

**MINISTRY OF EDUCATION AND SCIENCE OF UKRAINE
CHERNIHIV NATIONAL UNIVERSITY OF TECHNOLOGY**

Rudenko Olga, Lykhach Yuliia, Kanavets Maryna

**REFORMING OF THE PUBLIC
ADMINISTRATION SYSTEM
IN THE “EASTERN PARTNERSHIP”
COUNTRIES**

monograph

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The monograph is one of the first comprehensive researches in the scientific field of public administration that determines the mechanisms of reforming of public administration on the basis of European principles of public administration, the experience of the “Eastern Partnership” countries and reveals the directions of its implementation in the theory and practice of national public administration. The paper defines and justifies the "mechanisms of reforming of the public administration", proposes its classification in accordance with European principles of public administration, criteria and international efficiency indices; the scientific substantiation of the theoretical foundations of research of strategic directions of reforming public administration on the basis of analysis of international indexes of its efficiency, evaluation of reforms implementation and introduction of innovative mechanisms has been improved; systematization of the formation and development of public administration in Ukraine on the basis of the criteria selection, ways and directions of implementation of the experience of the “Eastern Partnership” countries specifics in the reforming of public administration, taking into account the peculiarities of the implementation of European principles of public administration.

The presented monograph is intended for scientists, lecturers, students and post-graduate students, for studying normative disciplines on public administration and local self-government; scientific and methodological provision of professional training of civil servants; as well as for civil servants and local self-government officials.

Bibliography: 93 titles.

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INTRODUCTION

The positioning of Ukraine as a democratic state, which has chosen the European vector of development and a strategic course for implementation of in-depth structural transformations in all spheres of socio-political and socio-economic life, determines the importance of reforming public administration and civil service on the basis of European principles of public administration as one of the priority reforms defined by the Verkhovna Rada of Ukraine, the President of Ukraine and the Cabinet of Ministers of Ukraine.

The public administration system, built over the years of independence, does not correspond to the strategic course of the state towards democratic transformations and European standards of good governance, since it is inefficient, excessively centralized and closed, inclined to corruption, internally contradictory, etc.

Reforming the system of public administration is an integral part of public transformations of the state, similar to those that took place and occur in virtually all countries of the world. Currently, the domestic public administration system requires new scientifically grounded approaches that will help to overcome the consequences of modern financial and economic crises, and will meet the growing needs of citizens in obtaining high-quality administrative services that can counteract the manifestations of corruption in government. Qualitative transformations in all spheres require the reforming the public administration system, the finding of new areas and mechanisms.

Public administration reform is one of the key reforms in the transition economies, implementing complex changes in various areas of government policy, which today are the countries of the foreign policy initiative of the EU "Eastern Partnership" (Azerbaijan Republic, Republic of Belarus, Republic of Armenia, Georgia, Republic Moldova, Ukraine). In view of the considerable experience of reforming public administration and the peculiarities of the implementation of European principles of public administration in the policy of the Eastern Partnership countries, it is necessary to implement the best experience of these countries in the modern state-management practice of Ukraine.

EVOLUTION OF THE DEVELOPMENT OF THE STATE ADMINISTRATION OF UKRAINE AND THE PRECONDITIONS FOR ITS REFORMATION

The evolution of the formation and development of public administration in an independent Ukraine had extremely complex and miscellaneous nature which was due to the constant change in socio-political guidelines, the lack of political will, financial instability, dependence on external factors, which had a tangible impact on the development of the domestic system of public administration. All these factors did not allow forming a stable management model in Ukraine that would fit the peculiarities of the national administrative tradition and the European standards of public administration. The modern priorities of the implementation of the reform of public administration demonstrate the need to analyze and systematize the experience gained by our state during the years of independence. All this testifies the importance to form effective mechanisms for the organization and coordination of reforms and the search for effective models of functioning of the Ukrainian public administration system, based on the study of modern trends, the definition of causes that determine the emergence of negative processes, the identification of the ways to eliminate them, and the development of practical recommendations for policy effectiveness.

The basis for the analysis of the formation and development of public administration in Ukraine was the analysis of scientific works of Bidziura I., Halchynskyi A., Koliushka I. and other researchers, as well as program documents for the implementation of a number of reforms: constitutional, political, administrative, judicial, local self-government, which allowed to develop its own periodization of the formation and development of public administration in Ukraine, as well as to identify the preconditions for its reform. In our opinion, the following criteria should be put into the basis of periodization: the normative-legal provision of public administration and civil service, the transformation of the administrative-territorial system of Ukraine, institutionalization of the system of state authorities, the system of civil service and service in local self-government authorities, socio-political participation in the implementation of state policy.

I stage (1991-1996) – formation of the national system of public administration. This stage is characterized by a break-up of the Soviet

administrative-command system and the formation of the domestic administrative system, the formation of the initial principles of the functioning of the civil service institute in Ukraine, the formation of a specially authorized civil service authority, the establishment of the Ukrainian Academy for Public Administration under the President of Ukraine, and the formation of a system of professional training for civil servants.

The process of the formation of the national administrative system began in the spring of 1991, when the Cabinet of Ministers of Ukraine was formed, which received the status of the highest government administration authority, appointed government members and formed a government apparatus. Soon, the post of President of Ukraine was introduced, which was proclaimed by the head of the executive government authority. The President of Ukraine has the authority to exercise leadership and direct the executive activities of the CMU, to change the structure of the executive power, to resolve relevant personnel issues, and to repeal acts of government and central executive authorities (hereinafter - CEA). As a result, the Cabinet of Ministers became a structure subordinated to the President of Ukraine, with limited powers regarding the system of executive power.

Another direction of change in the system of public administration concerned the central executive government authorities system. In early 1992, 26 ministries were created. At the same time, due attention was not paid to the question of the formation of the list of sectors of activity in accordance with the new social system with a market economy and their clear distribution in the system of executive power, which could well lead to the crossing of the management of the central executive government authorities. In addition, there was no clear division of functions between ministries and other types of central executive government authorities. The main typical functions of the ministries were defined by a special decree of the President of Ukraine. This was not the case with other types of central executive government authorities, primarily state committees, whose specific functions and powers were in fact defined in the same way as the ministerial ones, including the formation of sectorial policies.

This, in the absence of the powers of the ministries to direct and coordinate the activities of state committees, opened the possibility of forming in one sector competing centers of policy formation and worsened the coordination of actions for its implementation.

A significant disadvantage of making changes at the stage of the formation of the public administration system was the lack of systematic changes on the local level. A system of local executive authorities was created in the form of local state administrations. Local state administrations turned into the main centers of local government, which conditioned the direct dependence of the effectiveness of the implementation of state policy on the local level from clear verticals of subordination of administrations to executive authorities of higher levels. In practice, the double subordination of local executive authorities was established: to the President of Ukraine and the Cabinet of Ministers of Ukraine. Thus, a dualistic executive vertical was formed, which weakened its capacity and prevented the government from effectively directing the local executive authorities work on the implementation of state policy. In general, the system of executive power formed at the end of 1994 proved to be essentially imperfect and required further development.

An attempt to reform the central executive government authorities system was made in March 1995, their division into functional and sectorial. For the first, the functions of participation in the formation of the state policy in general and in the relevant spheres of the economy were fixed, and for others the implementation of the state strategy for the development of the respective branches. The above transformations led to the formation in the beginning of 1996 of a three-tier system of executive authorities, which quite clearly corresponded to the models of the presidential republic. At the same time, such a system contained a number of shortcomings, which conditioned the need for appropriate improvement.

With the adoption of the Constitution of Ukraine in 1996, which consolidated the principles of separation of state power from the legislative, executive and judicial, the relevant state authorities, as well as local self-government bodies, their officials are obliged to exercise their powers on the basis, within the limits of authority and in the manner stipulated by the Major Law. At the same time, in spite of the constitutional definition of the principles of activity and powers of the executive authorities in Ukraine, at the present stage of development of the system of public administration, the state of reforming the management system could not be considered satisfactory and completed.

The development of a new civil service institute in independent Ukraine was started in conjunction with the dissolution of the Soviet system of public administration with all the components of public administration. Aware of the need to legitimize the activities of Ukrainian executives, the Cabinet of Ministers of Ukraine established a working group to draft a law on civil service in Ukraine. Three groups of participants were involved in the working group: the Cabinet of Ministers of Ukraine employees, heads of structural divisions of ministries and academics. The main task of the working group was the preparation of a draft law on civil service. During the work on the bill, the members of the group studied the experience of many countries around the world: Canada, France, Germany, Great Britain, Hungary, Spain, Sweden.

The process of establishing a civil service institute in an independent Ukraine began with the adoption of the Law of Ukraine “On Civil Service” of 16 December, 1993. After lengthy discussion and introduction of a number of proposals and amendments by the decree of the Verkhovna Rada as of 16 December, 1993, the Law of Ukraine “On Civil Service” was put into the force from the day of its publication, and part four and five of Article 33, part one of Article 34, Article 35 and parts two and five of Article 37 – from 01 January, 1994, part one of Article 37 - since the adoption of the legislation of Ukraine on social insurance.

It should be noted that Ukraine became the first of the republics of the former USSR, in which the law on civil service was adopted, thus establishing a special legal status of persons authorized to perform the functions of the state - civil servants. This Law became the first legislative act that regulated the civil service relations and allowed, in fact, to form a civil service institute in Ukraine. The Resolution of the Cabinet of Ministers of Ukraine established the Main Department of Civil Service of Ukraine under the Cabinet of Ministers, which led to the introduction of appropriate amendments to the Law of Ukraine “On Civil Service”, in particular the provision of the powers of management of the civil service to the Main Department of Civil Service and the establishment of a number of powers for it, professional adaptation in the system of public administration.

In addition, in order to establish the civil service, the Decrees of the President of Ukraine were approved: “On Measures to Improve the Work with Personnel in the Executive Government Authorities, with

the Heads of Enterprises, Institutions and Organizations” as of 19 May, 1995, “On the Provisions on Council on work with personnel” as of 24 July, 1995, “On the system of training, retraining and advanced training of civil servants” as of 30 May, 1995. The Resolution of the Cabinet of Ministers approved the Regulations on the Establishment of a Staff Reserve for the Civil Service, which defined the procedure for the formation of the personnel potential and the form of work with employees enrolled to the staff reserve.

One more direction that characterized the formation of a system of public administration of independent Ukraine is cooperation with the public. The Constitution of Ukraine defines the basis for cooperation between the state and the public through the consolidation of the rights and freedoms of citizens. In accordance with this, the Law of Ukraine “On Citizens’ Appeal” as of 02 October, 1996 was developed, which provides for the possibility of citizens’ participation in the administration of state affairs, for influencing the improvement of the work of government authorities and local self-government authorities, to defend their rights and legal interests and their restoration in case of violation and the Law of Ukraine “On Information” as of 02 October, 1992, which regulates relations on the creation, collection, reception, storage, use, dissemination, protection, protection of information.

II stage (1996-2003) – complex reorganization of the system of central and local executive government authorities. The change in the 1996 constitutional model of the organization of the system of executive power led to the need for reforms of this system on a new basis, first of all through the adoption of basic laws on the Government, the Central Executive Government Authorities and Local Government Authorities. At the initiative of the President of Ukraine Kuchma L., administrative reform began, the main goal of which was the gradual establishment of such a system of public administration that could ensure the emergence of Ukraine as a highly developed legal, civilized European state with a high standard of living, social stability, culture and democracy. The beginning of the reform was the adoption of the Decree of the President of Ukraine as of 02 October, 1997 “On the State Commission for the Adoption of Administrative Reform in Ukraine”. The Concept of Administrative Reform itself was approved by the Decree of the President of Ukraine on 22 July, 1998, and envisaged a significant increase in the status of

the government, increase of its authority and strengthening of positions with respect to the President of Ukraine and the Verkhovna Rada, a significant strengthening of the role of ministries in the formation of state policy, clear allocation and differentiating the status, powers and functions of various groups of executive government authorities, increasing the possibilities of influence of the government and central executive government authorities on the local level of executive, improvement of administrative procedures, etc. At the same time, the significant drawback of the Concept was obviously insufficient attention to the problems of streamlining the executive vertical, as well as the reform of local executive government authorities. First of all, the Concept contained gaps in the division of powers and functions between the central and local levels of executive power, the relationship between the Local Government Administrations and the Cabinet of Ministers of Ukraine as well as the Central Executive Government Authorities. That is, there was not a sufficient conceptual framework for the systematic solution of these problems. However, in general, the Concept, in spite of certain shortcomings, provided for the implementation of a holistic set of measures aimed at the formation of an effective system of public administration and related to the overwhelming majority of the problems of the construction and functioning of this system. The concept, in fact, has become a document that, in the long run, has determined the state policy of reform in the relevant field. At the same time, attempts to start implementing the provisions of the Concept again revealed the difference between the positions of the head of state and parliament, which is connected with the defects of the constitutional model. The key law on the Cabinet of Ministers after the adoption of the Verkhovna Rada was vetoed by the President of Ukraine. As a result, the envisaged changes in the Central Executive Government Authorities system have not occurred, primarily in terms of submitting a relevant bill to the parliament for consideration.

