the same way, in the same time, with the same requirements, and so on.

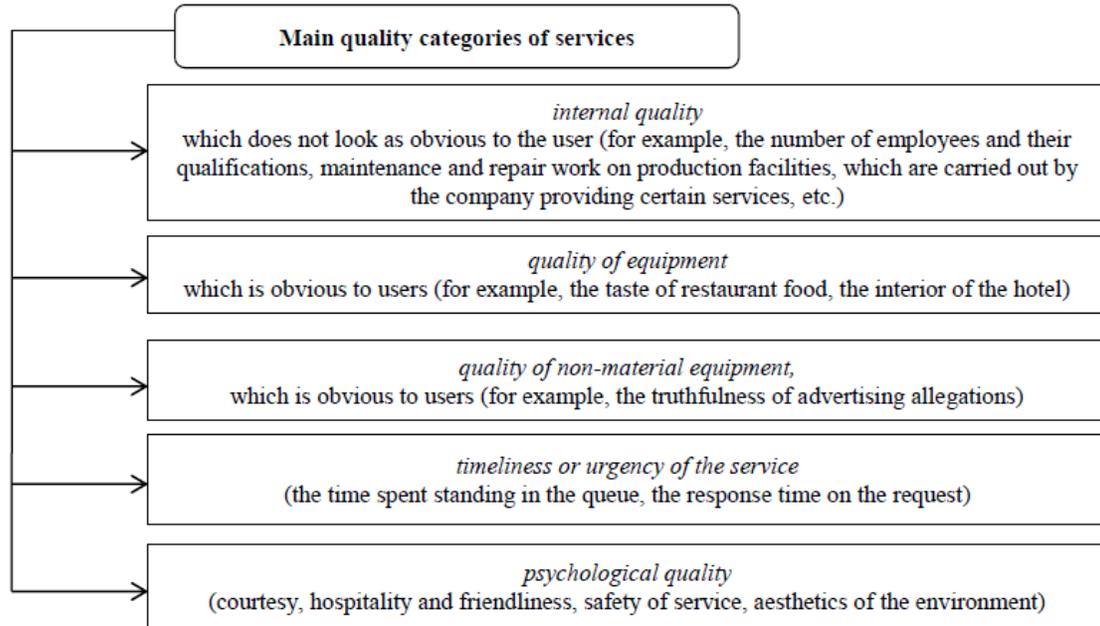
8) Minimum (fair) value. A person should not feel misled by the state. The cost of a service, as a general rule, should not exceed the cost of actual costs for the provision of this type of service. The standard should also be the definition of the fee for an administrative service in a fixed size in a centralized manner. This also includes the convenience of payment [28].

When designing standards for a service industry, you need to take into account a number of points, namely:

- non-material services, which complicates the development of specifications;
- mandatory involvement of clients in the process of developing standards;
- taking into account the influence of the human factor on the results of activities.

The service standard should be based on what the consumer needs, not on what the supplier has. However, despite the large number of consumers or users and the difference in their needs, it turned out that it is possible to distinguish five categories of service quality based on their importance to the consumer (Figure 3) [2, p. 257].

Figure 3 Main quality categories of services based on their importance to the consumer



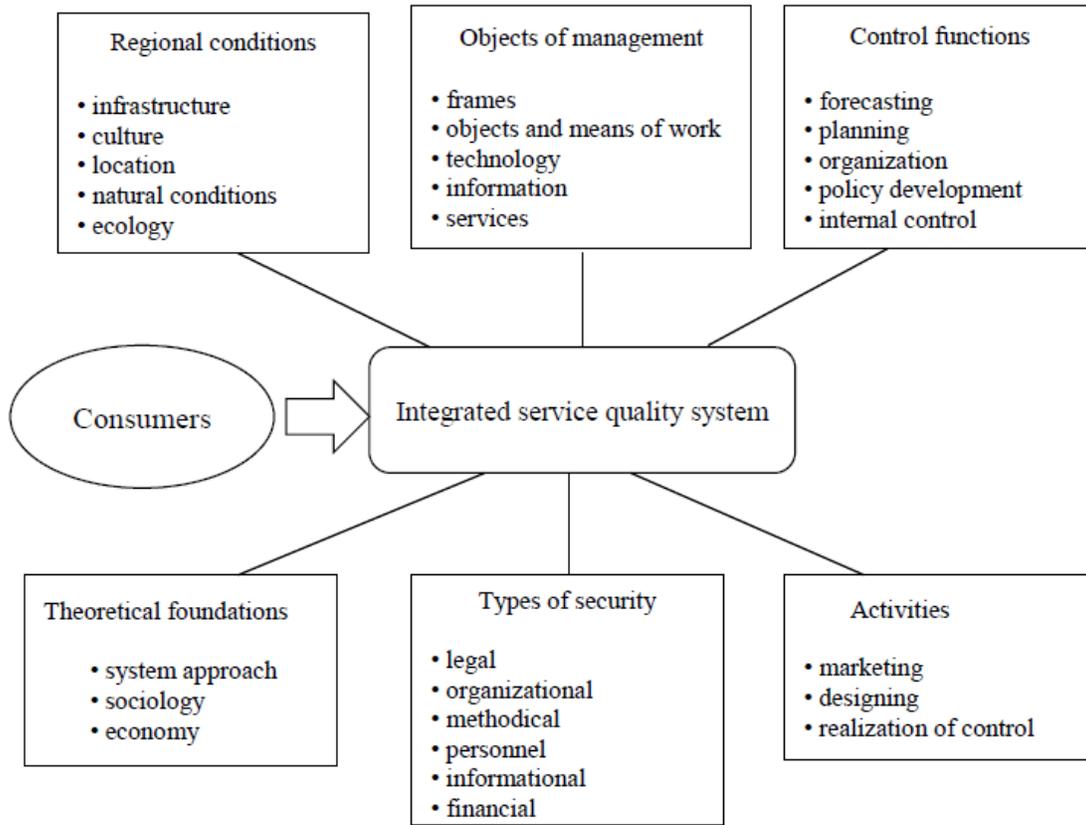
Source: Cluj County Councils website

The criteria and qualities of services that are subject to objective and qualitative descriptions are most easily assessed. They constitute so-called “solid” elements of the process of service evaluation. They include:

