

Modernisation of the national system of administrative services in Ukraine, caused by the Russian-Ukrainian war

Tymur Slobodeniuk*

Postgraduate Student

Taras Shevchenko National University of Kyiv

04050, 12/2 Akademik Romodanov Str., Kyiv, Ukraine

State Enterprise "Document"

04116, 8 Dovnar-Zapolskyi Str., Kyiv, Ukraine

<https://orcid.org/0000-0003-1090-9528>

Abstract. The relevance of the study is conditioned by the fact that in the context of a full-scale invasion, the level of efficiency of citizens' exercise of their constitutional rights decreases, specifically, this concerns the functioning of the mechanism for providing administrative services. The purpose of this study was to identify the current issues in the sector and to find ways to overcome them. For this purpose, such methods as logical analysis, formal legal analysis, legal hermeneutics, dogmatic analysis, functional analysis, and others were employed in this study. It was found that the migration processes caused by the war in Ukraine require a complete revision of regulation and the development of a legislative framework and mechanism for the provision of services by public authorities in this area. This necessity is conditioned by the current state of regulation of migration services in electronic format, which needs to be improved and indicates gaps and shortcomings that need to be addressed. It was noted that one of the problems is insufficient legal regulation and funding of state bodies, which also reflects the existence of problems in the provision of electronic services. The findings indicated the current lack of development concept and action plan to improve the provision of migration services in an electronic format. The essence of the process of administrative service provision, which affects decentralisation and the work of relevant bodies, was covered. In this context, the factors that influence the speed of provision of such services were identified by analysing the scientific positions of scientists. The terms "administrative legal instrument" and "administrative service" were considered. The practical value of the recommendations provided lies in their possible use by public authorities and the legislator to eliminate the existing problematic aspects in the regulatory framework and by administrative service providers to improve the efficiency of this mechanism under martial law

Keywords: full-scale invasion; citizens' rights; public authorities; migration; Diia app

Article's History: Received: 03.07.2023; Revised: 25.10.2023; Accepted: 29.11.2023

● INTRODUCTION

Reforming public administration in Ukraine in line with European standards involves a transition from a functional state to a service state that provides various types of services to citizens and legal entities, including administrative services. Among the important tasks within this reform is to increase the efficiency of administrative services and create accessible conditions for individuals to receive such services. The migration processes caused by the war in Ukraine require a thorough review of administrative legal regulation. In this regard, it is necessary to develop an

effective legislative framework for the provision of services by public administrations in this area. The war conditions hinder the access to these services, and therefore it is important to improve the provision of electronic migration services and create an effective mechanism to ensure that Ukrainian citizens can receive quality migration services regardless of their location.

As noted by S.M. Gusarov & N.I. Marchuk (2023), since 2012, Ukraine has been actively developing a network of administrative service centres and introducing a system

Suggested Citation:

Slobodeniuk, T. (2023). Modernisation of the national system of administrative services in Ukraine, caused by the Russian-Ukrainian war. *Development Management*, 22(4), 8-15. doi: 10.57111/devt/4.2023.08.

*Corresponding author



Copyright © The Author(s). This is an open access article distributed under the terms of the Creative Commons Attribution License 4.0 (<https://creativecommons.org/licenses/by/4.0/>)

of electronic services. However, the availability of these services and the level of service varies from community to community. According to T.P. Minka (2022), there are obstacles to the integration of popular services into administrative service centres due to excessive centralisation of powers in this process. The conditions of the armed conflict contributed to a deterioration in the quality of administrative services in 2022-2023. The scope of administrative services became clear after the adoption of the Law of Ukraine No. 5203-VI "On Administrative Services" (2012). According to O. Kozhushko (2023), one of the most pressing issues in the context of a full-scale invasion is the provision of administrative services. Ensuring the quality of this mechanism requires constant monitoring and control over the work of the Administrative Service Centre (ASC), as O. Kalynovska (2023) writes.

The Centre of Policy and Legal Reform implemented the project Facilitating access to public services and improving their quality during the war in Ukraine (2022). Within the framework of this project, the work of Administrative Service Centres was monitored in several regions of Ukraine. K. Kandagura & R. Koshel (2022) note that the analysis was conducted for 8 ASCs, including Kyiv, Lviv, and regions close to the frontline, such as Dnipro and Kharkiv. This study found that most ASCs in the context of armed conflict have successfully resumed their work and access to state registers, which, as noted by M. Tymchenko (2022), were blocked in the first months of the full-scale war. V. Yatsenko *et al.* (2022) write that during the war, some of these ASCs suffered property losses and had to rebuild their material base. They were forced to reduce their working hours, and in some cases, some of their staff resigned; according to the monitoring results, not all ASCs provide a full range of basic services.