An important stage in the implementation of administrative reform was in 1999, when decisions were made to introduce a new concept of public administration, to create a more efficient system of executive power bodies. For example, on 15 January, 1999, the Law of Ukraine “On the Capital of Ukraine – the hero town of Kyiv” was adopted, which determined the special status of the city of Kiev as the capital of Ukraine, especially the implementation of executive power

and local self-government in the city. In March 1999, the Decree of the President of Ukraine made a certain reduction in the number of Central Executive Government Authorities and made changes to the scheme of their organization and interaction. In particular, it was established that the Central Executive Government Authorities in Ukraine includes 18 ministries, 21 state committees and 51 other Central Executive Government Authorities. At the same time, the issue of the effectiveness of the organization and activities of the Central Executive Government Authorities was not fully resolved, and at the same time there are other Presidential decrees which provide for the comprehensive reform of the central level of executive power. First of all, a new classification of executive bodies was introduced: Central Executive Government Authorities - ministries, state committees, Central Executive Government Authorities with special status; government authorities of state administration, which significantly reduced their number. As of 01 January, 2003, there were 16 ministries in the Central Executive Government Authorities structure.

In contrast, the transformation of the local level of executive power has been implemented more effectively. The main result was the adoption in April 1999 of the Law of Ukraine "On Local State Administrations" as the basis for the organization of local level executive power. The law consolidated the concentration of power on the ground in Local Government Administration, giving them a wide range of functions and management powers.

A new stage in the reform of the higher and central levels of the executive system was associated with the new course of the state for accession to the EU outlined in the Strategy for Economic and Social Development for 2000-2004, according to which one of the important conditions for the successful implementation of the proclamation The course identified a significant increase in the capacity of the state, primarily through reforming the system of executive power at the higher and central levels.

Also, at this stage, the main directions of addressing the problems of relations between regions and the center, defined by the Concept of state regional policy, approved by the Decree of the President of Ukraine as of 25 May, 2001 were outlined. In August 2000, in order to revise the administrative-territorial structure of the state and to make full use of the natural, economic, scientific, social,

and political potential of the regions, the Commission on the administrative-territorial organization as an advisory body under the President of Ukraine was formed. In order to improve the organization and acceleration of administrative reform in Ukraine, coordination of activities of the relevant state authorities in 2001, the post of the President of Ukraine on Administrative Reform was introduced.

The April referendum of 2000 launched the mechanism for reviewing the provisions of the Constitution of Ukraine in the edition of 1996 by the former President of Ukraine Kuchma L., and on 24 August, 2002, the head of state initiated a constitutional reform, which was approved only during the presidential election in Ukraine in 2004. In order to implement the Concept of Administrative Reform, on 11 February, 2000, two Decrees of the President of Ukraine were adopted, aimed at improving the efficiency of the civil service and its reformation. The Decree “On Improving the Activities of Public Authorities, Increasing the Effectiveness of Using Budget Funds” by CEA managers in 2000 required measures to improve the structure of the relevant bodies, to ensure that budget expenditures were reduced by at least 40 percent. On 11 February, 2000, by the Decree of the President of Ukraine “On the Improvement of the Efficiency of the Civil Service System”, a Coordination Council on Civil Service under the President of Ukraine was formed, the main tasks of which are: definition of ways, means and forms of realization of the main directions of state policy in the field of civil service, the merger of efforts of state authorities to increase its efficiency, a number of important tasks regarding the provision of personnel policy, etc.

In addition, in pursuance of the abovementioned Decree and in order to implement administrative reform, the Civil Service Reform Strategy in Ukraine was developed and approved, which provided for the improvement of human resources, the creation of an updated, powerful and capable state apparatus, the formation of a professional, politically neutral and authoritative civil service. The Decree of the President of Ukraine “On the Regulations on the Main Department of Civil Service of Ukraine” as of 02 October, 1999 defined the Main Department of Civil Service of Ukraine (hereinafter - the Main Department) the Central Executive Government Authority with a special status, which is under the control and accountability of the President of Ukraine, and also outlined its main tasks and features.

During this stage, a number of legal acts on improving the civil service were adopted: “On centers for the training of civil servants and heads of state enterprises, institutions and organizations” as of 19 February, 1996, “On Approval of the Model Regulations on the Human Resources Service the executive authority” as of 02 August, 1996, “On the Procedure for the Certification of Civil Servants of the Executive Government Authorities” as of 14 August, 1996 and others, which determine the main ways of practical implementation of the Law of Ukraine “On Civil Service”.

Within the framework of the implementation of the provisions of the civil service reform, state target programmes were adopted: “Integrated programme on civil servants training” as of 09 November, 2000, “Scientific programme for research on the development of civil service and improvement of personnel provision of public administration” as of 08 August, 2001, “Programme for training and involvement of young people into the civil service and service in local self-government authorities, creation of conditions for its professional growth” as of 10 September, 2003.

At the same time, the foundations of professional ethics of civil servants are laid down, which are reflected in the Main Department Order as of 23 October, 2000 “On Approval of General Rules of Behavior of a Civil Servant”, which defines generalized standards of conduct and integrity of civil servants.

A positive moment in the development of the civil service in Ukraine was the appointment by the President of Ukraine of Kuchma L. of a professional holiday - the Civil Service Day, which is celebrated annually on June 23.

With the adoption of the legislation in the 90’s, which legally consolidated the system of local self-government, the question about the legislative provision of the legal status of local self-government officials arose. The Constitution of Ukraine (Article 5) distinguishes between civil service and service in local self-government authorities, as two relatively independent forms of public service. In this regard, the legislative regulation of the legal, organizational, social and material conditions of personnel provision of local self-government authorities was enshrined in the Law of Ukraine “On Service in Local Self-Government Authorities” as of 07 June, 2001.

An important step in the implementation of administrative reform was the separation of political positions and civil service

positions in ministries in May 2001 by introducing the institute of state secretaries of ministries and liquidating the institute of first deputies and deputy ministers. Such a division gave rise to numerous discussions. This was due to the order of appointment of the state secretary of the ministry and its deputies, which provided for the exercise of this function by the President of Ukraine, not the Cabinet of Ministers. In addition, state secretaries were appointed for the term of duties of the President of Ukraine.

This approach was problematic not only because of the absence of such a mandate from the President of Ukraine in the Constitution of Ukraine, but also because the higher level of civil servants became virtually independent from the Cabinet of Ministers of Ukraine in general and from ministers in particular. By the Decree of the President of Ukraine as of 14 July, 2001, the Model Statement on the Secretary of the Ministry was approved, which received wide powers. In addition to administrative functions and powers, state secretaries were endowed with some political functions and powers. Therefore, in addition to a generally positive effect - the formal delineation of political and administrative leadership in the ministries, as well as the establishment of the institution of state secretaries, a number of threats were also received: mitigating the impact of the Cabinet of Ministers and ministers on the executive vertical; abandonment of ministers without political support; the danger of involving state secretaries in political processes; instability in the ministry due to failure to establish and non-compliance with the requirements for political neutrality of state secretaries of ministries; lack of institutional memory and continuity in the work of the ministries in the course of the change of the President of Ukraine. The Institute of State Secretaries in Ukraine was abolished in May 2003 again for reasons of political situation. In the opinion of many politicians and experts, the main idea initiated by Kuchma L. at that time of political reform was the transfer of most powers from the President of Ukraine to the Cabinet of Ministers, along with the “transplantation” of the then Head of State into the chair of the Prime Minister with new powers. Under such conditions, the Institute of State Secretaries as an instrument of influence of the President on the Government appeared to be unnecessary in the system of public administration. During this phase, the regulatory framework for public participation in the formulation and implementation of state policy has been supplemented with a number

of documents, namely, the Decree of the President of Ukraine “On Additional Measures to Ensure Openness in the Activities of Government Authorities” as of 01 August, 2002 and the Resolution of the Cabinet of Ministers of Ukraine “On the Procedure for Publicizing Information on the Activities of the Executive Government Authorities” on 04 January, 2002, which identified the need to maintain a permanent dialogue with all social groups of citizens and establish a system the permanent dialogue and interaction of civil society institutions and state authorities and local self-government authorities.

III stage (2004-2009) – the transitional stage of the transformation of the state administration system. This stage includes changes due to the adoption of the new wording of the Constitution of Ukraine, preparation of a new concept of administrative reform, administrative-territorial reform and reformation of the system of local self-government.

In December 2004, the Verkhovna Rada adopted the Law of Ukraine “On Amendments to the Constitution of Ukraine”, which provided: redistribution of powers between Parliament and the President; change of status, mechanisms of formation and principles of government activity; introduction of a proportional system of elections to the Verkhovna Rada; the decentralization of power and the introduction of a three-tier system of administrative and public order. The main provisions of the law became the subject of a study by the Constitutional Court of Ukraine, the Venice Commission, national experts and scientific who, in their turn, pointed to a number of shortcomings of the bill, the vast majority of which were not corrected. The implementation of the constitutional reform was envisaged by ensuring effective public administration.

Activation of the changes in the area of administrative reform initiated the speech of the President of Ukraine Yushchenko V. at the All-Ukrainian Assembly of Local Self-Government Representatives on 26 April, 2005, in which he emphasized the need for immediate implementation of administrative and territorial reforms, and a significant strengthening of local self-government. The new government in the Action Programme of the Cabinet of Ministers of Ukraine “Towards the People” emphasized the need for a consistent implementation of the administrative reform that was to begin with the reform of the Government and the Central Executive Government

Authorities. One more authority - the National Security and Defense Council of Ukraine - was involved in the reform process. In particular, one of the first Presidential decrees as of 14 March, 2005 envisaged the implementation of changes in the structure of the Central Executive Government Authorities.

In order to implement effective public administration policy, the Presidential Decree as of 26 April, 2005 established the National Council on Public Administration and Local Self-Government. The scheme of organization and interaction of the Central Executive Government Authorities, approved by the Decree of the President of 19 December, 2005, determined the list of bodies with special status. As practice has shown, the special status of a significant number of these authorities was not filled with appropriate powers. Understanding such a situation led the Government to revise the special status of many Central Executive Government Authorities. In particular, ten Central Executive Government Authorities were deprived of this status, among them: the State Tax Administration, the State Customs Service, the State Statistics Committee, the Main Department and others. Also, in 2008, the structures of Local Government Administration were streamlined. Instead of the Presidential Administration, the Presidential Secretariat was created, and the Office for Administrative Reform was no longer in its structure. In addition, in April 2005, the National Council for the Coordination of the Activities of General State and Regional Authorities and Local Self-Government was abolished, and the National Council for State Development, Local Government and Regional Development was created as a consultative and advisory authority under the President of Ukraine. The main tasks of this body include the development and introduction of proposals for “integrated administrative, administrative and territorial reform and local self-government reform”. However, the personal membership of this body and the relevant provision were not approved, which made it impossible to operate. Since the beginning of 2006, the amendments to the Constitution passed on 08 December, 2004, which envisaged the redistribution of powers between the Verkhovna Rada and the President of Ukraine and the transition to the parliamentary-presidential form of state administration, came into force.

In May 2006, the National Council for State Building, Local Self-Government and Regional Development was renamed the

National Council on Public Administration and Local Self-Government and approved its personal membership, led by President of Ukraine Yushchenko V. The functions of providing the activities of the National Council are entrusted to the Secretariat of the President of Ukraine. The results of the work of this authority include the development of the Green and White Public Administration Reform Books. However, subsequent events have shown that this authority has not become a capable focal point, which is responsible for the preparation and implementation of administrative reform. Another problem of this stage of development of public administration remained the lack of mechanisms for coordinating reform initiatives between the Head of State and the Government.

