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Improving the Mechanisms for Providing Administrative Services by Public Authorities in Ukraine

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ABSTRACT

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The development of organizational, legal, financial, personnel, information and consulting mechanisms for the provision of administrative services is one of the most important tasks for the development of public services and the formation of a service-oriented model of the state. The main goal of this article was to study the current mechanisms for the provision of administrative services in Ukraine, which are considered a set of approaches, methods, and tools for serving citizens and are aimed at changing, terminating, or acquiring the rights and obligations of individuals and legal entities in accordance with current legislation. The article uses a systematic approach to studying the organizational, legal, financial, personnel, and information and consulting mechanisms for the provision of services to citizens in Ukraine. The SWOT analysis method allowed us to identify the main strengths and weaknesses of the current mechanisms for the provision of public services in the ASC and develop recommendations for their improvement. It was found that in 2020-2025, approaches to the organization and financing of the provision of public services through the network of ASC administrative service centers changed and a decentralized management model was introduced in this area. The organization of the processes of providing public services is entirely up to the local executive authorities. Revenues to local community budgets from service fees have become the main source of covering expenses for the functioning of ASCs. Subsidies allocated from the state budget to local budgets for the construction and modernization of ASCs in 2020 were significantly lower than the amount of revenue from service fees. Since 2021, local governments have relied on their own financial resources to develop public services, which complicates their digitalization in order to simplify, ensure accessibility and speed of service. With a high level of demand for various types of services and an increasing workload on staff, there is a need to improve mechanisms for serving citizens. To do this, ASCs are implementing and developing e-services and using new methods of information support - chatbots based on artificial intelligence. At the same time, this does not solve the problem of high workload on employees, because the level of serving citizens using e-services for providing services is only 10%.



KEYWORDS

Centers for the Provision Administrative Services, administrative services, public services, public administration mechanisms, service delivery mechanisms, local budgets, decentralization of service delivery, public authorities, local self-government bodies, executive authorities.



Удосконалення механізмів надання адміністративних послуг органами публічної влади в Україні

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СТАТТЯ

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Розвиток організаційно-правового, фінансового, кадрового, інформаційно-консультаційного механізмів надання адміністративних послуг є одним із найбільш важливих завдань для розвитку державних сервісів та формування сервісно-орієнтованої моделі держави. Основна мета цієї статті полягала у вивченні діючих механізмів надання адміністративних послуг в Україні, які розглядаються як сукупність підходів, методів, інструментів обслуговування громадян та мають на меті зміну, припинення або набуття прав та обов'язків фізичних та юридичних осіб згідно чинного законодавства. У статті використовується системний підхід до вивчення організаційно-правового, фінансового, кадрового та інформаційно-консультаційного механізмів надання послуг та сервісів громадянам в Україні. Метод SWOT-аналізу дозволив виявити основні сильні та слабкі сторони діючих механізмів надання державних послуг в ЦНАП та розробити рекомендації їх покращення. Виявлено, що у 2020–2025 роках змінилися підходи до організації, фінансування надання державних сервісів через мережу центрів надання адміністративних послуг ЦНАП та запроваджено децентралізовану модель управління в цій сфері. Організація процесів надання державних послуг повністю покладається на місцеву виконавчу владу. Надходження до місцевих бюджетів громад від плати за надання послуг стали основним джерелом покриття видатків на функціонування ЦНАП. Субвенції, виділені з державного бюджету місцевим бюджетам на будівництво та модернізацію ЦНАП у 2020 році, були значно нижчі за обсяги надходжень від плати за послуги. З 2021 року органи місцевого самоврядування покладаються на власні фінансові ресурси для розвитку державних сервісів, що ускладнює їх цифровізацію в цілях спрощення, забезпечення доступності та швидкості обслуговування. При високому рівні попиту на різні види послуг та зростанні навантаження на персонал існує потреба у покращенні механізмів обслуговування громадян. Для цього ЦНАП впроваджують та розвивають е-сервіси та використовують нові способи інформаційної підтримки – чат-боти на основі штучного інтелекту. Водночас це не вирішує проблему високого навантаження на працівників, адже рівень обслуговування громадян з використанням е-сервісів надання послуг становить лише 10 %.