Despite the relevance of this topic, the number of scientific papers addressing the provision of administrative services during active hostilities is insufficient, as well as recommendations for practical improvement of public administration in this area, which led to the conduct of this study. The purpose was to analyse the problems of the current state of administrative service delivery to citizens and provide appropriate recommendations for overcoming them. This required the completion of certain tasks, namely reviewing the current legislation, describing the practical application of the established norms, and identifying problems and prospects in this area.

● MATERIALS AND METHODS

This study was conducted using several types of analysis methods. The method of functional analysis was used to characterise the term "administrative service", to identify its inherent features, functions, and role in ensuring the rights of citizens during martial law. The method of logical analysis made it possible to assess the effectiveness of the current mechanism for providing administrative services, as well as to identify ways to modernise and improve its efficiency. The method of statistical analysis was used to determine the indicator of registered internally displaced persons (IDPs) in 2022-2023.

The formal legal method was used to analyse the provisions governed by the current regulations. The study examined the rules set out in the regulatory documents. This

method consisted of a systematic study of their text, determining the content, terminology, sequence of presentation, internal connections, and other formal aspects. This method helped to identify how particular rules govern a particular area of activity, including the provision of administrative services. The formal legal method helped to define the rules for organising and providing administrative services following the legislation, to identify the procedures for providing administrative services under martial law, including requirements for applicants, terms of service provision, the procedure for submitting applications, and other aspects. The dogmatic method was used to understand and interpret legislation based on the text of the law, study its content to determine what rules and principles of law it contains, and to identify its structure and logic. The application of the dogmatic method to the analysis of administrative services helped to define these services in the context of the provisions, rights, and obligations of the parties, and procedures.

The method of legal hermeneutics helped to analyse the understanding of legal texts and norms, the logical structure of the text and the links between its various parts, determine the context and relationship with other norms and rules, and determine the legislator's goal based on the consolidated norms. The method of comparative legal analysis was employed to compare legislation and regulations to identify similar or different approaches to the regulation of administrative services. It provided an opportunity to identify similarities and differences in legal regulation, compare the rules of service provision in martial law and peacetime, which helped identify best practices in the provision of administrative services and their further implementation, and identify innovative approaches to administrative service provision that can be used to improve the service provision system in the country. The method of abstraction was used to focus on such an aspect of the study as the migration process and to identify its characteristic features in the context of administrative service provision in the context of a full-scale invasion. The method of deduction made it possible to characterise the mechanism of administrative services based on their inherent features, principles, and specifics of implementation during martial law. The induction method was used to determine the characteristics of administrative services based on the analysis of the current legislation of Ukraine. The synthesis method helped to combine the results to develop concrete recommendations.

● RESULTS

The occupation of a large part of Ukraine and intense hostilities have led to a considerable flow of internal and external migration processes, which have increased the need to provide Ukrainian citizens with various administrative services to restore their social status. There was a need to provide various types of social support and documentary guarantees for compensation for material damage caused by the war. An administrative service is the result of the exercise of power by an entity that provides it at the request of a person, aimed at obtaining, changing, or terminating the rights and/or obligations of such a person following the established rules. The ASC is a permanent working body where the relevant services are provided through an administrator who interacts with the providers.

The administrative services sector has become particularly relevant due to the growing security challenges, especially in the context of a full-scale invasion. During the period of full-scale invasion, the status of people changes rapidly due to significant internal and external migration, which requires documentation or confirmation in the systems of the Civil Registry Office (CRO), ASC, and the Pension Fund of Ukraine. The need to provide social support to citizens who have suffered significant losses caused by the war, such as health damage and loss of property, has increased. At the beginning of the full-scale invasion, there were problems such as identification in case of loss of documents, as well as the suspension of the demographic register and the State Customs Service; blocking of all state registers and the suspension of administrative services to citizens, such as business, real estate, and vehicle registration; interruptions in the operation of the Diia app and other services.

The Diia app eventually helped solve these problems by enabling the rapid resumption of state aid payments (including ePidtrymka) and the restoration of useful services for digital documents (Law of Ukraine No. 1932-IX, 2021). In parallel with this, the Cabinet of Ministers of Ukraine implemented prompt and creative solutions, such as the extension of overdue documents, automatic renewal of social benefits, introduction of extraterritoriality for IDPs in the payment of pensions and social support, telephone confirmation of unemployment status, use of backup state registers and their transfer to the cloud, etc. The Russian-Ukrainian war has led to changes in the system of administrative service delivery at the national level, which are determined by two factors: new characteristics of administrative services and new mechanisms and methods of providing these new services. The Pension Fund of Ukraine, CRO, and ASC are included in the scope of such administrative services.