The Law of Ukraine “On the Cabinet of Ministers of Ukraine” on 21 December, 2006 defined the place of the Cabinet of Ministers of Ukraine in the system of executive authorities, the main tasks, principles and organization of its activities, composition, acquisition and termination of powers, competence of the Cabinet of Ministers, in particular in relations with other state organizations, local self-government authorities, associations of citizens, social and other provision of government members. It should be noted that this Law entered into force without the signature of the President of Ukraine. The incompatibility of the abovementioned law with the Constitution of Ukraine with regard to determining the role of the Head of State in the activities of the executive branch of government, as well as the necessity to strengthen the role of ministers in the management of their areas of competence, urged the Head of State to ensure the elaboration of a new wording of the Law of Ukraine “On the Cabinet of Ministers of Ukraine”, which was structurally and textually based on the previous one. At the same time, the rules of the new law envisaged strengthening the influence of the President of Ukraine on the activities of the executive branch of power, as well as the redistribution of powers between the Prime Minister, the first vice prime minister, vice prime ministers and ministers, the role of the latter in the assigned them spheres. By the Resolution of the Cabinet of Ministers of Ukraine as of 18 July, 2007, the Cabinet of Ministers Regulations were adopted, through which the policy development tools and the format of political documents were introduced as procedures and standards for the adoption of political documents. An analysis of the practice shows that government decisions should be

made at meetings of the Cabinet of Ministers, in which only members of the Cabinet of Ministers of Ukraine should take part. Other individuals may be invited to address specific issues. According to the general rule, the Cabinet of Ministers meeting should be closed in order to provide a free and open discussion of issues. For consideration of the most important issues for society and the state it is expedient to hold special meetings of the Government with the participation of the President of Ukraine. The procedure for approving and issuing draft government decisions should be done through electronic document circulation, where each participant has the opportunity to submit his comments and suggestions to the draft decision and to see the comments and suggestions of others.

During this period, reform initiatives came from two centers - the presidential and the government. In particular, the issue of local self-government reform was relied on by the Interdepartmental Commission on Local Self-Government at the Cabinet of Ministers, and the improvement of the Central Government Executive Authorities and regional development system at the Council for the Development of the Regions. These two advisory authorities were headed by the Prime Minister of Ukraine. In addition, the Government Committee for Reforms was first formed under the leadership of the Prime Minister. Such dualism in the area of reform, the lack of a coherent policy, political instability negatively affected the overall reform process. However, after the early parliamentary elections that took place in September 2007, with the creation of the Ministry of Regional Development and Building of Ukraine (hereinafter - MinRegionBud), the administration of administrative reform was entrusted to this central executive authority. In February 2008, the President of Ukraine eliminated the National Council on Public Administration and Local Self-Government and established the National Council on the Interaction of State Authorities and Local Governments. At the same time, in the Provision on this body, the word "reform" was absent at all, and its large composition (over ninety), which included all the heads of regional state administrations, regional councils, city mayors of large cities and oblast centers, made it impossible for systematic work. It should be noted that in the beginning of 2009 there were 64 central executive government authorities, including 20 ministries and 44 other central executive government authorities, among them: 30 state committees and bodies

equivalent to them; 14 central executive government authorities with special status, including four constitutional authorities, three national (state) commissions regulating activities of natural monopolies and adjacent markets.

The Law of Ukraine “On the Promotion of the Development of Regions” as of 08 September, 2005 legislatively fixed the legal, economic and organizational principles of the implementation of the state regional policy to stimulate the development of regions and overcome the depression of the territories.

In order to implement the state regional policy in 2006, the Cabinet of Ministers approved the State Strategy for Regional Development for the period up to 2015, which provided for improvement of the organizational and legal support of the state policy of regulation of regional development. The Strategy identified key regional development issues, set the priorities of the state regional policy from the point of view of national needs for a definite period.

In order to deepen the interaction of executive authorities and local self-government authorities on the basis of a combination of national and local interests to ensure the effective development of regions in 2009, the Cabinet of Ministers of Ukraine has established a permanent advisory body - the Council for Regional Development and Local Self-Government.

An important step towards the development of the civil service institution was the publication of the Decree of the President of Ukraine as of 05 March, 2004 “On the Concept of Adaptation of the Civil Service in Ukraine to the Standards of the European Union”, which was aimed at further improvement of the Civil Service Institution in Ukraine in the framework of its adaptation to the standards of the European Union (hereinafter - the EU) and promoting the full realization of the constitutional rights, freedoms and legitimate interests of citizens, providing them with the proper volume of high-quality public services. By the Resolution of the Cabinet of Ministers of Ukraine on 08 June, 2004, the Civil Service Development Programme for 2005-2010 was approved, which determined that the civil service is an integral part of the state administration aimed at satisfying the needs of the society, ensuring the protection of the fundamental rights and freedoms of man and citizen, the consistent and sustainable development of the country and its gradual entry into the European community. Substantial changes are envisaged by the

Decree of the President of Ukraine “On the Concept of the Development of Civil Service Legislation in Ukraine” as of 20 February, 2006, according to which civil service law was supposed to be brought in line with world standards. Another important step towards improving the civil service system and its adaptation to EU standards, and increasing the professional level of civil servants in preparing government decisions is the introduction of policy analysis groups that are created by public authorities to analyze the problem in a certain area (sector) of public administration and preparing a draft political proposal.

In order to promote the achievement of the same standards of civil service in both the center and in the regions, a resolution of the Cabinet of Ministers of Ukraine as of 05 July, 2004 “On the Establishment of Civil Service Departments of the of the Main Department on Civil Service in the Autonomous Republic of Crimea, oblasts, cities of Kyiv and Sevastopol” established a regional network of subdivisions of the Main Department.

In order to increase the efficiency and effectiveness of the executive government authorities, by the decision of the Cabinet of Ministers of Ukraine on 11 May, 2006, the Programme for the introduction of a quality management system in executive authorities, developed in accordance with international standards of ISO 9000 series, has been developed, aimed at optimizing planning processes, allocating resources, and also the definition of additional approaches to the objective evaluation of the results of their activities.

Legislative improvement of the participation of citizens in the management of state affairs was determined by the Presidential Decrees “On ensuring conditions for wider public participation in the formation and implementation of state policy” as of 31 July, 2004, “On Ensuring Public Participation in the Formation and Implementation of Government Policy” on 15 September, 2005.

IV stage (2010-2014) – legislative changes in the organization of the system of executive government authorities. At the present stage, most institutes of public administration were formed in Ukraine, and a new regulatory framework was established for state administration and local self-government.

At the beginning of 2010, the Central Executive Government Authorities included 20 ministries and 45 other Central Executive Government Authorities, 14 of them with special status. At the same

time, positive results have not yet reached the critical mass, which would enable to achieve a qualitative, effective and effective transformation in the functioning of the state administration system, to better ensure the needs of citizens, and significantly increase their standard of living. In this regard, at the end of 2010, another administrative reform was launched in Ukraine. The main task of administrative reform at this stage was to identify an effective tool for removing bureaucratic obstacles to the successful implementation of reforms, leaving only its direct functions as executive power. So, on 01 October, 2010, the decision of the Constitutional Court of Ukraine on the recognition of the unconstitutional Law of Ukraine “On Amendments to the Constitution of Ukraine” as of 08 December, 2004 was announced, which caused a number of significant further changes in the legislation. Thus, on 07 October, 2010, taking into account amendments made on the basis of the above-mentioned Decision of the Constitutional Court of Ukraine, the Law of Ukraine “On the Cabinet of Ministers of Ukraine” was adopted, which increased the powers of the President of Ukraine. The Cabinet of Ministers is responsible to the President of Ukraine, controlled and accountable to the Verkhovna Rada within the limits stipulated in Art. 85, 87 of the Constitution of Ukraine. The status of the Secretariat of the Cabinet of Ministers of Ukraine was also defined, which carries out organizational, expert-analytical, legal, informational and logistical support of the activities of the Cabinet of Ministers of Ukraine.

The beginning of the administrative reform was the Decree of the President of Ukraine as of 09 December, 2010 “On the Optimization of the System of Central Executive Government Authorities”, according to which the old system of the Central Executive Government Authorities, consisting of ministries, state committees and Central Executive Government Authorities with a special status, ceased to exist. In place of the state committees, services, agencies and inspections came, and the number of Central Executive Government Authorities with special status was reduced from twenty nine to three.

The most important laws of this period include:

- “On the Central Executive Government Authorities” on 17 March, 2011, which, for the first time in the history of Ukrainian independence, at the level of the law, determined types of Central Executive Government Authorities, their system and competence;

- “On Access to Public Information” as of 13 January, 2011, which determined that public authorities are “administrators of public information” and requirements for providing information to citizens and legal entities of such entities. Therefore, a significant step was taken to increase the transparency of the executive authorities;

- “On Administrative Services” as of 06 September, 2012, which for the first time at the legislative level defined the notion of such services by establishing a clear procedure for their provision and responsibility of public authorities for improper provision of such services;

The principles of the functioning of the e-governance system and its components and the procedure for the interaction of public authorities with citizens through information and communication was approved by the Concept of e-Government Development in Ukraine as of 13 December, 2010.

The procedure for consulting with the public on the issues of the formation and implementation of state policy was approved by the Resolution of the Cabinet of Ministers of Ukraine “On the provision of Public Participation in the formation and implementation of State Policy” as of 03 November, 2010.

According to the decree of the President of Ukraine as of 09 September, 2011, “On certain issues related to the implementation of measures related to the optimization of the system of central and local executive authorities”, the Cabinet of Ministers approved the maximum number of employees of the territorial offices of the Central Executive Government Authorities; ministries, and other Central Executive Government Authorities submitted their proposals, in particular regarding optimization of the mechanism of implementation of state policy at the local level, including the functioning of the territorial authorities of ministries and other Central Executive Government Authorities. In accordance with the Decree of the President of Ukraine of 09 December, 2010, instead of 111 central and government authorities, 74 were formed (16 ministries and 57 other Central Executive Government Authorities). At the ministerial level, with the introduction of the post of Deputy Minister-Chief of the Apparatus, there was a distinction between political and administrative positions. At the regional level, the Council of Ministers of the Autonomous Republic of Crimea and 502 local government administrations included the system of executive bodies.

As of 01 January, 2012, more than twelve thousand local self-government authorities were included in the system of local self-government, including 457 city councils, 783 urban village councils, and 10278 village councils; 367,308 people worked in the public service area, including 268,104 civil servants and 99,204 local government officials.

However, a number of subsequent decrees of the President of Ukraine confirmed serious miscalculations in the implementation of administrative reform and the lack of a systematic approach to reforming the Central Executive Government Authorities system. These include the fact that the bodies of the State Judicial Administration of Ukraine, the State Employment Center were not included in the list of Central Executive Government Authorities. Already four months after the beginning of the reform, the Presidential Decree as of 06 April, 2011 created bodies that were not on the list of Central Executive Government Authorities, in particular the State Inspection on Consumer Protection, 18 July, 2011 - National Agency of Ukraine on Civil Service, 19 January, 2012 – State Inspectorate for Price Control, 30 March, 2012 instead of the liquidated State Committee on Regulatory Policy and Entrepreneurship, a new State Service for Regulatory Policy and Entrepreneurship Development was formed instead of the liquidated State Committee on Regulatory Policy and Entrepreneurship, whether or not. On 16 January, 2013, the State Employment Service of Ukraine was formed. The situation with renaming the Min Region Bud was paradoxical: in four months, on 06 April, the term “regional development” was deleted from the name of this ministry, which appears again in a month, May 12. In addition, at this stage, by combining tax and customs services, the Ministry of Revenues and Duty was formed and the Ministry of Industrial Policy, which was abolished two years ago, was restructured and the Office of the Ministry of Emergency Situations was reinstated and the merger error was corrected. The Ministries of Education and Science and the Ministry of Family, Youth and Sports in 2010.

With the purpose to modernization of the Civil Service Institute, the National Agency of Ukraine on Civil Service was developed as the successor to the Main Department, as well as the preparation and provision of normative support for the implementation of the new Law of Ukraine “On Civil Service” as of 17 November, 2011. With

purpose of forming the personnel potential of the civil service, the Strategy of the State Personnel Policy for the years 2012-2020, the State Target Programme of Civil Service Development for the period till 2016 was approved, as well as the formation of the Presidential Staff Reserve “New Elite of the Nation”. At the same time, the Law of Ukraine “On Civil Service” as of 17 November, 2011, VI was not put into force due to the lack of funds from the State Budget for a significant increase in salaries for civil servants, and a new version of the Law of Ukraine “On Service in Local Self-Government Authorities” was returned to the Verkhovna Rada of the Cabinet of Ministers of Ukraine for finalization in 2012.