КЛЮЧОВІ СЛОВА

Центри надання адміністративних послуг, адміністративні послуги, державні сервіси, механізми публічного управління, механізми надання послуг, місцеві бюджети, децентралізація надання послуг, органи публічної влади, органи місцевого самоврядування, органи виконавчої влади.

1. Introduction

In 2020–2025, the processes of decentralization of the system for the provision of administrative services began, which provided for the delegation of powers in this area of management to the local level. In this regard, new mechanisms for organizing, financing public services and new ways of informing citizens about available services have been introduced.

At the same time, the current state of functioning of mechanisms for the provision of administrative services is characterized by the presence of several problems. In particular, the norms of legal support for services need to be updated and harmonized with administrative procedures and taking into account the processes of digitalization in this area [19]. Therefore, the current Law of Ukraine “On Administrative Services” dated September 6, 2012, No. 5203-VI [18] does not contain provisions on digital ways to inform citizens about available services based on artificial intelligence technologies. At the same time, centers for the provision of administrative services began to use chatbots as a means of consulting support and providing information to citizens [15]. In the organizational and administrative mechanism, the issues of coordination between public authorities involved in the processes of providing services to simplify the processes of serving citizens remain relevant [20]. Financing of the sphere of administrative services significantly depends on the revenues of the administrative fee to the local and state budgets, which do not cover the costs of material and technical equipment of centers for the provision of administrative services [20]. The information and consulting mechanism of public services needs further development in terms of its digitalization and digitization of basic services, integration of all registers of data on citizens and provision of interdepartmental electronic interaction [18].

The above actualizes the coverage of the problems of the current mechanisms for the provision of administrative services in Ukraine, for the formation of recommendations and proposals for their improvement.

2. Literature Review

In the scientific literature, sufficient attention is paid to the formation and improvement of mechanisms of public administration in the field of administrative services. The issues of improving the processes and actions of public authorities in serving citizens are covered in the works of N. Byrdsell, E. Blakely, L. Diamond, N. Flynn, M. Geddes, J. S. S. Smith, Greenwood, M. Kyone, S. Lewandowski, S. Martin, L. Torres and others.

The mechanism for the provision of administrative services is a consistent set of actions of public authorities fixed in regulatory legal acts, focused on quality service, which require the development of competencies of civil servants and local government officials, and are aimed at acquiring, changing or terminating the duties and rights of legal entities/individuals at their request, are implemented based on the principles of justice, responsibility and openness.

For the first time, an integrated approach to the mechanism for the provision of administrative services in Ukraine was proposed in the work of N. I. Ilchaninova, which is based on the following components: organizational and legal component to improve the work of service providers, personnel component to ensure service processes by qualified specialists – civil servants; a mobile component to speed up the processes of informing the subjects of appeals; Internet component to improve interaction between authorities and citizens; marketing component to identify changes in the service delivery system [5, p. 12]. However, this approach is outdated in the context of the digitalization of public services and services. Artificial intelligence technologies that are being introduced to serve citizens are changing approaches to the provision of services, informing, and consulting citizens.

In the dissertation of Negrych O. M., an institutional and organizational mechanism for the development of administrative services in the context of the formation of electronic governance is proposed. The mechanism includes the following tools: innovative means of electronic identification; means of reengineering administrative processes at all levels of public management; tools for standardizing the processes of coordination and interaction of public authorities; creation of basic registers and their digitization; tools for synchronization of web portals of the Intersectoral Council for the Development of E-Governance and the Unified State Portal of Administrative Services [13, p. 3].

In the work of O. V. Karpenko, the basic components of the mechanism for the provision of public services within the service-oriented state on the basis of the concept of customer relationship management are formulated and substantiated. These components contain a resource management system for organizing internal processes of interaction of civil service employees, tools for establishing electronic interaction, and means of reengineering management processes [6, p. 14].

The study of I. Mokhova substantiates the need to develop a comprehensive state mechanism for the provision of public services, which will simplify the relevant processes using information and communication technologies. This will require improving legislation and solving existing problems of serving citizens in administrative service centers [12, p. 154–155].

Klimushyn P. S. and Spasibov D. V. consider administrative (administrative regulations, procedures, processes, functions), institutional (a set of service bodies of all levels, infrastructure, telecommunications providers), service and integration mechanisms for the provision of administrative services [7, p. 476–478]. Integration mechanisms are formed under the influence of combining information systems, departmental state resources, and service providers into a single system of interagency interaction.