The ASC was added to the list of administrative services: the creation of an extraterritorial register, which required substantial changes to the Unified State Register of Legal Entities, IEs (individuals-entrepreneurs) and public formations (Resolution of the Cabinet of Ministers of Ukraine No. 381, 2022). This initiative was driven by the relocation of businesses from the occupied territories or areas close to the war zone or regular hostile attacks. It is also worth noting the formation of a register of damaged property of citizens, IEs, and legal entities, which is provided for by changes in the current legislation, and the provision of compensation for the restoration of real estate damaged by the aggression of the Russian Federation, which is carried out through the eVidnovlennia programme using the Diia mobile application, and the payment of compensation for the provision of housing and communal services to temporarily displaced persons (Resolution of the Cabinet of Ministers of Ukraine No. 381, 2023). The provision of primary social protection to servicepeople for their rehabilitation, as well as services for persons with military disabilities, should be highlighted (Law of Ukraine No. 3531-XII, 1993). The CRO system is distinguished by its extraterritoriality in the provision of administrative services, due to the emergence of internally displaced persons in different regions of Ukraine. Thus, CRO provide administrative services that are specific to these individuals but are available to all citizens of Ukraine.

The Pension Fund of Ukraine has created units specialising in pensions for military personnel, military invalids, and social security for their families. However, in Ukraine, the situation caused by the aftermath of hostilities has led to complications in the management of social protection, including the impossibility of calculating social benefits. The decentralised mechanism for calculating and financing social payments by the structures of the Social Insurance Fund of Ukraine has led to these problems. The Pension Fund of Ukraine is ready to perform this function, as it has a developed network of territorial management bodies operating on an extraterritorial basis, which allows it to assign and accrue pensions, subsidies, and insurance payments. This extraterritorial mechanism can ensure the right of Ukrainian citizens to receive social benefits.

The digital transformation of the Pension Fund of Ukraine's functions also contributes to achieving this goal. This administrative complexity prompted the submission of Draft Law of Ukraine No. 9318 "On Amendments to Certain Legislative Acts of Ukraine on Improving the Management and Administration of Social Support for Families and Demographic Policy" (2023) to the Verkhovna Rada of Ukraine. The plan envisages delegating the following functions to the Pension Fund of Ukraine to provide administrative social services: providing maternity benefits for unemployed women, at the birth or adoption of a child, for children under guardianship or custody, for single mothers, providing financial support to foster parents and adoptive parents for the provision of social services in family-type children's homes and foster families, payment of a single social security contribution for foster carers, foster parents, and adoptive parents, etc. (Volos, 2023). Specialised units have been set up at the district offices of the Pension Fund in Kyiv to provide pensions to the military. All ASCs, structures of the Pension Fund of Ukraine and CROs, as well as the State Enterprise "Document" (SE "Document") (which issues state-issued documents, mainly internal and foreign passports and driving licences) in Kyiv operate on an extraterritorial basis, which is important in the current context of the war with Russia.

When Russia's large-scale aggression began, the issue of external migration of Ukrainian citizens who, to ensure their safety, went abroad with their children became a pressing issue. The need to help these Ukrainians was focused on the procedure for obtaining a passport of a citizen of Ukraine for travelling abroad, as this document helps in resolving issues related to asylum and social support provided to Ukrainians following the national legislation of each country. This problem is significant, as many Ukrainian citizens crossed the border with internal passports of Ukrainian citizens issued in 1994, and their children had birth certificates or expired passports. Due to the large flow of people, consular offices began to experience overloads in meeting the needs of Ukrainians for passport documents for travelling abroad. At the initiative of the State Customs Service of Ukraine, a proposal was put forward to the Cabinet of Ministers of Ukraine to launch a pilot project, which was regulated by Resolution of the Cabinet of Ministers of Ukraine No. 678 "On the Implementation of an Experimental Project on the Issuance of a Passport of a Citizen of Ukraine and a Passport of a Citizen of Ukraine for Travel Abroad to Citizens of Ukraine Who Are Outside

Ukraine, Issuance and Exchange of Permanent Residence Permits for Foreigners and Stateless Persons Permanently Residing in Ukraine Residence During Their Stay Outside Ukraine” (2022), to establish separate SE “Document” units in EU countries. In implementing this governmental resolution, an analysis of the movement of Ukrainians was carried out, which led to the identification of Poland as a priority country for the project. SE “Document” has started to cooperate with the Ukrainian authorities, various foundations and NGOs (non-governmental organisations) to provide funding for the issuance of passports for Ukrainian citizens to travel abroad, as most of them have left the country without financial resources.

SE “Document” work on processing documents for travelling abroad began in Warsaw, where automated mobile complexes for processing documents were sent. This helped to solve the problem of a large flow of Ukrainian citizens wishing to obtain passports for travelling abroad. For this reason, a stationary centre was set up to increase the number of documents that can be processed. These centres were installed in shopping malls in convenient locations to provide logistics. To implement their work, employees from SE “Document” were sent to them and began receiving citizens who needed to draft documents. SE “Document” receives support from the International Centre for Migration Policy Development (ICMPD), which provides funding, specifically from the governments of Germany and the Czech Republic, to develop its activities (Ukrainians in Gdańsk, Prague..., 2023). SE “Document” work in Europe was made possible by a project to digitise and put into electronic format the entire state paper archive, which included millions of applications for Ukrainian passports of 1994 and 1974 in the Unified State Demographic Register. This allows employees of the State Migration Service of Ukraine to make decisions on the identification of persons and the issuance of passport documents to Ukrainian citizens remotely and efficiently. The digitisation of archives is in line with modern innovative technological trends in the development of the administrative service delivery system and the digital transformation policy of Ukraine, which contributes to the improvement of the level of service in Ukraine.