V Stage (from 2014p. – till now) – reforming the system of public administration and civil service in accordance with European principles of public administration. The course for integration into the EU proclaimed by Ukraine envisages achieving not only a socially oriented economy, but also high standards, real democracy, building civil society, and respect for the rule of law. The European choice is based on a high standard of living, the rights and freedoms of citizens, achieved by developed countries.

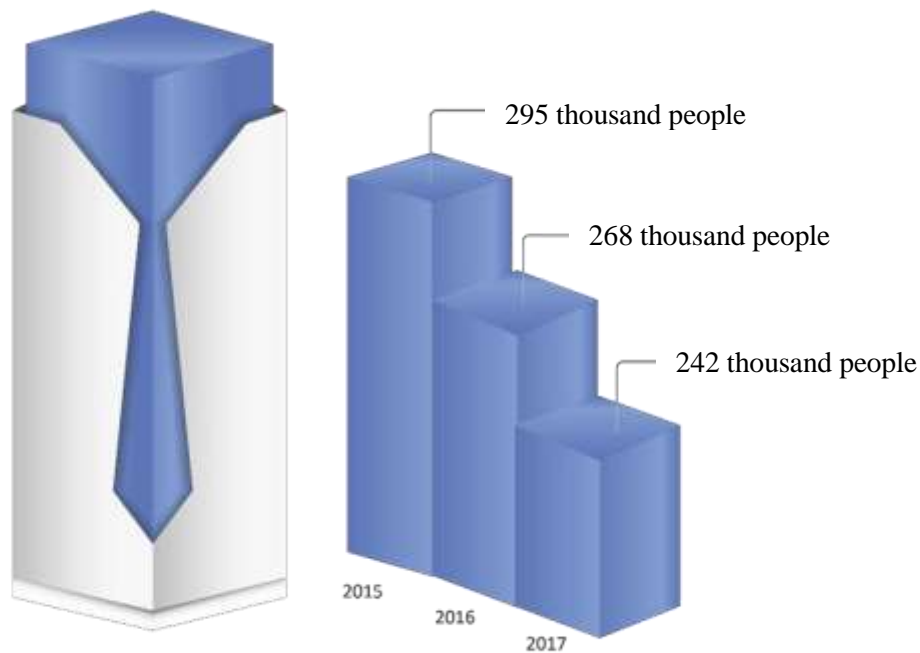
The successful functioning of the public administration system depends on a clear division of competences of the authorities (entities) that are part of this system. For the period since 1991, the majority of institutes of public administration have been formed in Ukraine. In particular, there are executive government authorities and local self-government authorities, as well as civil service and service in local self-government authorities. The laws define the legal status, competencies and basic principles of activity of the Cabinet of Ministers of Ukraine, Local Government Administrations and Local Self-Government Authorities. The law establishes the political status of the post of minister and specifies that only the minister has the right to direct and coordinate the activities of another Central Executive Government Authorities; regulated relations of the Cabinet of Ministers with other authorities, government committees are formed. The Cabinet of Ministers regulations were adopted, through which the policy development tools and the format of political documents were introduced as procedures and standards for political decision-making.

A number of legislative acts have been adopted to provide citizens with access to information on the activities of the authorities and to involve the public in the preparation of political decisions.

As of January 2017, the Central Executive Government Authorities included 18 ministries, 42 other Central Executive Government Authorities and 4 collegiate authorities. There were 9 authorities of the judiciary and the prosecutor's office, 9 coordinating, scientific, advisory and advisory authorities and 10 other authorities. In addition, 16 Central Executive Government Authorities are in the process of termination. At the regional level, the system of executive authorities included the Council of Ministers of the Autonomous Republic of Crimea, 25 oblast state administrations, and 490 (476) district state administrations. The system of local self-government included 25 regional councils, 490 regional councils, 460 city councils, 111 district councils in cities, 781 urban villages and 9621 village councils. A total number – 12 111 local government authorities. As of 01 January, 2016, 351835 people worked in the system of government authorities and local self-government authorities, including 268370 civil servants and 83465 local self-government officials.

In order to determine the optimal number of civil servants, taking into account the functions and organizational structure of government authorities the NAUCS, in 2016, in the test mode launched the Automated Data Collection Portal on the Number of Civil Servants (*KSDS – Ukrainian abbreviation*) ksds.nads.gov.ua. The online data collection system used in Ukraine for the first time runs in real time and covers 898 state agencies (129 executive government authorities and 769 judicial authorities).

Determination of the actual number of civil servants is carried out quarterly through the KSDS system by means of receiving reports from the government authorities in accordance with the reporting form of the KSDS “Report on the Quantitative Composition of Civil Servants” and the Instructions for its completion. Thus, compared to 2015, the total number of civil servants decreased by 18.2 % in 2017.



The total number of civil servants by years

At the same time, the system of public administration in Ukraine does not meet the country's needs for comprehensive reforms in various spheres of state policy and its European choice, as well as European standards of good governance, since it is still ineffective, corruption-prone, internally controversial, excessively centralized, closed from the society and separated from human needs. To ensure the realization of these tasks, the President of Ukraine Poroshenko P. initiated the Sustainable Development Programme of Ukraine "Strategy 2020", which provides the implementation of 62 reforms and state development programmes. Among the top-priority reforms is the renewal of power and anti-corruption reform, decentralization and reform of public administration.

In order to facilitate the constructive interaction between government authorities, local self-government authorities and civil society organizations, the President of Ukraine established the Coordination Council for the Advancement of Civil Society and the Legislator's Right to Electronic Appeal and Electronic Petition.

The next step in reforming was the anti-corruption reform, which was launched in late 2014 by adopting a package of anti-corruption laws that included laws aimed at counteracting crime and corruption,

in particular: “On the Principles of State Anti-Corruption Policy in Ukraine (Anticorruption Strategy) for 2014-2017” as of 14 October, 2014; “On the National Anti-Corruption Bureau of Ukraine”, on 14 October, 2014; “On Corruption Prevention” on 14 October, 2014; “On Amendments to Certain Legislative Acts of Ukraine Concerning the Determination of the Final Beneficiaries of Legal Persons and Public Figures” on 14 October, 2014. In addition, by the Decree of the President of Ukraine in October 2014, the National Council on Anti-Corruption Policy was created as an advisory authority under the President of Ukraine, whose activities are aimed at the full and effective implementation of its constitutional powers in this area. According to the current legislation, the fight against corruption in Ukraine should be carried out by three structures that have been established and started their work: the National Anti-Corruption Bureau of Ukraine), the Specialized Anti-Corruption Prosecutor’s Office and the National Agency for Prevention of Corruption. In addition, in pursuance of the requirements of the Law of Ukraine “On Prosecutor’s Office” by the Order of the Prosecutor General of Ukraine Shokin V. as of 22 September, 2015, the Specialized Anti-Corruption Prosecutor’s Office was established in the structure of the General Prosecutor’s Office of Ukraine.

One of the most effective methods of corruption prevention in the civil sphere is to strengthen measures of financial and other control of persons authorized to perform state and other functions equivalent to them. In this regard, an entirely new model for the declaration and monitoring of the property status of persons authorized to perform state or local government functions is introduced in Ukraine – an electronic declaration. According to Ukraine’s commitments to the International Monetary Fund, the Unified State Register of Declarations of Persons Authorized to Perform Functions of the State or Local Governments commenced operations in 2016.

The principles of state regional policy are defined by the Law of Ukraine “On the Principles of State Regional Policy” as of February 5, 2015. This law defines the basic legal, economic, social, ecological, humanitarian and organizational principles of the state regional policy as an integral part of Ukraine’s national policy. The implementation of the state regional policy should be based on a system of interconnected documents: the State Strategy for Regional

Development of Ukraine; Action Plan for Implementation of the State Strategy for Regional Development of Ukraine; regional development strategies; action plans for the implementation of regional development strategies; investment programmes (projects) aimed at the development of regions. In order to coordinate the activities of executive government authorities and local governments to ensure the formation and implementation an Interdepartmental Coordination Committee on Regional Development (consultative and advisory authority) is foreseen to be organized and the establishment of Regional Development Agencies with the participation of business associations, local authorities, higher educational establishments, scientific institutions, public associations.

The obligation to reform public administration and civil service as soon as possible is enshrined in the Contract for Ukraine for the development of the state, concluded by the Government and the European Commission on 07 May, 2014, the Coalition Agreement as of 21 November, 2014, the Programme of activities of the Cabinet of Ministers of Ukraine on 27 February, 2014. In this regard, the Government has been provided with the development of a programme document necessary for building an effective system of public administration, which provides a systematic vision of change, supported by key international partners, including experts from the SIGMA, European Commission (hereinafter - EC) and Civil Society – Public Administration Reform Strategy of Ukraine for 2016-2020 (hereinafter - the Strategy). The strategy is based on common values, namely: respect for democratic principles, rule of law, good governance, and also complies with European standards of administration in matters of transformation of the system of public administration. Its main objective is to create an effective public administration system capable of producing and implementing an integral public policy aimed at sustainable social development and an adequate response to internal and external challenges.

Implementation of the public administration reform is foreseen in five key areas: strategic principles for reforming public administration; strategic planning, policy formation and coordination; public service and human resources management; accountability; provision of administrative services, administrative procedures, e-government. The adoption of the Strategy has made it possible to create a focal point necessary for the implementation of public

administration reform and to obtain financial support from the EU for its implementation. It should be noted that in December 2016 during the meeting of the Association Council Ukraine-EU signed a Financial Agreement with the EU in support of the reform. The implementation of this Strategy is an important step towards a modern and effective public administration system and the attraction of highly skilled civil servants.

Summarizing the stages of the formation of the state administration of Ukraine we can offer its next periodization and identify the preconditions and available mechanisms for reforming at each stage in accordance with the constituent elements of the reforms at each of the stages (table 1.2).

Table 1.2.

Application of mechanisms for reforming public administration at each stage of public administration development

Period and Name	Element of the Reform	Formation mechanism
I stage (1991-1996)	1. The Constitution of Ukraine was adopted. 2. The legal base of activity of the Cabinet of Ministers of Ukraine, Central Government Authorities, Local state administration was created. 3. Created: - a dualistic executive vertical - three-tier system of executive bodies; - public service system; - the preconditions for the participation of citizens in the administration of state affairs.	- the legitimacy of a political leader; - socio-political participation in the implementation of reforms; - partisipativeness in public administration; - professionalization of civil service; - development of staffing potential on civil service; - balance of budget resources.
II stage	1. The conceptual	- socio-political participation

(1996-2003)	<p>foundations of long-term reform of public administration was developed.</p> <p>2. Established by law:</p> <ul style="list-style-type: none"> - empowering the government and local authorities; - new classification of the government authorities; - the distinction between political positions and civil service positions; - basis of professional ethics for civil servants. 	<p>in the implementation of reforms;</p> <ul style="list-style-type: none"> - sole coordination center of the reforms implementation ; - coordination and clear distribution of powers of state authorities; - institutionalizing the capacity of public authorities in terms of achieving goals; - partisipativeness in public administration; - decentralization and de-bureaucratization of public administration; - development of staffing potential of civil service; - balance of budget resources.
III stage (2004-2009)	<p>1. Transition to the parliamentary-presidential form of government.</p> <p>2. Preparation of a new concept of administrative reform and implementation of administrative-territorial reform.</p> <p>3. Established:</p> <ul style="list-style-type: none"> - standards for the adoption of political documents; - quality management system in executive bodies. 	<ul style="list-style-type: none"> - sole coordination center for the implementing reforms; - strategic dimension of state policy; - coordination and clear distribution of powers of state authorities; - institutionalizing the capacity of public authorities in terms of achieving goals; - partisipativeness in public administration; - development of personnel potential civil service; - improvement of the system of state purchases.
IV stage (2010-2014)	<p>1. Increasing the authority of the President of Ukraine.</p> <p>2. Optimizing the system and increasing the</p>	<ul style="list-style-type: none"> - Sole coordination center for reforms implementation; - coordination and clear distribution of powers of state

	<p>transparency of public authorities.</p> <p>3. Legislative regulation of the system of providing administrative services.</p> <p>4. New approaches to the formation of state personnel policy.</p>	<p>authorities;</p> <ul style="list-style-type: none"> - Institutionalizing the capacity of state authorities in terms of achieving goals; - partisipativeness in public administration; - professionalization of civil service; - development of the personnel potential of the civil service; - improvement of the system of state Procurement.
<p>V stage (2014 – present)</p>	<p>Introduction of a comprehensive public administration reform.</p>	<ul style="list-style-type: none"> - the legitimacy of a political leader; - socio-political participation in the implementation of reforms; - sole coordination center for reforms implementation; - Strategic dimension of state policy - electronic multi-institutional interaction; - partisipativeness in public administration; - marketing of public administration; - client-oriented public administration; - professionalization of civil service; - development of staffing potential of civil service; - financial audit; - improvement of the state procurement system .