The publication of V. D. Vintonyak examines the integral system of mechanisms for the provision of administrative services: legal, organizational and managerial, financial and economic, information and consulting, digital and personnel [20, p. 40]. It is worth emphasizing that decentralization has significantly affected all mechanisms for the provision of services, in particular personnel, because there has been a redistribution of competencies between public authorities and local self-government bodies. Digitalization has led to the development of a digital mechanism for the provision of services, which includes portals for the provision of administrative services, electronic identification mechanisms, monitoring the quality of services, platforms with data registers, electronic document management, and online processing of appeals. Mobile workplaces are also considered a component of the digital mechanism for the provision of services [10, p. 53], which functions thanks to software and devices.

3. Problem Statement

The main purpose of this article is to study the current mechanisms for the provision of administrative services in Ukraine, which are considered as a set of approaches, methods, tools and technologies of serving citizens and are aimed at changing, terminating, or acquiring the rights and obligations of individuals and legal entities in accordance with the current legislation.

4. Methods and Materials

The article uses a systematic approach to the study of organizational, legal, financial, personnel and information consulting mechanisms for the provision of services to citizens in Ukraine. The SWOT analysis method made it possible to identify the main strengths and weaknesses of the existing mechanisms for the provision of administrative services in ASCs and to develop recommendations for their improvement. The source base of the study was the regulations that were adopted in 2020–2025 to simplify the system of administrative services, the Open Budget open data portal for analyzing the amount of subsidies allocated from the state budget to local budgets for the development of the ASC network.

5. Results and Discussion

The organizational and legal mechanism for the provision of administrative services is a set of principles, approaches and ways of organizing services using modern service technologies on the basis of the legal basis for their provision. Local self-government bodies and local executive authorities are responsible for organizing the work of ASCs and the processes of providing services.

In 2020-2025, important legal changes were made that significantly improved the processes of organizing the provision of services. Therefore, the adopted Law of Ukraine dated 03.11.2020 No. 943-IX “On Amendments to Certain Legislative Acts of Ukraine on Optimization of the Network and Functioning of Administrative Service Centres and Improvement of Access to Administrative Services Provided in Electronic Form” determined the obligation to establish ASCs in communities, transferred

powers from district state administrations to local self-government bodies in the organization of services, expanded the list of available services in the electronic way of providing [20].

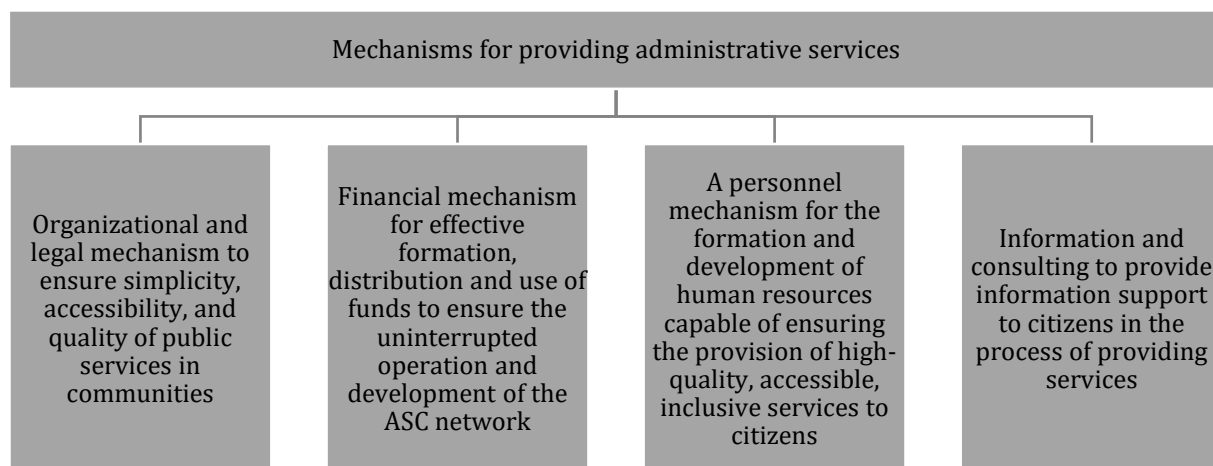


Figure 1. Main mechanisms for providing administrative services to citizens in Ukraine
Source: Author's elaboration.

