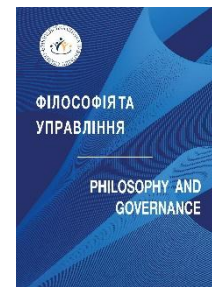




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Conceptual Principles of the Provision of Administrative Services by Public Authorities in Ukraine

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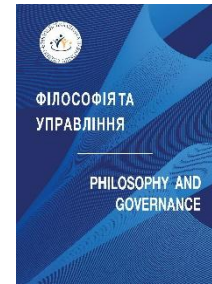
ABSTRACT

The development of conceptual principles for the provision of administrative services by public authorities is one of the most important tasks of administrative reform in Ukraine during its independence. The purpose of the article was to systematize the conceptual principles for the provision of administrative services by public authorities in Ukraine. The study uses a historical approach and the method of legal analysis of regulatory legal acts that define the conceptual principles for the provision of administrative services in 2006–2025. An analysis of conceptual and strategic documents on the development of the system for the provision of administrative services by executive authorities and local governments, which were adopted during 2006–2025, was carried out. An analysis of secondary data from surveys of citizens on satisfaction with public services and employees of administrative service centers (CSCs) on the challenges in their activities was carried out. The results demonstrate a change in the concepts of the provision of administrative services and the transition to digitalization, integration of various types of public services within the CSC network. In 2020–2023, local governments implemented measures to develop the ASC network, which contributed to the implementation of the principle of a “single window” and the creation of an open environment for the provision of services. This allowed combining various administrative services within the ASC’s work, improving the level of information about available services. Secondary data from a survey of Ukrainian citizens as of the 3rd quarter of 2025 indicate a high level of satisfaction with public services. At the same time, under martial law, territorial communities are faced with problems of a lack of financial and personnel support for the activities of ASCs, with a high workload on personnel. This will require the development of innovative solutions based on technology to further improve administrative procedures, and digitalize service provision processes. A separate task for improving service provision is the development of related services and the integration of social, tax, and veteran services into the system of administrative service provision. A separate issue is the development of a mechanism for financing public services, which should include increased funding from the central budget and changes in the cost of fees for services.



KEYWORDS

administrative services, public services, public authorities, executive authorities, local governments, territorial community, digitalization, interaction of public authorities, concept, community cooperation.



Концептуальні засади надання адміністративних послуг органами публічної влади в Україні

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Дослідницька DOI: 10.70651/3041-248X/2026.3.11 Отримана: 02.02.2026 р. Прийнята: 08.03.2026 р. Опублікована: 15.03.2026 р. Авторське право © 2026  автора Цей твір ліцензовано на умовах Ліцензії Creative Commons «Із Зазначенням Авторства – Некомерційна 4.0 Міжнародна» (CC BY-NC 4.0).	Розвиток концептуальних засад надання адміністративних послуг органами публічної влади є одним із найбільш важливих завдань адміністративної реформи в Україні у період її незалежності. Мета статті полягала у систематизації концептуальних засад надання адміністративних послуг органами публічної влади в Україні. У дослідженні застосовано історичний підхід та метод правового аналізу нормативно-правових актів, в яких визначено концептуальні засади надання адміністративних послуг у 2006–2025 роках. Здійснено аналіз концептуальних та стратегічних документів щодо розвитку системи надання адміністративних послуг органами виконавчої влади та органами місцевого самоврядування, які були прийняті упродовж 2006–2025 років. Здійснено аналіз вторинних даних опитувань громадян про задоволеність публічними послугами та працівників центрів надання адміністративних послуг (ЦНАП) щодо викликів в їх діяльності. Результати демонструють зміну концепцій надання адміністративних послуг та перехід до цифровізації, інтеграції різних видів державних сервісів в межах мережі ЦНАП. У 2020–2023 роках органи місцевого самоврядування впровадили заходи розвитку мережі ЦНАП, що сприяли впровадженню принципу «єдиного вікна» та створенню відкритого середовища для надання послуг. Це дозволило об'єднати різні адміністративні послуги в межах роботи ЦНАП, покращити рівень інформування про доступні послуги. Вторинні дані опитування громадян України станом на 3 квартал 2025 року вказують на високий рівень задоволеності державними послугами. Водночас, в умовах воєнного стану територіальні громади стикаються із проблемами нестачі фінансового та кадрового забезпечення діяльності ЦНАП при високому навантаженні на персонал. Це потребуватиме розробки інноваційних рішень на основі технологій для подальшого вдосконалення адміністративних процедур, цифровізації процесів надання послуг. Окремим завданням вдосконалення надання послуг визначено розвиток супутніх послуг та інтеграцію соціальних, податкових, ветеранських послуг у систему надання адміністративних послуг. Окремим питанням є розвиток механізму фінансування державних сервісів, що має передбачати збільшення фінансування з центрального бюджету та зміну вартості плати за послуги.