The war conditions have led to an increased burden on the respective government agencies providing administrative services. Specifically, due to military events and forced displacement, many citizens were forced to leave their places of residence and move from regions where active hostilities had been ongoing to safer areas and obtain IDP status. It is worth considering the statistics of registered IDPs (Fig. 1).

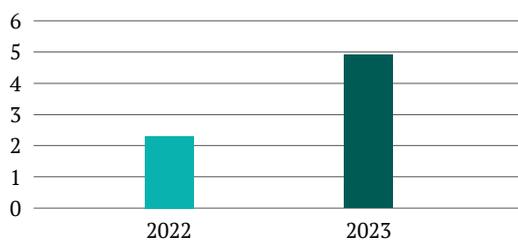


Figure 1. Number of registered IDPs, million people

Source: compiled by the author of this study based on Internally displaced persons (2023)

Proceeding from the above data, the number of registered IDPs has increased considerably, which is caused by the aggression of the Russian Federation. This situation has substantially affected the provision of quality and efficient basic administrative services. To improve this aspect, state and local authorities have taken several important measures. For example, the Law of Ukraine No. 2073-IX “On Administrative Procedure” (2023) was adopted to ensure the equality of the interests of the population and the obligations of the state. The law will come into force in December 2023, and a range of actions have been envisaged prior to its implementation, including amendments to the regulatory framework and training of employees of the relevant authorities in special rules and procedures. The adoption of this law opens a new stage in the interaction of the state with citizens and business. It aims to facilitate decision-making and improve communication between citizens and public administration. This will create an effective mechanism of interaction aimed at meeting the needs of citizens and businesses and will bring Ukraine in line with European standards in the field of the right to a due administration. Summarising the analysis of administrative service delivery in the context of decentralisation during the war, the identified human rights have the potential to be exercised if external and internal circumstances are conducive to this and do not prevent Ukraine from freely developing towards a democratic society and the rule of law.

Thus, to improve the quality and speed of administrative services under martial law, it is important to transfer the authority to provide this type of service to the level of local self-government bodies, which requires the following recommendations. This can be achieved through the instruments of delegation, transfer of powers, and financial resources from state authorities to local governments. It is worth noting the general prospects for the development of this system, namely: it is necessary to streamline the payment for administrative services, deregulate and simplify administrative procedures, including reducing the number of services and simplifying their provision. It is important to ensure that information can be exchanged between electronic registers, that e-services are used more widely at the national level, and that powers are optimally distributed among distinct levels of public administration, including state and local governments. A performance evaluation system should be in place for all local managers and autonomous entities that provide administrative services to citizens.

To ensure full implementation of feedback from service recipients, a mechanism should be introduced to allow the authorities to efficiently process the many citizens’ feedback on the quality of public services provided in electronic format. Citizens can evaluate the quality of administrative services through a special system for tracking the quality of public services based on a telephone hotline or the creation of a separate Internet portal for receiving user feedback. The main objective is to ensure that public authorities and local institutions post open public information on the Internet to demonstrate the transparency of their activities. Access should be provided to the main state information resources and systems, except for information that constitutes a security secret, except when such information is provided upon request by regulatory authorities.

It is important to continue to take measures to control the information to be published on the websites of public authorities. The main purpose is to ensure that the necessary information can be obtained from executive authorities and non-governmental bodies (e.g., credit institutions, insurance companies, notaries, etc.) in the form of electronic services. By increasing the number of participants in interagency cooperation, state and local services should strictly adhere to the rules and requirements regarding the protection of personal data, compliance with the regulations governing the exchange of information between agencies, and clearly define procedures for accessing the necessary information. This sector should also include a register of interagency cooperation, which will contain information on participants in interagency cooperation, available documents, and rules for access to information. To create a legal system of information interaction between executive authorities, local self-government bodies and other organisations, including legal entities subject to public law, a concrete form of interaction must be established. The introduction of the administrative services model will contribute to the development of the system of services to the public and business. The introduction of an electronic administrative service delivery system offers considerable benefits that can improve the quality of ASC services.