- equipment and management of the enterprise’s work process (the word “management” is accented here), the number of employees, labor productivity;
- waiting time for the service and its implementation;
- the state of hygiene and safety, the solidity of the provision of services, the protection of people and property;
- availability and benefits, aesthetics of the environment and equipment, professionalism, competence, accuracy and accuracy of the order [2, p. 257].

Hence, the very important task is to balance cultural, historical and social peculiarities with the need to harmonize the whole process of standardization and to determine the quality, characteristics and indicators of services that can serve as the basis for conducting an assessment of the work. Complex quality management mechanism is presented in Figure 4 [2, p. 258].

Figure 4 Quality Management Mechanism



Source: own processing based on the data published on the Agricultural Ministry website

Often in the literature, the criterion for assessing the quality of services is the combination of these “solid” determinants of quality parameters and subjective components of quality, which depend on the individual feelings and emotions of the expert-consumer service or his qualification level. For example, the criteria for evaluating services are a set of services that satisfy the client both by significance and the benefit of obtaining them (Table 2).

Table 2 Criteria for assessing the quality of services

Criterion	What is determined
Financial infrastructure of services	Technical quality; state of the buildings; presence of signs, work reference
Professionalism	Ability to provide the required service at the right time
Responsibility	The desire to help the consumer solve the problem in a timely manner
Competence	Ability and experience in providing services

Trust	Creating a confidence in the consumer that the required service will be provided
Partiality	Biasness and respectability of service provision
Security	Lack of risk elements in the provision of services, personal safety of the consumer and his property
Accessibility	Unlimited consumer access to services
Sociability	Ability to communicate and provide the necessary information in a language that is understandable to the consumer
Understanding the consumer and his needs	Tactful acquaintance with the consumer and his needs, desires, taking into account possibilities of their implementation

Source: own processing based on the data published on the Agricultural Ministry website

The requirement of the standard indicates that the assessment of consumer satisfaction should determine the degree to which the provision of services, the range of services or the process of their fulfillment satisfies the needs of the consumer.

Measures to adapt national legislation to EU law are inextricably linked with the reform of the system of administrative services by creating and improving the work of the centers of provision of administrative services, the so-called “Transparent offices”. The effectiveness of the organization and functioning of such offices is confirmed by positive European experience.

Thus, Ukraine is on the path of integration into the European Union, which envisages achieving not only a socially oriented economy, but also high standards, real democracy, building civil society, and respect for the rule of law. The centers for providing administrative services are an indicator of real government action to prevent corruption and to implement the reforms that were initiated in Ukraine [29].

5. CONCLUSIONS

Regulatory acts of the European Union in the field of providing administrative services indicate that investment in a person is a national priority. The modern economy should be in line with modern social development policies. Its main object should not be specific sectors of the social sphere, but every citizen. Solving problems in the provision of administrative services is an important and multifaceted task. The reforms carried out today in Ukraine are directed, first of all, to the development of society, and at the same time to the development of a system for the provision of administrative services.

The European Union has invented rather effective mechanisms for diversifying services and improving their quality. This is possible only on the basis of standardization, which allows regulating the requirements for the quality of products (services). Standards facilitate the selection of the optimum size range and best practices, provide specialized production, reduce the cost of design and manufacturing, shorten the terms of development of products.

According to international experience, an important prerequisite for improving the quality of administrative services delivery should be the introduction of European

standards into their activities, which lead to a simplification of the procedure for the provision of services. European standards for the quality of administrative services are, first of all, a set of principles, norms of formation and implementation, requirements for a civil servant. This set creates the basis for approaching a certain, world-recognized standard for the implementation of the concept of “service state”. Compliance with these standards will lead Ukraine to a new level of interaction between the state and citizens, as well as providing high-quality administrative services.

It is revealed that the quality management system ISO 9001:2000 in public authorities allows to increase the efficiency, transparency and level of financing of their activities, the quality of services provided by them. In addition, an ISO quality certificate indicates that the organization that owns it is a competent partner and executor; its proposals can be trusted, which in turn helps to improve the image of public authorities and the community as a whole. This will increase the confidence of the population that public authorities are able to consistently and qualitatively meet their needs.

Future intelligence needs to be studied by the expectations of recipients of administrative services, their implementation in external standards, in general, the standardization of service activities of public administration bodies.

It is worth mentioning that the introduction of standards for the provision of administrative services and the development of a quality management system for these services in the Provision of Administrative Services will be one of the most important aspects of government management. The new model of state governance should be oriented towards the formation of a flexible and market-oriented system that is strategically aimed at a client-citizen.

Thus, today, before the state authorities of Ukraine, the primary task is to introduce in Ukraine an effective system of state services provision on the level of European standards, as it is an indicator of real actions of the authorities to prevent corruption and to implement the initiated reforms in Ukraine.

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