The Resolution of the Cabinet of Ministers of Ukraine dated 24.03.2021 No. 249 "On Approval of the Procedure and Conditions for Providing Subventions from the State Budget to Local Budgets for the Development of a Network of Administrative Service Centres" determined the mechanism for providing subventions from the state budget to local budgets of communities for the development of the ASC network [2]. Subventions are provided for the construction and reconstruction of ASC premises, major repairs, the arrangement of ASCs and providing them with the necessary work equipment. At the same time, subventions are provided subject to co-financing with local budgets in the amount of at least 10% of the cost of construction, reconstruction in the first year of work, 30% of the cost of purchased goods, works, services for the arrangement of centres.

The number of subventions from the state budget to local budgets for the development of the ASC network, allocated in 2021, significantly differed depending on the region. Most of the financial resources were allocated to the executive authorities of Ternopil, Lviv, Odesa, Volyn, Zaporizhzhia and Khmelnytskyi regions – within UAH 16.06 million and UAH 26.57 million UAH.

The Resolution of the Cabinet of Ministers of Ukraine "Issues of Organizing Monitoring the Quality of Administrative Services" dated August 11, 2021 No. 864, defined the functions and tasks of monitoring entities, monitoring indicators and data that are collected, processed and analyzed on the websites of ASCs, and the procedures for disclosing information [3].

Amendments to the Law of Ukraine "On Administrative Services" of 06.09.2012 No. 5203-VI [3] During 2020–2025, remote ways of providing services through digital (mobile) suitcases, electronic ways of informing and communicating with citizens through websites were enshrined. The Resolution of the Cabinet of Ministers of Ukraine "Some Issues of the Provision of Administrative Services through Administrative Service Centers" dated October 1, 2025, No. 1226 fixed the full list of available services by their categories for citizens, which made it possible to solve the problem of fragmentation in the classification of services [4]. The normative act laid the foundation for the introduction of an effective model for the provision of services, within which 18 categories of services are integrated and services are organized according to the main life situations. Taking into account the update of legislation, local self-government bodies face the following tasks to improve the mechanisms of service provision:

- updating information cards of services and ensuring their placement on information stands and websites of ASCs;
- organization by administrators of ASCs of access to registers and databases of service providers (for example, the Pension Fund of Ukraine, social protection units, etc.);
- organization of training for administrators of ASCs according to the new list of services;
- development of new scenarios for consulting citizens according to the new list of services.