The analysis shows that at the 5 stage of development of public administration only the implementation of the mechanisms for

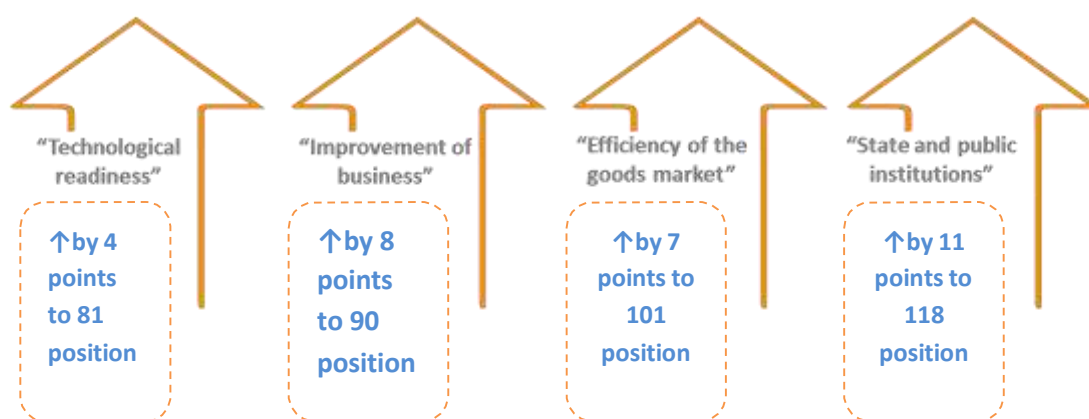
reforming our public administration, which we have identified, has begun. However, most of them are currently only partially applied. And such important mechanisms as “regular monitoring and evaluation of the implementation of reforms” and “information and communication support”, at this stage, are not used at all. This leads to the lack of an integrated approach to the use of mechanisms for reforming public administration and the integrity of its implementation. Ultimately, as practice shows, such an approach will not allow the full implementation of the planned reform, lead to inefficiencies in public administration and the non-competitiveness of the country as a whole.

DIRECTIONS AND MECHANISMS OF PUBLIC ADMINISTRATION REFORM IN THE CONTEXT OF INTERNATIONAL INDEXES OF ITS EFFECTIVENESS

The current system of state administration of Ukraine formed during the years of independence, and despite the numerous attempts to reform it, is considered above, does not correspond to the strategic course of the state towards democratic transformations and European standards of good governance, since it remains ineffective, inclined to corruption, internally contradictory, excessively centralized, closed from society, cumbersome and detached from the needs of man and citizen, as a result of which instead of the engine of socio-economic reforms remains one from obstacles to rapid positive changes in society and the state.

One of the main indicators of the effectiveness of reforming the public administration system is its effectiveness, which in turn is determined by the country's place in international ratings. The dynamics of indicators of international ratings, compiled by international economic organizations, groups of leading experts in a particular field, certain institutions, allows us to identify the external vision of socio-economic changes in the country from the standpoint of independent assessment and the results of reforms, and thus identify the main priorities of reforms, the reasons (factors) of their delay and the most effective mechanisms of implementation depending on the ultimate goal and the criteria for their effectiveness. The analysis of the dynamics of indicators of international economic ratings allows to establish certain patterns, as well as imbalances in the current state of socio-economic development of the country, the general system of public administration and indicators of their external evaluation. At the same time, such ratings are useful for the country itself from the point of view of the effectiveness of its management, which is of paramount importance for prioritizing reform, opportunities for attraction of highly skilled specialists, enhancement of competitiveness, etc. In order to assess the effectiveness of public administration in international practice, a number of indices and rating ratings are used, among which the most informative are: Governance Research Indicator Country Snapshot (GRICS), The Democracy Index, Economic Ranking (Doing Business, Index of Economic Freedom, Global Competitiveness Index

(GCI), Open Budget Survey, Global Open Data Index, Corrupt Corruption Index ion perceptions index (CPI), etc.



The most well-known of the international indexes is the so-called Governance Research Indicator Country Snapshot, which has been evaluating every two years since 1996 for 209 countries. It includes six indices that outline the key parameters of public administration:

- Accountability of public opinion and accountability (Voice and Accountability) - The index contains indicators that measure different aspects of political processes, civil liberties and political rights. Indicators in this category reflect the extent to which citizens can participate in the choice of government and other authorities, the degree of independence of the press, the assessment of the level of freedom of expression, freedom of association, other civil liberties;
- Political Stability and Absence of Violence - The index contains indicators that measure the stability of state institutions, the likelihood of abrupt changes, a change in the political course, destabilization and overthrow of government by unconstitutional methods or through violence;
- Government Effectiveness - The index contains indicators that measure the quality of public services, the quality of the development and implementation of domestic state policy, the level of confidence in the domestic policy pursued by the government, the quality of the functioning of the state apparatus and the work of civil servants, their competence, degree their independence from political pressure, etc.;
- Regulatory Quality - The index contains indicators that measure the government's ability to formulate and implement rational policies

and legal acts that allow the development of the private sector and promote its development. It uses measures that contradict the market economy, such as inadequate price and banking control, excessive regulation of business development, trade relations, etc.;

- Rule of Law - The index contains indicators that measure the degree of assurance of different subjects in the established legislative norms, as well as compliance with these norms, in particular, the effectiveness and predictability of the legislative system, the level of crime and the attitude of citizens to the crime, the attitude to fulfillment of contractual obligations, efficiency of work of the police, courts, etc.;

- Control of Corruption - The index contains indicators that measure perceptions of corruption in society (corruption refers to the use of public authority for private gain), the degree of use of state power for selfish purposes, the existence of corruption at a high political level, the degree of participation elites in corruption, the impact of corruption on economic development, etc.

For each of the six indices, a points assessment is performed on the basis of measuring data from a large number of secondary sources, as well as conducting targeted surveys and perception surveys conducted by risk assessment companies by public opinion research agencies. According to the GRICS index, Ukraine has the following rating for 2015 (Annex B) by indicators: taking into account population opinion and accountability of state bodies (47.78); political stability and lack of violence (6.19); Government's efficiency (34.62 points); quality of legislation (29.81); the rule of law (22.60); corruption control (14.90).

According to the results of this rating, the most important problems for our country that require a pressing solution are political stability, which is primarily connected with the resolution of the military conflict in the east of the country (Annex E). Since 2014, a number of anti-corruption measures have been implemented in Ukraine. At the same time, the experts of this rating, the results of the implementation of anti-corruption reform are estimated rather low - only 14.9 out of 100. This allows us to conclude that it is necessary to continue the active legislative and institutional activity in this direction. The rating on the "quality of legislation" (29.81), which covers the government's ability to form and implement policies, also

involves an integrated and systematic update of the state policy-making system. According to the indicated indices, the government received the highest rating (34.62), which includes the quality of the provision of administrative services and the functioning of the state apparatus. It should be noted that our country has a rating below the average in the overall rating of the countries, which also indicates the lack of efficiency of the state apparatus and the need for its substantial modernization.

The Democracy Index is a global study of the ranking of countries in the world in terms of democracy, calculated on the methodology of the British research center The Economist Intelligence Unit (analytical unit of the British magazine Economist) and based on a combination of expert assessments and survey results, public opinion from the respective countries. The research is conducted from 2006 and is published every two years. The index is comprised of 60 key indicators, grouped into five main categories that characterize the state of democracy within the state: the electoral process and pluralism, government activity, political participation, political culture, civil liberties. In the final ranking, all states are ranked on the basis of the Democracy Index and classified according to the type of regime in four categories - full democracy, lack of democracy, hybrid regime, authoritarian regime.

According to a results published in 2015, Ukraine ranked 88th out of 167 countries by the Democracy Index (Appendix D) and is among the countries of the hybrid regime in the world ranking according to the following indicators:

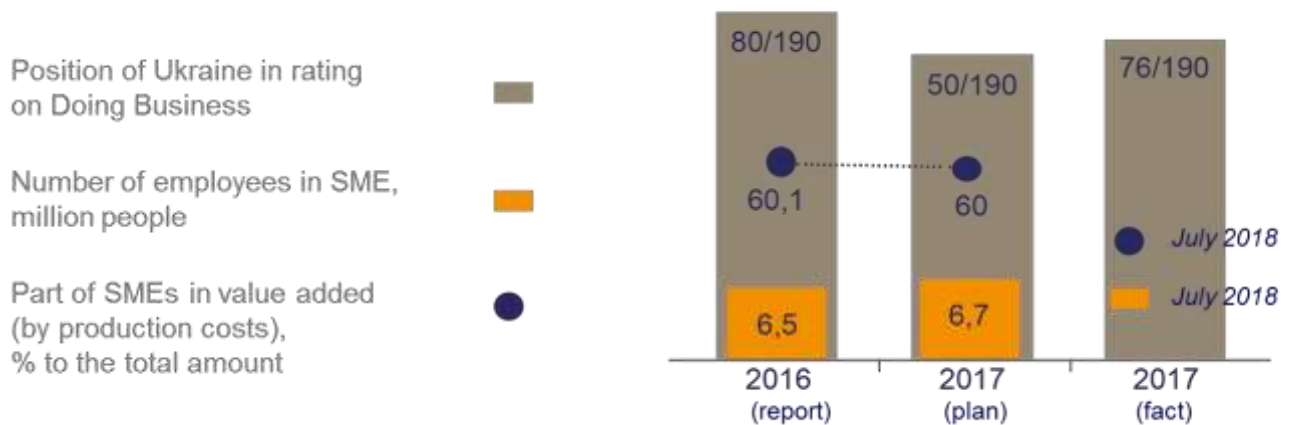
- overall result is 5.7 points,
- electoral process and pluralism is 5.83 points,
- government activity is 3.93 points,
- participation in political life is 6.67 points,
- political culture is 5.00 points,
- civil freedoms is 7.06 points.

For example, it should be noted that the first two places in the world ranking are respectively Norway and Iceland (both leaders belong to countries of absolute democracy): the overall result is 9.93 and 9.58 points; the electoral process and pluralism are 10.00 and 10.00 points; the government's operation is 9.64 and 9.29 points,

political participation - 10.00 and 8.89 points, political culture - 10.00 and 10.00 points, civil liberties - 10.00 and 9.71 points.

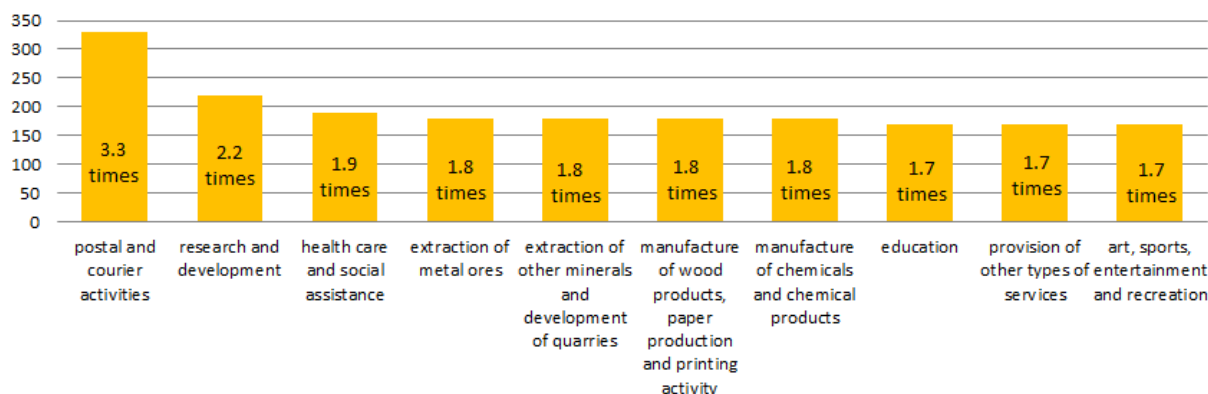
According to the results of the research, Ukraine is far behind the leading countries in terms of democracy and the efficiency of public administration, outpacing only the poorly developed countries, such as Fiji, Tanzania and Malawi. According to this rating, the weaknesses of Ukraine should include the effectiveness of government and political culture in the state. In addition, according to a survey of research experts, decentralization reforms in Ukraine are ineffective, and the Ukrainian political system is deeply centralized.