КЛЮЧОВІ СЛОВА

адміністративні послуги, публічні послуги, органи публічної влади, органи виконавчої влади, органи місцевого самоврядування, територіальна громада, цифровізація, взаємодія органів публічної влади, концепція, співробітництво громад.

1. Introduction

The provision of high-quality, accessible, barrier-free and inclusive administrative services is one of the most important tasks in the activities of public authorities in Ukraine, which requires the development and implementation of conceptual foundations for the formation of tasks and directions of development in this area of public administration.

The “Concept for the Development of the System of Administrative Services Provision by Executive Authorities,” adopted in 2006, was aimed at regulating relations in this area, determining that the sphere of public services consists of services provided by state authorities, local self-government bodies, enterprises, institutions, and organizations that are under their management. This Concept also defines an administrative service as a result of the exercise of power by an authorized entity that, in accordance with the law, provides legal registration of the conditions for the exercise of rights, freedoms and legitimate interests by individuals and legal entities at their request (issuance of permits (licenses), certificates, registration, etc.) [5].

In 2014, the “Concept of Reforming Local Self-Government and Territorial Organization of Power” was adopted, which aimed to improve the level of quality and increase the level of accessibility of administrative services by strengthening the resource capacity of local self-government bodies to exercise their own and delegated powers. This Concept defined the standards of citizen service: proper infrastructure and logistics, professionalism in the provision of services, information openness and availability of services at the place of residence of a person [7].

To increase the level of transparency, create convenient conditions for serving citizens and provide citizens with accessible information on the procedure, conditions and subjects of service provision, the “Concept of the State Target Program for the Creation and Operation of the Information System for the Provision of Administrative Services for the Period up to 2017” was adopted [6]. In addition, the Concept identified the main ways to solve the problem of low information support for the processes of providing services in the following areas: improving electronic interaction between different departments, ensuring technological compatibility of information systems in electronic interaction of public authorities, and ensuring the functioning and modernization of the Unified State Portal of Administrative Services.

In 2016, the “Strategy for Reforming the Public Administration of Ukraine” until 2021 was adopted, which provides for the introduction of European standards and principles for the provision of administrative services and the development of e-governance [8]. This document defines the tasks of developing and adopting legislation on administrative procedures and developing a network of administrative service centers (hereinafter referred to as ASCs) to reduce the level of administrative burden on citizens and businesses.

For the provision of administrative services in electronic form, the “Concept for the Development of the System of Electronic Services in Ukraine” dated November 16, 2016, No. 918-r was adopted, which provided for the regulation of the field of electronic services, electronic identification and simplification of the procedure for the provision of services using technologies [9].

In 2019, the “Action Plan for the Implementation of the Concept for the Development of the Electronic Services System in Ukraine for 2019-2020” was approved to simplify the procedure for serving citizens and the practical implementation of the “single window” principle, to modernize web portals for their integration with the websites of public authorities [10]. The document contains the idea of creating an electronic cabinet of a citizen to provide access to electronic services and its integration with the Unified State Portal of Administrative Services. This Concept defines the tasks of developing proposals for combining services according to “life circumstances and business situations”.

In 2021, a new “Strategy for Reforming the Public Administration of Ukraine” for 2022-2025 was approved and adopted to form convenient administrative procedures for individuals and legal entities, increase the level of geographical accessibility of services and improve the quality of their provision, and improve information exchange between public electronic registers [11].

The new draft “Public Administration Reform Strategy” by 2030 provides for the full digitalization of the most common types of services among citizens and the integration of services with ASCs, the annual survey of citizens on satisfaction with services, improving user experience, and ensuring full accessibility of services for people with special needs. The document provides for the introduction of a new model for calculating and financing the real cost of administrative services based on a transparent system for calculating their cost. It is envisaged to introduce uniform amounts of payment for services

throughout the country and to release or provide a discount on payment for services for certain categories of citizens. In addition, it is proposed to define the basic list of services that will be financed from the central budget of the country at the expense of taxpayers, and not through the mechanism of payment by users for services in the ASC [22].