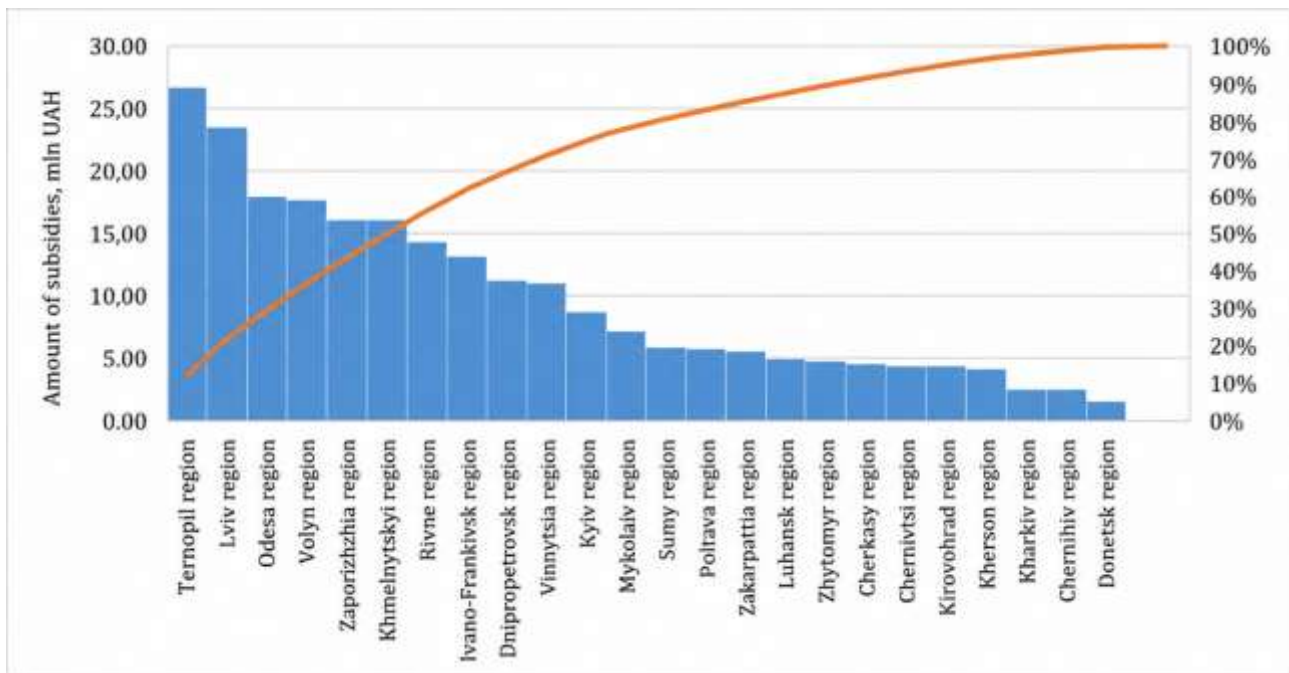


Figure 2. The volume of subventions from the state budget to local budgets for the development of the ASC network, allocated in 2021, million UAH

Source: Compiled by the author based on data [11].

The financial mechanism for the provision of administrative services is a set of principles, approaches, and methods of financial support of this area of public administration at the expense of the state and local budgets, as well as international technical assistance. The purpose of the financial mechanism is to ensure the continuous, systematic formation, distribution and use of financial resources for the organization of accessible, high-quality and simple administrative services. The legal basis of the financial mechanism for the provision of services is the Budget Code of Ukraine dated January 1, 2026, No. 2456-VI [17], Law of Ukraine “On Administrative Services” of September 6, 2012, No. 5203-VI [18], as well as by-laws. In particular, according to the budget legislation, the administrative fee for the provision of services is classified as a type of revenue to the local budget, which is collected at the place of their provision.

Table 1. Sources of formation and directions of use of financial resources for financial support of the sphere of administrative services

Sources of formation	Directions of use
State budget funds in the form of subventions to local budgets for the construction, modernization of the network of ASCs and the purchase of equipment	Development of infrastructure and network of ASCs
Payment for the provision of administrative services (administrative fee) to local budgets	Maintenance of ASCs (current expenses for supporting activities: material and technical support, remuneration of personnel)
International financial assistance and financing within the framework of partnership programs to support ASCs	Development of ASC websites Development of competencies of ASC employees, methodological support of employees

Source: Formed by the author.

In 2020–2025, revenues to the state and local budgets from payment for administrative services were constantly growing. The structure of revenues was dominated by fees for administrative services other than the fee for state registration of legal entities and individual entrepreneurs (Table 2).

The personnel mechanism is important for the formation and development of human resources capable of ensuring the provision of high-quality, affordable, inclusive services to citizens. The personnel mechanism for the provision of administrative services is a set of principles, methods, procedures and tools for the formation, management and development of the human resources of public authorities to serve citizens and improve interaction in the provision of services.

Table 2. Dynamics of revenues to the state and local budgets from payment for administrative services in 2020-2025, mln UAH

Type of budget revenues	2020	2021	2022	2023	2024	2025	Deviations, +/-
State budget							
Administrative fee for state registration of legal entities, individual entrepreneurs and public formations	32,72	35,84	20,59	26,60	37,28	40,58	+7,86
Fee for the provision of other administrative services	254,49	365,55	558,33	558,80	933,88	1089,70	+835,22
Administrative Fee for State Registration of Real Rights to Real Estate and Their Encumbrances	200,96	257,58	132,83	227,60	272,57	255,80	+54,84
In total, million UAH	488,17	658,98	711,75	812,99	1243,74	1386,09	+897,92
Local budgets							
Administrative fee for state registration of legal entities, individual entrepreneurs and public formations	87,78	120,09	63,58	88,51	90,78	95,99	+8,21
State registration fee (except for the administrative fee)	6,61	5,61	5,78	13,87	14,18	15,21	+8,60
Fee for the provision of other administrative services	1301,24	1727,60	1929,12	2063,80	2554,09	2457,86	+1156,62
Administrative Fee for State Registration of Real Rights to Real Estate and Their Encumbrances	384,98	487,10	257,20	391,31	503,78	512,38	+127,40
In total, million UAH	1780,61	2340,41	2255,67	2557,50	3162,84	3081,44	+1300,83

Source: Calculated by the author based on data [11].