Due to the holding deregulation of the economy, Ukraine has improved its position in the rating of Doing Business and ranked 76 among the 190 countries of the world, having increased its positions over the year by 4 points. Ukraine's position is steadily growing in this rating from year to year.



During 2017, the investment sphere demonstrated one of the highest dynamics of development in the last decade against the background of improving business expectations and gradual easing of investment risks, given the provision of relative macro-financial stabilization and the continuation of the reform processes.

**TOP of the highest growth rates of mastered capital investments
by type of industrial and economic activity in 2017, %**



Source: State Statistics Committee, calculations by the Ministry of Economic Development and Trade

About the improvement the investment attractiveness of country is evidenced by the increase of credit ratings of country by leading rating agencies: the rating agency Moody's has improved the international rating of Ukraine from Caa3 (stable) in 2016 to Caa2 (positive) in 2017; the rating agency Global Competitiveness Index from 85 to 81, respectively.

According to the World Bank rating, the assessment was carried out in such areas as registration of enterprises, obtaining a building permit, connection to the system of electronic systems, registration of property, obtaining loans, protection of minority investors, taxation, international trade, execution of contracts, resolution insolvency. Significant improvement was observed in the ranking of the indicator "enterprise registration", which reflects the simplicity of the procedure for starting a business. Ukraine has risen to 40 positions (from 70 seats to 30th among 189 countries), which is a very good indicator. It is better than in Poland (85th place), Russia (41), Kyrgyzstan (35) and even in the region (47) (in this rating Ukraine belongs to Europe and Central Asia).

The main indicators that guide the formation of the indicator "registration of the enterprise" are: the total number of procedures for registration of the company (the indicator for Ukraine - 4), the number of days for registration of the company (7), the cost (0.6% of income per capita), minimum paid-up capital (0% of gross income per capita). As for the indicator of "obtaining a building permit", our position has decreased by one point - from 139 to 140 places, and on the indicator "connection to the system of electricity supply", on the contrary – one

point increased (from 138 places to 137th). In three positions we climbed the indicator of “property registration” – from 64 places to 61. Our country ranked highest in the rating on the indicator of “obtaining loans” – 19th out of 189 countries and at the same time very low in the “tax” indicator – 107. On average, an entrepreneur spends 350 hours a year on preparation, reporting and payment of basic taxes. The “international trade” indicator, which characterizes the cost and procedures necessary for the export or import of a standard batch of products, remains unchanged (109 in the rating).

Due to the complex and ambiguous methodology, this rating does not always reflect the real economic situation in the country, but obtaining the first positions contributes to the attraction of external financial resources. According to the rating, legislative and institutional improvement in Ukraine requires issues of taxation, budget policy, investment attractiveness and activity of the banking system. At the same time, the indicators covered by the scope of providing administrative services (registration of property, enterprises) were positive changes in the rating. At the moment, Ukraine’s position in this rating is determined by the state authorities as an indicator of the quality of reforms, and in line with the Ukraine-2020 Strategic Strategy, strategic priority is the overall 30th place in the Doing business rating in 2020, which is a rather ambitious task in view of today’s positions.

The next major study on the effectiveness of the public administration system is the Index of Economic Freedom, which is compiled by the American Research Center the Heritage Foundation and the Wall Street Journal, and according to the methodology, the 2015 report is formed according to the data of the second half. 2013 and the first half of 2014. The main components of the index are 10 freedoms: freedom of business, freedom of trade, tax freedom, freedom from the government, monetary freedom, freedom of investment, financial freedom, protection of property rights, freedom from corruption, freedom of labor relations. All countries are divided into types such as “free”, “mostly free”, “moderately free”, “mostly non-free”, “repressive”.

In the Index of Economic Freedom-2015, our country’s position deteriorated by 7 points (Annex C). We now rank 162 out of 178 countries, and according to the classification, is a repressive economy, which has become a neighbor of Bolivia (163) and Burma (161).

Almost all criteria have made our situation worse, apart from freedom from corruption and financial freedom. According to such criteria as freedom of ownership, investment freedom and freedom of public spending, Ukraine is one of the largest outsiders. The main problems that need to be resolved, in accordance with the rating, are the issues of fiscal policy, taxation, improvement of the state apparatus, and the provision of investment attractiveness.

The Global Competitiveness Index is compiled by the World Economic Forum to determine the country's ranking in terms of economic competitiveness, and contains 114 indicators for 140 countries, both taking into account both statistics and surveys of business executives. In this index, according to the results of the latest study, Ukraine ranked 79th among 140 countries, which is 3 points worse than in 2015 (Annex I). The lowest ratings are indicators such as government efficiency (130), transparency of state policy formulation (103), government regulation burden (115), macroeconomic environment (134) primarily because of the high inflationary jump, "legal independence" (132), "business loss due to threats of terrorism" (133), "protection of minority shareholders" (134), "wastefulness of government expenditures" (134), "effectiveness of antitrust policy" (136), "stability of banks" (140).

The best position is in the Innovation bloc, which reflects the country's high innovative potential: the presence of scientific and engineering staff (29), the quality of research institutions (43), the number of patents for inventions (50). The education block associated with the innovation bloc is also leading the way, in particular, Ukraine holds 34th place for higher education and vocational training.

According to the Global Competitiveness Index, the most problematic factors in our country are determined (in order of decreasing): corruption, increased access to finance, inflation, political instability, high tax rates, inefficient state bureaucracy, complexity of tax legislation, currency market regulation, frequent change of governments, restrictive regulation of the labor market, lack of innovation, inappropriate quality of infrastructure, crime and theft, poor quality of health care, insufficient education incitement and bad ethics of the workforce.

According to the World Budget Organization (International Budget), which is the Open Budget Survey, in 2016 Ukraine fell to 56th out of 102 countries (losing 21 position) (Annex K). The index is

calculated on the basis of the 100-point system, taking into account three criteria: transparency of the budget, opportunities for public participation in budget processes and verification of influence on it by the legislative body. The best indicator in New Zealand (88), Sweden (87 points) and South Africa (86), the worst in Saudi Arabia (0 out of 100).

According to the results of the budget transparency review, Open Budget Survey, Ukraine needs systemic changes in fiscal policy, which should become a prerequisite for achieving the specific goal of strategic, economic and social development of the country.

Another rating characterizing the state of the country's budget system is the Global Open Data Index. It should be noted that by 2015 Ukraine had no rating at all (Annex L). With this in view, 54th out of 134 countries in 2015 would have been considered a very good start, but only 34% of open data, according to the international non-governmental organization Open Knowledge.

The Government of Ukraine in the Budget Transparency Index 2015 gained only 46 out of 100 points. Such results completely repeat the rating received according to the previous rating. Unfortunately, the conclusions reached in the field of fiscal policy, namely, in the area of state revenues, public expenditures, public debt, budgetary regulation and intergovernmental fiscal relations, are related to the non-transparent public policy on informing the public about the budget and insufficient opportunities for their participation in the budget the process.

The Corruption Perceptions Index is calculated by the international non-profit organization Transparency International. The index is based on data from expert surveys and corruption-related studies conducted by various independent organizations. Corruption Perceptions Index, which reflects the perception of the level of corruption by businessmen and analysts from different countries, including experts living in the country, the level of corruption that is being explored. The index focuses on corruption in the public sector and defines it as abuse of office for personal gain. Indicator of each country is ranked on a 10-point scale, where 10 points are the complete absence of corruption, 0 is the maximum degree of corruption.

In the ranking of countries on the level of corruption Ukraine in 2016 ranks 131st out of 175 countries (Annex M). This points to the

apparent lack of efforts of political power in Ukraine and its law enforcement agencies in shaping a common, common position on combating corruption, which simultaneously demonstrates the low immunity of a state body. At the same time, it should be noted that in comparison with 2015, Ukraine has risen to 13 positions, which is primarily due to the adoption of the State Program on the implementation of the principles of the state anti-corruption policy in Ukraine (Anti-corruption strategy) for 2015-2017, ensuring the activities of the National the Anti-corruption Bureau of Ukraine, the National Agency for the Prevention of Corruption, the introduction of electronic declaration of persons authorized to perform functions of the state and local self-government, etc.

All of the above indices indicate that Ukraine has been in a state of economic, political and social instability for a long time, and that the authorities' actions, aimed year after year to overcome the negative, are not effective enough. In the majority of cases, we consider the low position to be the result of the absence of a single long-term economic development strategy and incentives to fight corruption. According to the results of the review and analysis of Ukraine in international ratings, we have determined that the state is weak and, therefore, defined as factors of reform:

- macroeconomic instability (inflation, high lending rates, opacity of the budget process, inefficient spending of budgetary resources);
- political instability and low political culture;
- weak ability to adapt new technologies through attracting foreign direct investment;
- systemic corruption, including ineffective system of anti-corruption measures and imperfect legislation in the field of combating corruption, including insufficient financial support and social guarantees of civil servants;
- an ineffective system of public administration and civil service;
- insufficient level of quality of state policy in different spheres of legislation and normative base;
- insufficient participation of the public in the process of formation and implementation of state policy;

- lack of principles and guarantees of the protection of the rights of citizens and legal entities within the administrative procedure.

At the same time, moving Ukraine to international rankings should not be an end in itself to the authorities, but only an additional mechanism for its positioning in the world as a competitive state. And this requires only the political will to overcome corruption and the effective implementation of systemic reforms. At present, the authorities began to take certain steps in promoting our country in international ratings. This is mentioned in the Strategy for Sustainable Development “Ukraine 2020” and one of the directions of reforms. The National Council for Reform is a Program for the Advancement of Ukraine’s Interests in the World, aimed at promoting its political and economic interests. At the same time, it is planned to develop and finance the State Target Program for the Advancement of Ukraine’s Foreign Interests and the Creation of a Country Brand for 2016-2018.

The analysis shows that the system of public administration in Ukraine does not meet the country’s needs for complex reforms in various spheres of state policy and its European choice, as well as European standards of good governance of the state, since it remains ineffective, corrupt, internally controversial, excessively centralized, closed from society, and detached from human needs.

The main reasons for such a situation (the prerequisites for reform) are:

- 1) insufficient quality of state policy in different spheres:

- Insufficient quality of state policy in different spheres, legislative and regulatory framework (policy formulation and drafting of legislative acts on the basis of thorough analysis, public participation, integrity and consistency of actions and decisions of the CMU in general);

- the absence of a medium-term budget planning system related to strategic policy planning;

- the practice of involving the public in the formation and implementation of state policy and the exercise of public control over the activities of executive authorities is insufficient.

- 2) the incompleteness of the transformation of the CMU into a body of political leadership:

- lack of strong political leadership and insufficient level of coordination of public administration reform at the political level;

- unclear division of functions in relation to the formation and implementation of state policy between the highest government authorities - the President of Ukraine and the Cabinet of Ministers of Ukraine;

- weaknes strategic planning in the activities of the CMU;

- lack of real responsibility of the Government for the policy;

3) irrational system and insufficient capacity of executive authorities:

- insufficient capacity of executive authorities to carry out comprehensive reform of public administration;

- uncertainty of the mission (the main goal for which the Central Government Authority was established),

- fuzzy classification of executive bodies, a significant variety of their species generates frequent and unjustified changes in the status of organs, causes general instability of the system;

- the incompleteness of the delineation in the system between the bodies of functions in the formation and implementation of public policy, such as state property management, supervision and control, the provision of administrative services, etc.;

- incomplete separation of political and administrative leadership in ministries;

- low level of coordination and interaction between public authorities;

- poorly developed and ineffective accountability, oversight and control mechanisms for Central Government Authority that are directed and coordinated by ministers;

- significant uncertainty about the internal division of responsibilities and functions in the Central Government Authority system, which causes duplication of activities, dispersal and inappropriate use of human and financial resources;

4) inefficient civil service:

- significant staff turnover and inadequate professional staffing levels;

- political engagement and insecurity from party political influences;

- opacity of the appointment system, promotion; lack of a unified system of personnel management;
- lack of leadership and other civil service positions of highly skilled personnel, which are important for the development and implementation of national reforms and can meet the challenges of reform in various fields;
- high level of corruption in the civil service system, which constitutes an obstacle to the efficiency and effectiveness of public administration;
- imperfection of the system of remuneration of civil servants, low size and imperfect mechanism of wage formation.