The change processes were aimed at solving the problems of the lack of uniform rules of administrative procedures, inefficient organization of the work of state electronic registers and duplication of information in them, lack of automated data exchange, partial functioning of the user identification system and difficulties in service automation processes. A separate issue was the legislative regulation of the outlined problems and the introduction of an assessment of the level of satisfaction with administrative services among citizens in Ukraine. Since the beginning of the war, new difficulties have arisen in the provision of administrative services and the development of the system for their provision, such as geographical accessibility, mobility, inclusiveness, funding shortage and lack of personnel that ensures the processes of organizing the provision of services. This actualizes the study of the conceptual foundations of the provision of administrative services by public authorities in Ukraine.

2. Literature Review

The analysis of the literature on the formation of conceptual foundations for the provision of administrative services allows us to conclude that scientists study certain concepts of the development of legislation and the organization of the provision of services in this area of management. N. Kryzhna analyzes the development of approaches to the provision of administrative services in Ukraine since 1998 and the change in the concepts of public administration in this area [13]. In particular, it is determined that the Concept of Administrative Reform, approved by the Decree of the President of Ukraine in July 1998, provided for the formation of a system of public administration that would meet the needs and requests of citizens, ensure the implementation of their rights and interests, including in the field of public services, and provide for the provision of services at the local level. The team of authors T. Nazar, M. Sydor, O. Kumanska-Nor and Y. Lavryk investigate the concept of providing administrative services in the context of European integration, which is organized according to the principle of "one window", which provides for the unification of state authorities and local self-government bodies in a single structurally organized institution [16]. A. Chechel and R. Omelyanovych highlight the European practice of implementing the concept of public service provision, which is defined as a wide range of interaction between the government and the population, the legislative regulation of which takes place based on the laws "On Local Authorities", which were adopted in the process of reforming the administrative structure and decentralization [1]. The work of N. Opar covers in detail the modern practice of creating centers for the provision of administrative services in Ukraine [18].

Unlike Ukrainian scientists, foreign scientists focus on automating the processes of providing administrative services, in particular, the processes of informing their recipients through chatbots based on artificial intelligence [17]. Other studies consider the problems of digital transformation in the provision of public services, in particular the issue of digital inequality as a factor limiting access to services, and consider a technology-oriented model of public administration in this area [14; 23]. In particular, it is noted that public administrations are moving from digitizing individual administrative forms to rethinking complete processes and services in order to digitally transform their operations.

Thus, the research focuses on the legislative support for the provision of administrative services, while little attention is paid to the problems of introducing the concept of providing services to citizens, taking into account military challenges, which lead to problems of accessibility, security and development of the ASC network at the local level.

3. Problem Statement

Despite the administrative reform and the development of the system of administrative services provision in Ukraine, there are several difficulties and challenges in this area of public administration: slow legislative adoption processes, problems of financial support of the ASC network, lack of human resources, the need to develop the mobility of the ASC network in the frontline territories to ensure the availability of services, the need for staff training in communities responsible for the development of

ASCs, and others. This requires the formation of a holistic conceptual model for the provision of high-quality, safe, accessible, barrier-free and inclusive administrative services.

4. Methods and Materials

The study combines qualitative methods of legal analysis of legislation in the field of administrative services in Ukraine and analysis of secondary data of survey results: 1) a survey of Ukrainian citizens on the level of their satisfaction with administrative services as of the 3rd quarter of 2025; 2) a survey of 400 ASC employees from 22 regions of Ukraine, conducted in October 2024 within the framework of the Polaris program "Support to Multi-Level Governance in Ukraine" (2024-2028), which aims to assist local governments in Ukraine in strengthening their capacity to provide services.

To assess the achievement of the results of the reform of the administrative services system, an analysis of the regional distribution of the number of established ASCs in Ukraine as of February 1, 2026, was carried out.