The main principles of the formation and development of personnel in the ASC network include professionalism, compliance with service standards and current legislation, and a high level of competence in various areas of service provision. The priority tasks for the management of human resources in the ASC include determining the current level of workload for each employee and finding ways to minimize it, determining the optimal model of staffing of ASCs by the main types of administrative services and taking into account the number of population in the community, increasing the level of competence of personnel in ASCs in the context of digitalization, establishing effective interaction between administrators, registrars and other specialists, proper remuneration. According to the Ministry of Finance of Ukraine, as of March 2026, the average salary of specialists is 27.51 thousand rubles. UAH, employees performing service functions – 20.21 thousand UAH [10]. With an increase in the level of workload on ASC specialists, service personnel receive less than the average payment in Ukraine. This can negatively affect the motivation of personnel, the level of staff retention in the ASC and the quality of service provision, causing an outflow and shortage of personnel.

The information and consulting mechanism for the provision of administrative services is a set of approaches, methods and technologies for serving citizens and performing the functions of informing, providing advice to citizens on the list of available services, ways to obtain them, a list of necessary documents and other important information.

Simplicity in the provision of public services to citizens in Ukraine is becoming a necessity in the context of a shortage of human resources and the need for high-quality, fast service. In this regard, the technology of remote counseling of citizens based on artificial intelligence – Diia – has been introduced. AI, which provides functions for informing about the list of services, and remote receipt of services.

Digitalization has led to changes in approaches, methods and technologies for the provision of services and has contributed to the simplification of ways of informing citizens. For example, the Center for the Provision of Administrative Services in Lviv, as part of the Smart ASC project, launched a chatbot based on artificial intelligence on the official website [15]. This made it possible to introduce online counseling of citizens on various common issues: the necessary documents for obtaining services, the sequence of procedures. Chatbots have become a tool for remote information support for citizens who ask the most frequently asked questions. In the first quarter of 2026, 37% of the 46 thousand. Citizens'

appeals to the Lviv ASC were processed through an artificial intelligence-based chatbot [9]. The Center for the Provision of Administrative Services in the city of Dnipro provides an opportunity for residents to pay for services online and make an online appointment in the queue to receive the service [1]. ASC “Transparent Office” of the Vinnytsia City Council offers the simplest services to get online: ordering a certificate of length of service or salary, a copy of the decision, order, or extract, providing an extract from urban planning documentation, and others [16].

Table 3. SWOT analysis of the mechanisms for the provision of administrative services in Ukraine

Strengths	Weaknesses
Development of e-services, accompanying services in ASCs and constant updating of the list of services by local authorities	Revenues from payment for administrative services do not cover the costs of their provision
Introduction of digital (mobile) suitcases to serve citizens at the place of stay	High level of workload on ASC staff with high demand for services
Round-the-clock operation of the electronic system of payment for services through various services	The complexity of providing certain types of administrative services, primarily in the areas of real estate, registration of sole proprietorships,
Online registration for services and consultations through the websites of ASCs	High level of offline service provision, despite digitalization and development of e-services
Introduction of remote tools for information support of citizens based on artificial intelligence	Low level of citizens' use of information support tools and ASC websites to obtain information
Availability of information (deadlines, cost) about services by areas (transport, social assistance, construction and real estate, and others)	Information about the documents required for obtaining services and procedures remains limited for certain types of services
Introduction of key performance indicators of the ASC in 2021: the number of visitors per month, the level of satisfaction with services and processes, the number of documents by submission method, the list of the most required services, and others	Unevenness in the implementation of the system for monitoring the quality of administrative services in urban, township and rural communities

Source: Systematized by the author.

With significant improvements in the mechanisms for the provision of administrative services, there are shortcomings in the financial, staffing of the ASC network and information support of citizens (Table 3).