The institute of civil service established for the years of independence is a means of struggle between political elites, inter-party opposition and a means of satisfying the interests of the bureaucracy. Such a politically engaged, unprofessional, corrupt system requires immediate reform. This is also confirmed by European experts from the SIGMA program, which indicate that the main issues of public service in Ukraine are issues of stability and professionalism and political impartiality.

Thus, according to the report of the Organization for Economic Cooperation and Development (OECD) “Anticorruption Reforms in Eastern Europe and Central Asia: Achievements and Challenges, 2013–2015” and the results of the 2014 SIGMA Comparative Program The study “Professionalization of the civil service in Armenia, Azerbaijan, Georgia, Moldova and Ukraine”, the reasons for the shortcomings and problems of personnel policy in the field of civil service and service in local self-government bodies should be as follows:

- the absence of a clear distinction between the rules of private and public law;
- imperfection of the system of appointment to positions, promotion;
- lack of equal access to the civil service, services in local self-government bodies and the right of civil servants, local self-government officials for promotion;
- imperfection of the personnel management system;
- insufficient conditions for the development and provision of a strategic role of the personnel service in personnel management in the

civil service and service in local self-government bodies, as well as analytical and informational and technological support of personnel management processes;

- imperfection of the system of remuneration of civil servants and officials of local self-government;

- imperfection of the system of vocational training, retraining and professional development of civil servants and local government officials;

- imperfection of the system of public and state control over the activities of the personnel of state authorities, local self-government bodies, criteria and mechanisms for an objective assessment of their work;

- insufficiently effective measures taken by the executive authorities to prevent corruption in the public sector;

5) insufficient level of administrative services:

- lack of orderly basic principles and guarantees of the protection of the rights of citizens and legal entities in the administrative procedure (lack of a law on administrative procedures);

- need for further development of the centers for the provision of administrative services;

- excessive administrative burden on citizens and legal entities;

- low quality of work of basic electronic registers; the absence of an acceptable technical solution to ensure the interoperability of public authorities, improper quality of electronic services for citizens and legal entities;

- lack of electronic interaction and electronic document flow.

All this convincingly testifies to the necessity of reforming public administration in Ukraine and specifies concrete directions of reforming:

- definition of strategic goals and priorities of development of Ukrainian society;

- creation of conditions for the effective functioning of state institutions in the system of their interaction; ensuring openness and transparency of government institutions' activities;

- overcoming corruption at all levels of government;

- creation of an open democratic political system;

- formation and maintenance of functioning of an effective civil service institute;

- improvement of the system of providing high-quality public services;
- development of information and communication infrastructure of public administration;
- creation of an open market economy, free pricing, low customs barriers; the construction of a balanced and rational fiscal policy system;
- development and attraction of the potential of civil society institutions in order to formulate and develop state policy.

PRINCIPLES OF THE IMPLEMENTATION OF EUROPEAN STANDARDS IN THE POLICY OF THE COUNTRIES OF THE EASTERN PARTNERSHIP

Public administration reform is one of the key reforms in the transition economies, implementing complex changes in various areas of government policy. Effective public administration system is one of the key factors of the country's competitiveness, which in turn determines compliance with the criteria for EU membership. At the same time, effective public administration involves not only the competitiveness of the country and its economic growth, but also the state's ability to develop and implement effective public policies in all key areas of society's life, to ensure welfare and social protection of citizens, to provide high-quality administrative services, etc. The positioning of Ukraine as a democratic state, which has chosen the European vector of development and a strategic course for carrying out profound structural reforms in all spheres of socio-political and socio-economic life, determines the importance of studying the European experience of public administration in its reformation.

The reform of the public administration system has become an integral part of the country's preparation for joining the EU, as evidenced by the experience of the countries of Central and Eastern Europe. This preparation was accompanied by a special focus on institutional development and administrative capacity. This is evidenced by the introduction of the SIGMA program, which plays a key role in preparing candidate countries for accession to the EU, and research undertaken in the framework of its activities. The SIGMA program was launched in 1992 and is subordinate to the OECD Public Administration Division. Its purpose is to assist the countries of Central and Eastern Europe in modernizing their public administration systems. In its activities, SIGMA is designed to help interested countries find their own methods of public administration; to help create structures in the countries to remove obstacles to internationalization and integration projects with the EU; support EU initiatives aimed at helping countries implement public administration reform. SIGMA's main activities cover five areas: administrative reform and national strategies, concept development, cost management, public services and administrative oversight.

Although the EU does not have the authority to determine the structure and model of functioning of national representative administrations, the requirements for the quality of their activities, to the so-called administrative capacity to ensure good governance, are reflected in the EU Treaties and the functioning of the EU, the Charter of Fundamental Rights of the EU, the acts of the institutions of the EU and other documents. Given that there is no strict *acquis communautaire* in the field of public administration, and there is no single model to follow in the reform of horizontal governance structures, the development of these principles by the SIGMA program has become a management tool for candidate countries. Having developed these principles, SIGMA has developed a basic system for evaluating various aspects of the administrative systems of the candidate countries.

In 1998, SIGMA publication No 23 “Preparing a Public Administration for the European Administrative Area” stated the importance of establishing in the Member States of the general principles of public administration. The publication SIGMA 1999 No 27 “European Principles of Public Administration” indicates the existence of general principles in administrative law of all European states, and also notes the adaptation of public administrations in European states to modern conditions, including EU membership. This publication does not give a rigorous definition of the concept, describing the principles of public administration as a benchmark, which should be guided by the countries applying for EU membership. According to the provisions of this document, such principles include a set of common standards for actions within the public administration, which are defined by law and are applied in practice through accountability procedures and mechanisms. Countries that wish to join the EU should take these standards into account when designing their public administration systems. The publication notes that these principles should serve as a benchmark for public administration reform in the candidate countries. In the EU Member States, these standards, as well as the constitutional principles, are usually reflected in administrative law, for example, in administrative procedure, acts on administrative processes, legislation on freedom of information and civil service.

In accordance with the above documents, the principles of public administration are based on internationally recognized principles of

good governance, such as reliability and predictability, openness and transparency, accountability, efficiency and effectiveness. These principles are universal and emphasize that effectively functioning public administration has a number of different dimensions: organization and management of civil service; policy development and coordination of structures and procedures; mechanisms of accountability both between institutions, and in general in relation to citizens; the ability to effectively provide services to individuals and legal entities, as well as a comprehensive public finance management system.

1. The principle of reliability and predictability includes a number of other derivative principles: rule of law, subsidiarity and proportionality, decentralization and deconcentration, procedural justice. The principle of the rule of law implies that public administration bodies must perform their functions and powers in accordance with the law, and these functions, as well as procedures for the adoption of management decisions, are determined by legislative acts. In Art. 2 of the Consolidated version of the EU Treaty in the redaction of the Lisbon Treaty, rule of law is recognized as one of the core values of the EU.

The principle of subsidiarity is very important for the EU, since it allows for informed decisions, taking into account the interests of EU Member States. Art. 5 Consolidated version of the EU Treaty in the redaction of the Lisbon Treaty that “In accordance with the principle of subsidiarity in areas not falling within its exclusive competence, the Union shall only act when and in so far as the Member States can not properly achieve the objective of the planned measure, Instead, it is better to do it at the Union level, considering the scale or results of the proposed measures”. The principle of subsidiarity is a guiding idea of the functioning of the EU and is consistent with the principle of decentralization and deconcentration.

The essence of the principle of proportionality is that measures of state authorities must be consistent with the purpose of these measures. The principle of decentralization is a prerequisite for the democratic development of the EU states, and also requires the institutional development of countries. In addition, the implementation of this principle, based on the European state-legal doctrine, is based on the fact that the authorities should not obey neither one, nor the

central authority. They act on their own behalf, are themselves responsible for their actions within the limits prescribed by law.

The principle of deconcentration of authority is the transfer of authority to subordinate institutions by the authorities, leaving full responsibility for itself. This principle is a practical management tool to ensure the effectiveness of public administration. The principle of procedural justice implies the application of legislation in the same way for all citizens. This principle also does not allow any state action that would violate the rights and freedoms of citizens.

2. The principle of openness and transparency is a necessary tool for ensuring the rule of law. The application of this principle allows protecting the interests of society and individuals. This principle reduces the likelihood of abuse by the authorities, the adoption of false decisions and committing acts of corruption, and provides for the openness of public administration for external audits on any issues, with the exception of national security. The EC, European Parliament and Council Regulation No 049/2001 of 30 May 2001 on public access to documents of the European Parliament, the Council and the Commission emphasizes the benefits of openness: which allows citizens to participate more actively in the process of preparing decisions; promotes the consolidation of democracy and respect for the fundamental rights of the stipulated articles. 6 Consolidated version of the EU Treaty in the wording of the Lisbon Treaty; promotes transparency of decision-making by EU institutions.

The principle of public participation in public administration, which is one of the fundamental principles of democratic governance, is close enough to this principle. Involving citizens in the discussion and making management decisions is a tool for forming an educated, interested and active citizen and creating a positive image of the authorities.

3. The principle of reporting provides for the possibility of checking the activities of all institutions of the public administration without exception. The main purpose of its implementation is the protection of public interests. The EU provides for a variety of reporting mechanisms: litigation; appeal to a higher administrative body; consideration by the parliamentary commission or parliamentary committee; ombudsman investigation and others.

4. The principle of effectiveness and effectiveness involves taking into account two factors: firstly, an analysis and evaluation of

the formation and implementation of state policy, and, secondly, monitoring and evaluating its proper implementation by public administration institutions. The essence of the principle of effectiveness envisages obtaining the maximum possible result at a minimum cost of available resources. Effectiveness is to achieve the intended result, the planned goals.

It should be noted that the European principles of public administration evolved gradually, with the extension of EU powers. They “come from the EU treaties and the case law of the European Court, and the codes of administrative law of the EU member states”. Significant influence on the development of the European principles of public administration was implemented:

- firstly, the adoption of the White Paper on European Governance in 2001, where the introduction of new forms of public administration was identified as one of the four strategic objectives of the European Commission, and outlined the basic principles of good governance: openness, participation, responsibility, efficiency and consistency. The content of these principles is constantly clarified and detailed, in particular: to the specified standards of “good governance”, formulated on the basis of the basic principles, include: “proper legislation, legality, participation, transparency of the decision-making process, access to information, proper organization, proper staffing, proper financial and budget management, efficiency, responsibility and supervision”;

- secondly, the European Code of Good Administrative Behavior adopted by the European Parliament resolution adopted on the basis of the draft Ombudsman of the EU, which, while not legally binding, has had a significant impact on the law and practice of public service in the EU, which has become the basis for the adoption of ethical codes of conduct for employees of certain EU institutions, in particular the EC. The Code, by establishing principles and standards of conduct, on the one hand, is a guideline for European institutions and employees in dealing with citizens and legal entities. On the other hand, the provisions enshrined in it are an important tool for the Ombudsman in the realization of his human rights functions. In addition, the Code is also important for individuals as it reveals the right to good governance;

- thirdly, the Charter of Fundamental Rights, “which was given

binding legal force equal to the Treaties (EU) in connection with the entry into force of the Lisbon Treaty (2007)". It further reinforced a number of principles of good governance.

Studies conducted after the EU enlargement in 2004 showed that administrative reforms in Central and Eastern Europe countries largely failed to achieve planned results, and in some cases were abolished altogether. This is particularly evident in the countries in the period of preparation for accession in order to ensure the creation of a professional, stable and competently oriented civil service. One of the most comprehensive studies of this kind is that the countries of Central and Eastern Europe have made significant progress towards the creation of professional and impartial civil service systems before they joined the EU. Nevertheless, after joining only a few countries, namely the Baltic States, continue to invest in the professionalization of civil service. Thus, with regard to the western Balkan countries, fears about the level of stability and stability of public administration have already appeared in the early stages.

The obtained results were a concern for the EC, which understands the importance of public administration reform to ensure that candidate countries are able to properly develop and implement policies that meet EU requirements and to ensure the effective functioning of the EU itself. In this regard, the EC has consistently and consistently strengthened the requirements for the development and implementation of public administration reform and the implementation of European principles of good governance in the framework of public administration of candidate countries for EU membership.