The legal analysis made it possible to identify the main conceptual foundations of the provision of public services in Ukraine during 2012 and up to the present, to outline the main legislative shortcomings in this area of management. Special attention is paid to the analysis of local authorities' decisions on the adoption of concepts for the development of the system for the provision of administrative services and the modernization of ASCs in communities, which were approved in the process of reforming the administrative-territorial structure in 2020 and changed approaches to serving citizens.

5. Results and Discussion

In 2012, Ukraine adopted the Law "On Administrative Services" dated September 6, 2012 No. 5203-VI, which defines the essence of the concept of "administrative service" and the subject of its provision (executive authorities, other state bodies, local self-government bodies and their officials, state registrars, subjects of state registration that are authorized to provide services to individuals and legal entities), the principles of implementation of state policy in this area of management, basic quality requirements and procedure and terms of administrative services, regulations on administrative fee [24]. According to the legislation, the ASC is a structural unit of a local self-government body or local state administration, operating on a permanent basis with the right to create remote workplaces of administrators or territorial divisions to ensure the availability and convenience of services for citizens.

As N. Kryzhna notes, the positive aspects of this law include the introduction of the idea of serving the state to the needs of the population, stimulating local self-government bodies and state administrations to create centers for the provision of administrative services, the prohibition to request information and documents at the disposal of service providers, streamlining internal procedures for the provision of services, and the prohibition of providing other services on a paid basis [13].

The processes of decentralization of public power in Ukraine, the reform of public administration and the reform of the administrative-territorial structure have necessitated the introduction of new conceptual foundations in the field of providing administrative services to citizens. In 2020, after the consolidation of territories, the executive authorities in the communities adopted the concepts for the development of the ASC network, which were aimed at implementing new approaches in relations between community residents and local self-government bodies on the principle of a "single window". For example, the "Concept for the Development of the Network of the Center for the Provision of Administrative Services" of the Lutsk City Council defines the organizational and legal foundations for the activities and development of the ASC network and the involvement of starostas in the provision of services, increasing the digital literacy of residents.

This provided an opportunity for the population to receive various types of services in the centers, which were previously provided in various public authorities and significantly improved the interaction between the authorities and residents. The main goal of introducing new approaches to service delivery was to solve local problems that, for a long time, led to difficulties in obtaining high-quality, affordable services.

Local problems in the system of public service provision in communities, typical before 2020 and the beginning of the reform of the administrative-territorial structure, include: low availability of services, territorial remoteness of service providers, long terms of service provision, low level of

information support of citizens about standards, procedures and rules for obtaining services, low level of electronic interaction of public authorities, lack of a system for monitoring the quality of public services services, inconvenience in receiving services for residents who live far from service centers.

In 2020, local governments of urban, township and rural communities began to develop and adopt concepts for the development of a network of administrative service centers. The main idea was to empower citizens to receive services on the principle of a “single window”, increase the level of convenience and accessibility of services, provide timely and high-quality service to citizens, increase the level of awareness of the procedure for providing services, create an open environment and space for receiving services, and establish cooperation between communities in this area (Figure 1).

During 2020-2023, local self-government bodies had to fulfill the tasks of establishing the work of ASCs in the community, creating remote workplaces to ensure the availability and mobility of services, introducing an effective system for providing services, monitoring the quality of public services, highlighting information about ASCs on their websites, expanding the list of available services, improving the material, technical and resource support of ASCs, and installing software provision to speed up document flow, improve registers and databases for better service delivery.