Therefore, it is worth using the ASC monitoring methodology. This will allow for an expert assessment of the implementation and real use of single-window and e-government technologies, as well as an assessment of the conditions for providing this service from the perspective of customers and the development of appropriate recommendations for its improvement. It is important to consider that one of the main issues is the funding required to create the proper conditions for quality service in ASCs. The main tasks for improving the system are to enhance the quality of information services to visitors on available services, to establish an electronic queue to create comfortable conditions for citizens applying for services, to place information kiosks and booklets to further inform visitors, which will improve the results of service delivery, and to introduce an electronic queue through terminals or an online platform to ensure transparency and openness, which will greatly facilitate the comfortable provision of services and is a key element in improving the system.

● DISCUSSION

Ukraine's integration into European processes contributes to the introduction of the concept of a service state as an alternative to the traditional administrative system of state governance. The reform requires the introduction of innovative approaches aimed at meeting the needs of citizens and businesses, as well as serving the entire society. R.E. Wismanu (2019) highlights that the theoretical aspects of administrative services have developed significantly in recent years. It is worth agreeing with this statement, which is due to attempts to define this concept and ending with the approval of the Concept of Development of this system. The constant adoption of governmental decisions and laws on this topic demonstrates the relevance of this issue.

According to J. Chen *et al.* (2020), the very idea of administrative services was taken from international practices, specifically from the concept of "new public management" and the state's focus on the needs and interests of citizens as clients, as well as serving society as a whole. Person-centredness on the part of public authorities is a vital component of the system of public services and administrative services, which are considered as one of the types of public services. Proceeding from this statement, the main purpose is to restructure the bureaucracy into a more flexible organisation that uses other methods. R. Calo & D.K. Citron (2020) believe that the reorientation of the state towards services is the main principle of transforming the system of providing these services. The author of the study agrees with this position and notes that the strategic priorities for the development of this system include ensuring that administrative services are provided efficiently, quickly, and effectively, following the established standards that meet the expectations of citizens.

As described by S. Ziyadin *et al.* (2020), the system of administrative service delivery bodies gives a special place to administrative service centres. In this aspect, the issue of the impact of decentralisation on the provision of these services in Ukraine under martial law is also becoming important. Legal regulation of interaction between state authorities and local self-government bodies and individuals and legal entities has become a problem for Ukrainian society in the current context of democratic changes in society and the state. This has led to a review of the legal instruments and methods used by state and local authorities to regulate social relations. This need to adjust legal practice relates to the introduction of new institutions and categories in administrative law.

For example, scholars have varying interpretations of the term "administrative legal instrument". C. Houy *et al.* (2019) emphasise the problem of defining this term and the lack of regulatory support for public administration instruments, which complicates the interpretation of their essence and generates scientific debate. A. Androniceanu *et al.* (2022) propose to replace the term "form of governance" with "instruments of public administration". It should be added to the authors' position that the instruments of public administration are considered to be the means used by entities to regulate public relations in the field of public administration. This approach facilitates the adaptation of national administrative law to European standards and helps to avoid inconsistencies and inaccuracies in legislation.

The main ways of exercising public power, which play a significant role in maintaining the effectiveness of the governance system, include issuing official documents and orders according to the powers of persons, conducting control and supervision activities, reviewing complaints, etc. O. Lincoln (2023) pays particular attention to the provision of administrative services to individuals and legal entities. It is advisable to add to the author's position that public administration bodies combine various forms and methods to achieve positive results in their activities to protect the rights and freedoms of citizens. An indicator of the effectiveness of their work is the level of citizens' satisfaction with the public services they receive. However, the term "public services" does not have a clear legal definition, and

the legislation does not regulate them in detail, except for the issues of payment for such services.

The main areas of development of public services in foreign countries include creating convenient and accessible conditions for citizens to receive services, determining the optimal provider of such services, using special technologies to provide services, including the digitalization of certain services, and the creation of web portals for simplified access to them (Ibrahim & Benabdelhabi, 2022). Notably, the Ukrainian doctrine of administrative services, which forms an integral part of public services, is an internal development in Ukraine. In other countries, such as the United States, the United Kingdom, and Germany, the term “public services” is used very flexibly and in a broader context. They use categories such as “public services”, “administrative services”, “services for citizens”, “services for business”, etc. (Mammadli, 2023). According to E. Trammell *et al.* (2020), in these countries, attention is focused on the fact that any actions, decisions, or services provided by public authorities to people and companies can be services, and this is not always accompanied by legal terms.

Notably, the full-scale invasion of Ukraine by Russia and the introduction of martial law did not substantially affect the demand for administrative services. Registration of civil status acts, obtaining passport documents, IDP registration and protection, and other services stayed in demand, although the number of IDPs increased considerably. This period also saw an increase in the need for social support and other services for people in demanding situations due to the war. The analysis of administrative service provision during the war reveals those decisions of the Government that substantially affected the efficiency of their provision. Among these solutions are the following: extending the validity of expired passports and driving licences; automatic extension of social plan payments; telephone confirmation of unemployment status; introduction of the eDocument; the possibility of getting married within a day without added costs using video communication and witnesses, etc. Such actions by the state, according to M.W. Bauer & S. Becker (2020), confirm the level of citizens’ satisfaction with public services received, which indicates the effectiveness of public administrative bodies. However, the quality of certain types of administrative services needs to be further improved, considering both security aspects and the needs of different social groups.