A problematic issue is the low cost of administrative services, which does not provide sufficient revenues to local budgets for proper material and technical support of ASCs. For example, the fee for issuing an extract from the Unified State Register of Legal Entities, Individual Entrepreneurs and Public Organizations is UAH 170, the fee for registration of the place of residence is UAH 42.

A high level of workload on ASC staff with a high demand for services can be traced in densely populated cities with a high level of attendance at ASCs. For example, in the first quarter of 2026, more than 107 thousand people visited the ASCs of Lviv. inhabitants [9]. In the first quarter of 2026, the ASC of Kyiv provided 100.6 thousand UAH to veterans and social services, 95.4 thousand. services for registration or deregistration of the place of residence, 36.5 thousand passport services, 26.8 thousand. services for registration of real estate and construction, 6.3 thousand UAH. services for registration of individuals, entrepreneurs and legal entities [8]. The level of demand for services was influenced by factors such as the growing need of citizens to apply for a deferment from mobilization, the integration of the services of the Pension Fund of Ukraine and social services.

Despite the digitalization and development of e-services, all ASCs have a high level of offline service provision, for example, 10.2% of documents were submitted through the website of the Lviv ASC in the first quarter of 2026 [9].

Information about the documents required for obtaining services and procedures remains limited for certain types of services. For example, the website of the Lviv ASC provides information on the service of granting a permit for the development of a land management project for the provision of land for use or the construction of real estate. However, there is no information about the cost, terms of service provision, or duration of the service [9].

Taking into account the above problem areas in the mechanisms for the provision of administrative services, citizens need to form recommendations for their improvement:

- to amend the legislative acts that regulate the processes of informing citizens to take into account the use of chatbots as a means of information support in the work of ASCs. It is necessary to supplement Article 6 of the Law of Ukraine “On Administrative Services” dated 06.09.2012 No. 5203-VI

[18], which defines the ways of informing citizens and provides for provisions on providing information to subjects of application about available online services and the provision of online services using technical means of electronic communications (web portals of the ASC, chatbots based on artificial intelligence technologies). It is necessary to develop a list of available types of online services and develop standards for their provision using artificial intelligence technologies, with subsequent implementation in all ASCs;

- to introduce the possibility of distance learning for ASC staff to develop the skills of consulting and informing citizens on the most common issues;

- review the level of workload on ASC specialists, identify the most critical periods of workload, causes of workload and develop approaches to determining the optimal number of ASC employees in accordance with the functions performed, form proposals for its reduction in the context of the introduction of digital technologies;

- to allocate financial resources for the digitalization of the information and consulting mechanism for the provision of administrative services from the state budget in the form of subventions;

- introduce into chatbots the function of informing citizens about the available list of services by categories determined in 2025, with prices and terms of providing such services at the place of stay of a citizen of Ukraine;

- to improve the processes of interaction of administrators of ASCs with the subjects of social and pension services: the Pension Fund of Ukraine, social protection bodies, by expanding the integration of state electronic registers.

6. Conclusions

The main purpose of this article was to study the current mechanisms for the provision of administrative services in Ukraine, which are considered as a set of approaches, methods, tools and technologies for serving citizens and are aimed at changing, terminating, or acquiring the rights and obligations of individuals and legal entities in accordance with the current legislation. In 2020-2025, Ukraine introduced a decentralized model for the provision of administrative services, according to which local authorities are responsible for organizing the work of ASCs, interaction of service providers, and the quality of service for citizens. Since 2021, the financing of the ASC network has depended entirely on local budgets and the amount of revenues from fees for the provision of administrative services. This complicates the development of the infrastructure of ASCs and the digitalization of the provision of administrative services. Due to the different volumes of revenues from the payment for the provision of administrative services to local budgets, there is a significant differentiation in the financial support of ASCs and the possibilities for their development. The staffing of ASCs also depends entirely on local authorities and their ability to attract, manage and improve the skills of specialists in the conditions of the need for professionalism, versatility and a high level of competence of specialists, and an increase in the workload on employees. In this regard, the paper proposes the main ways to improve the organizational, legal, financial, personnel and information consulting mechanisms for the provision of administrative services. In particular, it is necessary to regulate the processes of informing and consulting citizens using artificial intelligence technologies, allocate financial resources for the digitalization of information and consultation processes using chatbots, develop standards for the provision of online services and introduce them in all ASCs.

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