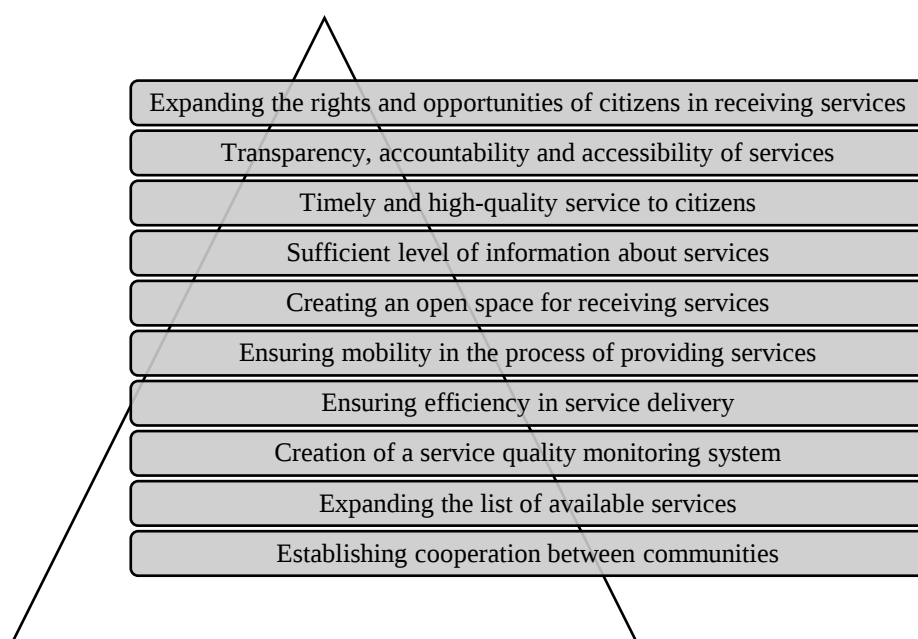


Figure 1. Conceptual foundations of the provision of administrative services in communities in Ukraine

Source: Summarized by the author.

At the national level, the main task of reforming the field of public service provision in 2020-2025 was to improve the regulatory framework and regulate the relationship between public authorities authorized to provide services. The adoption of the Law of Ukraine “On Administrative Procedure” dated 17.02.2022 No. 2073-IX was aimed at regulating relations between entities providing administrative services that are authorized to perform the functions of public administration with legal entities and individuals to resolve administrative cases in the interests of citizens and businesses. The purpose of the document was to establish new rules for the interaction of the state with business and citizens and replace complex procedures.

According to the monitoring of the reform of local self-government and territorial organization of power in Ukraine, as of January 1, 2024, 4070 different types of access points to administrative services functioned in Ukraine, of which 1225 ASCs, 3020 were remote workplaces, and 31 mobile workplaces were functioning in Ukraine [19].

In the first nine months of 2024, citizens of Ukraine received 15 million. Administrative services, the most popular among which were the services of registration of the place of residence, services of a social nature, and registration of real estate. In 2024, the level of integration of social services in communities with the services of ASCs amounted to 77% (Cabinet of Ministers of Ukraine, 2024).

As of February 1, 2026, 1370 ASCs were established and operated in Ukraine [4]. To create 1470 ASCs in Ukraine, 92.1% of ASCs are actually functioning, mainly due to the temporary closure of centers and problems of their resource provision in Donetsk, Luhansk, Mykolaiv, Sumy and Zaporizhzhia

regions, where less than 80% of the planned number of ASCs have been created (Figure 2). The centers offer citizens 200 to 400 different types of services.

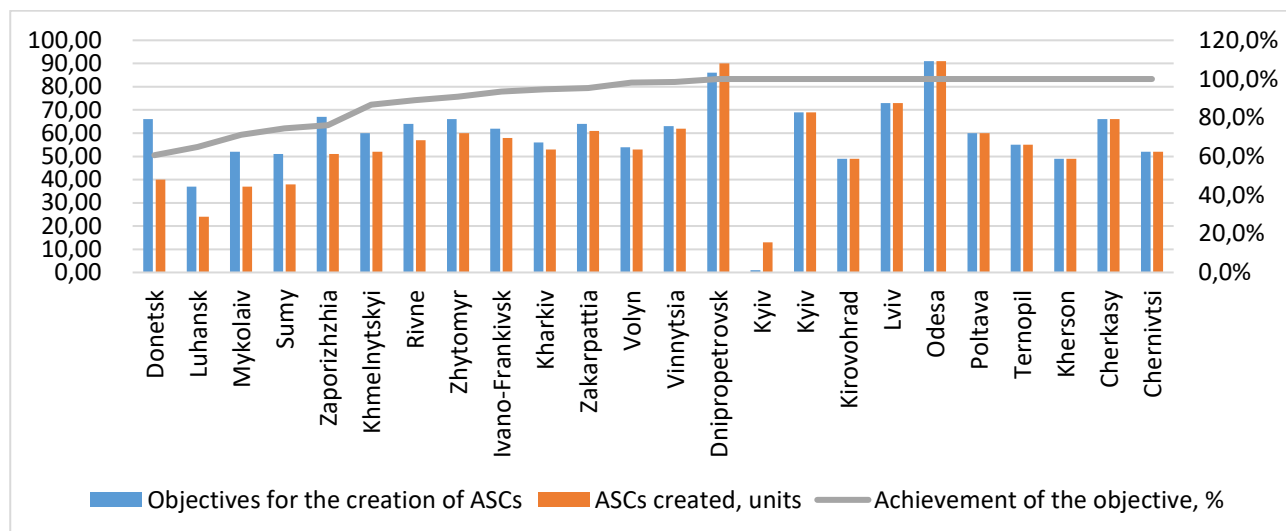


Figure 2. Regional distribution of the number of established ASCs in Ukraine as of February 1, 2026