When analysing the speed of administrative service delivery during a full-scale invasion in a decentralised context, it is important to note that legitimate authorities, including local governments, should be able to provide basic level services of a critical nature even when they are verified and registered later. For instance, this may apply to paper records and the possibility of issuing temporary documents, especially in the context of a military conflict. As S. Bondarenko *et al.* (2021) write, it is also necessary to ensure that it is possible to establish identity through accessible means, issue identity documents (including temporary ones), register the place of residence in electronic format, considering security requirements and cooperation with other registers. The author agrees with the statement, but it is necessary to retain the possibility of document-

ing the place of residence in the passport document for security reasons, especially in the context of checkpoints and other restrictions. These aspects are important both for local governments and for ensuring the livelihoods of citizens and cooperation with other structures, such as the Pension Fund of Ukraine and others.

It is necessary to improve the current state of administrative legal regulation of migration services in the form of electronic provision, as it reflects shortcomings and gaps that need attention and resolution. The main problems are insufficient legal regulation and funding of public administration bodies, which affects the provision of electronic migration services. Migration services in electronic form are provided by various public administration bodies, which form a multi-level structure with decentralised links between them. This feature complicates the process of providing electronic services and increases the time required to obtain documents, such as passports. Furthermore, the financial support of ASCs is problematic, as the funds for their maintenance come from local budgets. This often leads to a lack of funding, which hampers the implementation of e-services in ASCs, including poor web infrastructure and insufficient staff training. Consular offices also face an increased workload due to intensive migration of citizens abroad. However, insufficient technical equipment, inefficient service resources and the lack of opportunities to provide migration services in the form of electronic delivery complicate the situation. However, it is necessary to address these problems by devising a concept for the development of electronic migration services that would ensure the quality of such services and be consistent with the strategic development of Ukraine.

● CONCLUSIONS

The study found that the Russian-Ukrainian war has led to changes in the system of administrative service delivery at the national level, which are determined by two key aspects, namely new characteristics of services and new mechanisms for their provision. The organisations that provide such characteristic administrative services include the Pension Fund of Ukraine, CRO, and ASC. It was highlighted that in the context of Russia’s large-scale aggression, the issue of external migration of Ukrainian citizens has become relevant. The procedure for obtaining a passport of a citizen of Ukraine for travelling abroad was important in helping these Ukrainians. This is explained by the fact that the document addressed issues related to asylum and support under the laws of each country for Ukrainian citizens. In this case, it was noted that SE “Document” was able to work in European countries thanks to a project that involved the conversion of the entire state paper archive into an electronic format, which made it possible to identify persons and issue passports to Ukrainian citizens from anywhere remotely and efficiently. The implementation of this process is in line with current technological trends in the provision of administrative services and Ukraine’s digital transformation strategy. As a result, the level of service in Ukraine is improving.

It was found that to improve the quality and efficiency of administrative service provision during martial law, the issue of delegating powers to provide administrative

services to local self-government bodies becomes particularly relevant. The findings of this study suggest that this process can be carried out through the transfer of powers and financial resources from central government agencies to local governments. It is also important to ensure that information can be exchanged between electronic registers, that e-services are used more widely at the national level, and that powers are optimally distributed among various levels of public administration, including central government and local government. Regulation of these

aspects at the legislative level will ensure the constitutional rights of citizens under martial law and regulate the activities of public authorities. Further research will focus on human rights violations in the context of armed aggression.

● ACKNOWLEDGEMENTS

None.

● CONFLICT OF INTEREST

None.

● REFERENCES

- [1] Androniceanu, A., Georgescu, I., & Kinnunen, J. (2022). Public administration digitalization and corruption in the EU member states. A comparative and correlative research analysis. *Transylvanian Review of Administrative Sciences*, 65, 5-22. doi: 10.24193/tras.65E.1.
- [2] Bauer, M.W., & Becker, S. (2020). Democratic backsliding, populism, and public administration. *Perspectives on Public Management and Governance*, 3(1), 19-31. doi: 10.1093/ppmgov/gvz026.
- [3] Bondarenko, S., Halachenko, O., Shmorgun, L., Volokhova, I., Khomutenko, A., & Krainov, V. (2021). The effectiveness of network systems in providing project maturity of public management. *TEM Journal*, 10(1), 272-282. doi: 10.18421/TEM101-34.
- [4] Calo, R., & Citron, D.K. (2020). *The automated administrative state: A crisis of legitimacy*. *Emory Law Journal*, 70(4), 797-845.
- [5] Chen, J., Walker, R.M., & Sawhney, M. (2020). Public service innovation: A typology. *Public Management Review*, 22(11), 1674-1695. doi: 10.1080/14719037.2019.1645874.
- [6] Draft Law of Ukraine No. 9318 "On Amendments to Certain Legislative Acts of Ukraine on Improving the Management and Administration of Social Support for Families and Demographic Policy". (2023, May). Retrieved from <https://ips.ligazakon.net/document/II09272A>.
- [7] Facilitating access to public services and improving their quality during the war in Ukraine. (2022). Retrieved from <https://pravo.org.ua/en/projects/facilitating-access-to-public-services-and-improving-their-quality-during-the-war-in-ukraine/>.
- [8] Gusarov, S.M., & Marchuk, N.I. (2023). The impact of decentralization on the speed of provision of administrative services in wartime conditions. *Law and Safety*, 88(1), 202-212. doi: 10.32631/pb.2023.1.18.
- [9] Houy, C., Hamberg, M., & Fettke, P. (2019). *Robotic process automation in public administrations*. In *Digitisation of state and administration* (pp. 62-74). Bonn: Gesellschaft für Informatik.
- [10] Ibrahim, A.K., & Benabdelhadi, A. (2022). Organizational change management of digital administration. *International Journal of Accounting, Finance, Auditing, Management and Economics*, 3(2-1), 339-353. doi: 10.5281/zenodo.6390417.
- [11] Internally displaced persons. (2023). Retrieved from <https://www.msp.gov.ua/timeline/Vnutrishno-peremishcheni-osobi.html>.
- [12] Kalynovska, O. (2023). Improving the quality of administrative service centres in modern conditions. In *Collection of materials of the international scientific and practical conference "Integration of management science and practice in the context of socio-cultural transformations"* (pp. 205-208). Poltava: Luhansk Taras Shevchenko National University.
- [13] Kandagura, K., & Koshel, R. (2022). Quality of government service provision in wartime. In *Proceedings of VII international scientific and practical conference "Modern research in world science"* (pp. 975-978). Lviv: SPC "Sci-conf.com.ua".
- [14] Kozhushko, O. (2023). Regarding the question of administrative and legal regulation of the provision of administrative services bodies of local self-government. *Actual Problems of Native Jurisprudence*, 1, 125-129. doi: 10.32782/39221441.
- [15] Law of Ukraine No. 1932-IX "On Amendments to the Law of Ukraine 'On the State Budget of Ukraine for 2021' Regarding the Provision of Assistance Within the Framework of the 'eSupport' Program". (2021, December). Retrieved from <https://zakon.rada.gov.ua/laws/show/1932-20#Text>.
- [16] Law of Ukraine No. 2073-IX "On Administrative Procedure". (2023, March). Retrieved from <https://zakon.rada.gov.ua/laws/show/2073-20/ed20230331#Text>.
- [17] Law of Ukraine No. 3531-XII "On the Status of War Veterans, Guarantees of Their Social Protection". (1993, October). Retrieved from <https://zakon.rada.gov.ua/laws/show/3551-12#Text>.
- [18] Law of Ukraine No. 5203-VI "On Administrative Services". (2012, September). Retrieved from <https://zakon.rada.gov.ua/laws/show/5203-17#Text>.
- [19] Lincoln, O. (2023). *Modernizing local governments: Lessons learned from modernization initiatives in public service delivery*. (Master's thesis, California State University, Northridge, United States of America).
- [20] Mammadli, H. (2023). Modernization in the context of global challenges and national interests. *Journal of Philosophy, Culture and Political Science*, 84(2), 64-71. doi: 10.26577/jpcp.2023.v.84.i2.7.
- [21] Minka, T.P. (2022). Administrative and legal regulation of public administration activities regarding the provision of electronic services in the field of migration. *Legal Position*, 4(37), 63-65. doi: 10.32782/2521-6473.2022-4.12.
- [22] Resolution of the Cabinet of Ministers of Ukraine No. 381 "On Amendments to the Procedure for the Execution of Powers by the State Treasury Service in a Special Regime Under Martial Law". (2022, March). Retrieved from <https://zakon.rada.gov.ua/laws/show/381-2022-%D0%BF#Text>.