Source: [4]

For the development of modern digital public services, in 2024, 14 ASCs in Ukraine were modernized into Diia.Centers, the concept of which is to ensure the provision of quality services according to 12 criteria: equipping with automated service systems, proper equipment, developed services for paying administrative fees, setting up places for self-service and providing advice to entrepreneurs, as well as the provision of related services (legal aid, banking services, payment of utilities, etc.) [15]. The modernization of the ASC network and the creation of Diia.Centers are carried out through the cooperation of local self-government bodies of communities and the Ministry of Digital Transformation of Ukraine [2].

According to the survey of citizens, as of the 3rd quarter of 2025, the level of satisfaction with the quality of public services, the place of their provision, the overall service process, staff and the completeness of the list of services was high (Figure 3). At the same time, among the reasons for dissatisfaction with the place of service provision, visitors to the centers indicated: lack of seating (13.9%), cramped premises (9.6%), unadaptability of premises for parents with children (8.6%), uncomfortable temperature (7.0%), inadequate accessibility and inclusiveness for people with disabilities (6.2%). Among the reasons for dissatisfaction with the process of providing services, citizens noted: lengthy processes of service provision (18.7%), long waiting times (16.3%), lack of information about the service (12.3%), untimely provision of services (11.2%), inconvenience of making an appointment (10.4%), the need to provide a significant number of documents (5.5%). The reasons for dissatisfaction with employees were impoliteness (29.8%), lack of information from the employee about the service (27.6%).

Since the beginning of the war, new challenges and problems have arisen in the activities of ASCs and local self-government bodies. Most of the administrative services in ASCs are provided at low prices, so the fee for public services does not cover the costs of local budgets for their provision. This affects the opportunities for the development of the ASC network and the dependence of local self-government bodies on external sources of funding for the activities of ASCs. The costs of financial maintenance of ASCs operating in communities will only increase in the next five years due to the need to support the operation of software, pay for employee training and salaries, pay for utilities and maintain the infrastructure of centers. Revenues to local budgets from the paid administrative fee cover only 30% of the expenditures on the ASC on average every year. This negatively affects the development of the infrastructure for the provision of services, namely the arrangement of barrier-free inclusive premises and the development of territorial accessibility to services.

The problem of free public services of ASCs negatively affected staffing due to the shortage of financial resources in communities, which were forced to reduce the cost of servicing ASCs. As a result, there was a reduction in highly qualified personnel, and the workload on employees increased. To solve this problem, on July 5, 2025, the Draft Law of Ukraine "On Administrative Fee" dated 16.11.2020

No. 4380 was approved to enable ASCs to receive financial resources from the provision of basic services [25]. The full adoption of the document will establish a transparent mechanism for payment for 150 basic services from the list of 2200 units, determine rationally acceptable and socially acceptable amounts of administrative fees for basic services.