- [23] Resolution of the Cabinet of Ministers of Ukraine No. 381 “On Approval of the Procedure for Providing Compensation for the Restoration of Certain Categories of Real Estate Damaged as a Result of Hostilities, Terrorist Acts, Sabotage Caused by the Armed Aggression of the Russian Federation Using the eVindication Electronic Public Service”. (2023, April). Retrieved from <https://zakon.rada.gov.ua/laws/how/381-2023-%D0%BF#Text>.
- [24] Resolution of the Cabinet of Ministers of Ukraine No. 678 “On the Implementation of an Experimental Project on the Issuance of a Passport of a Citizen of Ukraine and a Passport of a Citizen of Ukraine for Travel Abroad to Citizens of Ukraine Who Are Outside Ukraine, Issuance and Exchange of Permanent Residence Permits for Foreigners and Stateless Persons Permanently Residing in Ukraine Residence During Their Stay Outside Ukraine”. (2022, June). Retrieved from <https://zakon.rada.gov.ua/laws/show/678-2022-%D0%BF#Text>.
- [25] Trammell, E., Abutabenjeh, S., & Dimand, A.-M. (2020). A review of public administration research: Where does public procurement fit in? *International Journal of Public Administration*, 43(8), 655-667. doi: 10.1080/01900692.2019.1644654.
- [26] Tymchenko, M. (2022). Development of the “Diia” service in the conditions of war. New opportunities for public management. *Public Administration and Regional Development*, 17, 834-866. doi: 10.34132/pard2022.17.09.
- [27] Ukrainians in Gdańsk, Prague and Berlin can get help in the consultation centres of the International Center for Migration Policy Development (ICMPD). (2023). Retrieved from <https://minjust.gov.ua/news/ministry/ukraintsi-v-gdansk-uz-prazi-ta-berlini-mojut-otrimati-dopomogu-v-konsultatsiynih-tsentrah-mijnarodnogo-tsentru-z-rozvitku-migratsiinoi-politiki-icmpd>.
- [28] Volos, N. (2023). *The Pension Fund of Ukraine is proposed to transfer the functions of assigning maternity and child benefits*. Retrieved from <https://news.dtkr.ua/labor/social-protection/83712-pfu-proponuiut-peredati-funktsiyi-shhodo-priznacennia-viplat-vagitnim-ta-dopomogi-na-ditei>.
- [29] Wismanu, R.E. (2019). Analysis of public satisfaction survey toward integrated district administrative services in Ngunut district, Tulungagung regency. In *Proceedings of the annual international conference of business and public administration (AICoBPA 2018)* (pp. 178-183). Dordrecht: Atlantis Press. doi: 10.2991/aicobpa-18.2019.41.
- [30] Yatsenko, V., Orel, O., & Komarovskiy, I. (2022). Preconditions and key issues of public administration in the conditions of war. *Theoretical and Applied Issues of State-Building*, 27, 153-162. doi: 10.35432/tisb272022276825.
- [31] Ziyadin, S., Malayev, K., Fernández-Plazaola, I., Ismail, G., & Beyzhanova, A. (2020). Digital modernization of the system of public administration: Prerogatives and barriers. *E3S Web of Conferences*, 159, article number 05003. doi: 10.1051/e3sconf/202015905003.

Модернізація національної системи надання адміністративних послуг в Україні, зумовлена російсько-українською війною

Тимур Олегович Слободенюк

Аспірант

Київський національний університет імені Тараса Шевченка

04050, вул. Академіка Ромоданова, 12/2, м. Київ, Україна

Державне підприємство «Документ»

04116, вул. Довнар-Запольського, 8, м. Київ, Україна

<https://orcid.org/0000-0003-1090-9528>

Анотація. Актуальність дослідження обумовлена тим, що в умовах повномасштабного вторгнення знижується рівень ефективності реалізації громадянами їх конституційних прав, зокрема це стосується функціонування механізму надання адміністративних послуг. Метою роботи було визначення сучасних проблем у вказаному секторі та виокремлення шляхів щодо їх подолання. Для цього було використано такі методи, як логічний аналіз, формально-юридичний, юридичної герменевтики, догматичний, функціональний аналіз та інші. Визначено, що міграційні процеси, які виникли через війну в Україні, потребують повного перегляду регулювання та розробки законодавчої бази та механізму надання державними органами послуг у цій області. Ця необхідність обумовлена сучасним станом регулювання надання міграційних послуг в електронному форматі, який потребує вдосконалення та свідчить про прогалини та недоліки, які потребують вирішення. Зазначено, що однією з проблем є недостатнє нормативно-правове регулювання та фінансування державних органів, що також відображає наявність проблем у наданні електронних послуг. Зроблено висновок, що наразі відсутня концепція розвитку та план дій для поліпшення надання міграційних послуг в електронному форматі. Розкрито сутність процесу надання адміністративних послуг, який впливає на децентралізацію та роботу відповідних органів. У даному контексті було виокремлено фактори, які впливають на швидкість надання таких послуг, шляхом аналізу наукових позицій вчених. Розглянуто терміни «адміністративно-правовий інструмент» і «адміністративна послуга». Практична цінність наданих рекомендацій полягає у їх можливому використанні органами державної влади та законодавцем щодо усунення існуючих проблемних аспектів у нормативно-правовому полі та суб'єктами надання адміністративних послуг із метою підвищення ефективності функціонування даного механізму в умовах воєнного стану

Ключові слова: повномасштабне вторгнення; права громадян; органи державної влади; міграція населення; застосунок «Дія»