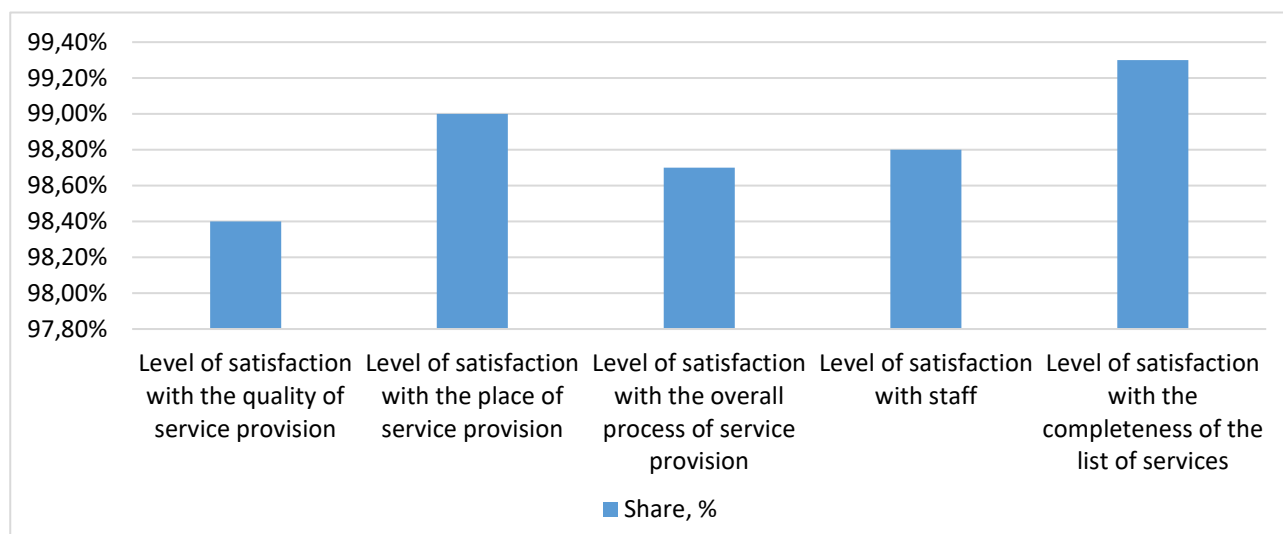


Figure 3. Indicators of the level of satisfaction of subjects applying to the ASC with the quality of administrative services as of the 3rd quarter of 2025

Source: [3]

For short-term and long-term support of public administration entities in the provision of administrative services in Ukraine, the Polaris program “Support to Multi-Level Governance in Ukraine” (2024-2028) was launched, which is funded through the Swedish International Cooperation and Development Agency and implemented by SALAR International in cooperation with Ukrainian local governments. The task is to strengthen the capacity of local communities to provide quality public services [21].

According to the results of a survey of 400 ASC employees from 22 regions of Ukraine, conducted within the framework of the Polaris program in October 2024, challenges were identified that negatively affect the activities of ASCs, reducing their efficiency. Among all respondents, 54% of respondents indicated the deterioration of working conditions due to the lack of funding, 47% noted the lack of personnel, 46% the instability of energy supply, 42% noted the redundancy of services, which is difficult to provide in conditions of lack of resources. Among the current areas of ASC development, respondents noted the integration of veteran services, administrative social services, exchange of experience and maintenance of registers [20].

Strategic tasks to improve the provision of administrative services in Ukraine include: further integration of social, veteran and other types of services into ASCs; improving electronic interaction between public authorities; digitalization of administrative services and processes of information support for citizens; changing the model of financing administrative services and revising the fees for the provision of services, taking into account the financial capabilities of vulnerable segments of the population.

In modern conditions, it is important to ensure the openness of local self-government bodies in the provision of services to community residents to build trust and create safe, comfortable conditions and a citizen-oriented environment. Cooperation between public service providers is important for reducing the duration of service provision and eliminating difficulties in obtaining them.

6. Conclusions

The purpose of the study was to study the evolution of the conceptual foundations of the provision of administrative services by public authorities in Ukraine in 2006-2025 by analyzing the main concepts and strategies for the development of this area of management. As a result of the analysis, significant changes in approaches to the provision of administrative services and the transition to the introduction of a service-oriented model of citizen service, the introduction of the “single window” principle in the work of ASCs to simplify administrative procedures, and ensure the quality and availability of services

were revealed. The main ideas of reforming the system of administrative services are to create an open environment and space for citizens, which unites service providers within the framework of the ASC activities. The development of electronic public services and the establishment of electronic interaction of service providers have become one of the most important tasks of public authorities in this area of management. Secondary data of the survey of Ukrainian citizens as of the 3rd quarter of 2025 indicate a high level of satisfaction with administrative services, which indicates the effectiveness of the introduction of new concepts in the field of public services.

At the same time, under martial law, ASC employees face problems of insufficient financial and personnel support for the activities of ASCs. This will require a change in the model of financing administrative services and further digitalization of services, the development of e-services for information support and consultation of citizens. We consider the development of related services and the integration of social, tax, and veteran services into the system of administrative services to be an important task.

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