Thus, during 2013-2014 the SIGMA program, in cooperation with the Directorate-General for Neighborhood and Enlargement Negotiations, in particular the Regional Cooperation and Program Division and the Strategic and Policy Division intensively worked on further improvement of the principles and sub-principles and the creation of a quantitative basis for a more substantiated approach to assess candidate countries. The results of this work formed the basis of the EC developed in close cooperation with the SIGMA program "Principles of Public Administration", which include six main areas: the strategic framework for public administration reform; policy development and coordination; accountability; provision of services; management of public finances; public service and human resources

management. These principles are designed to specify detailed requirements for the effective implementation of public administration reform in each of these key areas.

Although general criteria for good governance are universal, SIGMA has developed more adapted Principles for EU enlargement countries (Albania, Bosnia and Herzegovina, Republic of Macedonia, Republic of Kosovo, Montenegro, Republic of Serbia and the Republic of Turkey) and more general principles that are suitable for more a wide range of countries, including those working with the EU within the framework of the European Neighborhood Policy (Algeria, Democratic People's Republic of Algeria, Arab Republic of Egypt, State of Israel, Jordanian Hashemite Kingdom, Lebanon Republic of Moldova, State of Libya, Kingdom of Morocco, Palestine, Syrian Arab Republic, Republic of Tunisia, Republic of Armenia, Republic of Azerbaijan, Republic of Belarus, Georgia, Republic of Moldova and Ukraine) (further ENP).

The European standards for good governance for ENP countries were formulated in 2015 in the SIGMA document "Principles of Public Administration: A Framework for European Neighborhood Policy". This document describes the system of principles and criteria for assessing public administration based on internationally recognized principles of good governance, such as accountability, reliability, predictability, participation, openness, transparency, efficiency and effectiveness. In accordance with the established Principles of Public Administration, the improvement of the public administration system in the ENP countries must be carried out in accordance with the identified areas:

1. Strategic Framework for Public Administration Reform. The main focus in this area is to provide management reform, as well as to create an "effective management system" for public administration reform. Countries should have a developed and approved strategic framework as the basis for implementing a consistently planned public administration reform, with financial justification for its implementation.

2. Policy development and coordination. This area concerns policy planning, mechanisms for its formation, coordination and implementation. In accordance with the key requirements in this area, government authorities should perform their functions in a well-defined, organized, consistent and competent policy-making system;

policy planning has to be coordinated and aligned with the financial capacity; government decisions should be transparent, legal and accessible to the civil society, and policy making should be inclusive and justified (based on evidence).

3. Accountability. This sphere is crucial for ensuring fulfillment of functions by government authorities within their authority legally and effectively. Accountability is strongly linked to other principles, such as rationality, transparency and accessibility. Appropriate mechanisms should be created in the system of public administration to ensure rational, transparent, economically accessible and accountable functioning of government authorities.

4. Services delivery. Despite the fact that Member States have a high degree of autonomy as to how they provide most of the administrative services and the lack of an *acquis communautaire* for setting standards for national state administrations in accordance with the Article 41 of the Charter of Fundamental Rights of the EU: “Everyone has the right for the impartial, fair hearing of his / her case within a reasonable time by the institutions and bodies of the EU”. In this regard, countries need to set up citizens-oriented administrations that should work towards ensuring quality and affordability of administrative services.

5. Public finance management. This area covers such elements as budget formation and execution, public procurement, auditing, public oversight of public finances, as well as transparent budgetary reporting and accounting tools and mechanisms, and aligning national management and control policy with the requirements of the chapter 32 of the negotiations on accession to the EU.

6. Civil service and human resources management. Civil service is a key component of public administration and this area is of particular importance for ensuring the effective functioning of public administration. In order to achieve a sufficient level of professionalism and sustainability and quality of public services, it is necessary to ensure the institutional, organizational and legal regulation of the civil service institute in all areas of public administration. This leads to more effective policy and better services for citizens and business. The civil service should be regarded as modern only when there is a set of conditions that ensure: separation of state and private spheres; allocation between policy and administration; individual responsibility of civil servants; adequate job

protection, salary levels and stability, as well as clearly defined rights and responsibilities for civil servants; transparent recruitment and career advancement based on merit. It is also important to introduce human resources mechanisms such as mobility and evaluation of service performance and the implementation of information technology in human resource management.

It should be noted that the principles and approaches discussed are aimed at supporting the national government authorities, EU institutions and international donors in order to develop a common understanding on the formulation of priorities and the realization of asks of public administration reform. Principles are also relevant for those countries where comprehensive reform is not yet possible, but some aspects of public administration reform can be considered within the framework of sectorial programmes. The principles cover the public sector, in particular “public administration” and consists of two main elements “public management” and “state (national or central) level”, and also include constitutional bodies, parliament and the judicial system (within the scope of their control and supervision of public administration). By analogy, many principles are also applied at the regional and local levels. They include 12 core requirements and 38 principles that are subdivided into subprinciples and are accompanied by a Methodological Annex, which is a methodological instrument that allows interested countries to assess their own current state of affairs in some areas or in the entire system of public administration, as well as to assess progress in implementing reforms over a long period of time. The methodological tool can be used with the external support of experts or for the purpose of self-evaluation.

Thus, on the basis of an analysis of European principles of public administration, one can conclude that the goal of public administration reform is to identify and strengthen the overall managerial and administrative capacity of the state apparatus on the basis of the principles of good governance, in accordance with the European principles of public administration and taking into account the best practices of the EU Member States, transforming it into an effective instrument for the continuous and sustainable development of our state, ensuring its economic growth and competitiveness on the international scene, as well as meeting the needs of Ukrainian citizens. According to the SIGMA programme recommendations, the system of public administration will be efficiently functioning, promote the

country's progress on its European way, and will guarantee citizens the provision of high-quality public services even before joining the EU.

Taking into account that there is no single approach in the implementation of reforms in the EU Member States, we consider it appropriate to highlight the general trends that are necessary for the implementation of public administration the reform of Ukraine, taking into account European principles: interaction with the stakeholders in reforming process; ensuring a close relationship between government authorities; implementation of reforms in accordance with the long-term strategy; monitoring and independent evaluation of reforms. Therefore, the effectiveness of the implementation of these reforms can be considered in the following areas: direct implementation of reform; creation of an effective civil service system and updating its personnel potential; involvement of the public (require more openness of the decision-making process, consultation with the civil society institutes in the field of public administration); ensuring effective political responsibility.

An integral part of the ENP is the EU's Foreign Policy Initiative for the EaP, covering six EU Eastern European neighbors - the Republic of Azerbaijan, the Republic of Belarus, the Republic of Armenia, Georgia, the Republic of Moldova, Ukraine, and formally launched at the Prague Summit of the Eastern Partnership on 07 May, 2009. The EaP provides for the possibility of updating the legal and contractual framework of the EU's relations with its eastern neighbors by replacing existing partnership and cooperation agreements on Association Agreements, the establishment of deep and comprehensive free trade areas (FTAs), the liberalization of the visa regime between the EU and partner countries, etc.

The establishment of the EaP led to a delimitation of the EU's foreign policy approaches to relations with its southern and eastern neighbors, which were previously under the same conditions of the ENP. This is important because the EU's southern neighbors are not European states and therefore, even formally, have no right to apply for membership in the EU. Cooperation within the framework of the EaP helps partner countries to strengthen their sustainability in the face of new challenges for their stability. The rule of law, an independent judiciary system, effective prevention and the fight against corruption, public administration reform are all important for

the modernization and the ability of neighboring countries to withstand external pressures. Closer cooperation in the area of state building, in particular in reforming the civilian security sector, civil protection and disaster management, will contribute to countering the destabilizing effects of emergencies.

In addition, these countries are involved in the EU's ambitious plans: provide unhindered transit routes, open up new additional opportunities before the introduction of the power grid, etc. In addition, multilateral cooperation in the EaP is being pursued through a wide range of issues, from support for democracy, good governance and economic stability, energy security and people-to-people contacts.

Currently, the EaP relies on four thematic platforms in specific areas:

1. "Democracy, Good Governance and Stability". It covers the issue of democracy and human rights; justice, freedom and security; security and stability. It also coordinated the issue of implementation of two flagship initiatives "Integrated Border Management" and "Prevention, Preparation and Prevention of the Consequences of Natural and Man-made Disasters".

2. "Economic Integration and Convergence with EU". It considers trade and regulatory approximation; social and economic development; environment and climate change. It coordinates the issue of implementation of the initiative-flagship "Small and medium business promotion tool".

3. "Energy Security". It considers strengthening solidarity; support for infrastructure development, interconnections and diversification of supply; harmonization of energy policies. It coordinates the issue of implementing flagship initiatives "Development of Regional Electricity Markets, Energy Efficiency and Use of Renewable Energy Resources" and "Environmental Management".

4. "People-to-People Contacts". It considers culture; education and science; information society and media. The Department for the European Integration of the Secretariat of the Cabinet of Ministers of Ukraine is the coordinator of the platform from the Ukrainian side.

In order to implement the provisions of the Joint Declaration of the Prague EaP Summit, the EC launched the activity of the Civil Society Forum (hereinafter – CSF), that is aimed at development of contacts between civil society organizations and facilitation of their

dialogue with government authorities in partner countries. On November 16-17, 2009, a constituent meeting of the Forum took place in Brussels. The CSF operates on the basis of five thematic platforms of the multilateral dimension of the EaP, namely: “Democracy, Good Governance and Stability”, “Economic Integration and Approximation with EU policies”, “Environment, Climate Change and Energy Security”, “People-to-People Contacts”, “Social-Labor Policy and Social Dialogue”.

Within the framework of the thematic platform “Democracy, Good Governance and Stability”, there is a subgroup on public administration reform that is aimed at addressing six challenges:

1. To encourage the governments of the EaP countries: to adopt and implement the National Strategies for Local Self-Government and Public Administration Reform, after consulting with civil society organizations; to reduce administrative burdens on taxpayers; to reduce the number of government authorities with the same functions; disseminate information and raise citizens’ awareness of reforms, best practices and the current situation in various countries regarding public administration reform; adhere to the European Charter of Local Self-Government.

2. Ensure independent oversight of public administration reform and European cooperation projects, including budget financing projects and projects funded by the Integrated Development of Institutional Capacity Programme.

3. Contribute to the signing by the Republic of Belarus of the European Charter of Local Self-Government.

4. Involve the civil society in the decision-making process in conducting governmental negotiations with the EU on the issues of support or promotion of projects, strategies and joint programmes in the field of public administration reform.

5. To create an additional platform in the framework of joint programmes that will allow local public associations to provide prompt and effective training of local government officials. To create an additional platform in the framework of joint programmes that will allow local public associations to provide prompt and effective training for local government officials.

6. To organize training and professional development for civil servants and local self-government officials on the basis of the analysis carried out.

Public administration Reform and local self-government reform in the EaP countries are among the priorities for the coming years, as reflected in the review of the ENP in 2015.

Furthermore, in accordance with the approved Action Plan for 2016-2017 of the Regular Conference of the Regional and Local Authorities for the Eastern Partnership (hereinafter – CORLEAP) solving of three key tasks is envisaged: decentralization and reformation of public and municipal administration; exchange of best practices in the area of public and municipal administration as well as economic development, including in the context of territorial cooperation; possible sources of funding for local and regional government authorities.

At the same time, there are common problems in the EaP countries that need to be resolved within the framework of public administration the reform:

1. The need to improve the civil service system, which requires: depoliticization of the civil service; creation of effective labour conditions for civil servants; reducing the risk of corruption; effective interaction with political and administrative institutions; development of professional competences of civil servants in order to improve their work.

2. Decentralization and strengthening of local government competences, development of democracy at the local level and fiscal decentralization for more effective functioning of local self-government authorities. The local self-government authorities in the EaP countries are rather weak and incapable of fully fulfilling their roles. For most of them, the only source of funding is the state support. In many cases, such financial constraints allow only the maintenance of their functioning, in this regard they are not able to act as decision-making centers.

3. There is lack of public involvement in the process of formation and implementation of the state policy. Legislation on public involvement in the EaP countries is significantly different. Some of them are more in line with the democratic standards but lack the experience in implementing the principles in practice. Legal provisions do not pay due attention to the dialogue and the civic

participation opportunities, fostering separation between government institutions and the civil society.

4. Insufficient transparency and openness in the activity of government authorities and systemic corruption. Public institutions are infiltrated with corruption, which has a negative impact on democratic, social and economic development. Public administration reform should facilitate elimination of systemic corruption.

Integration with the EU requires huge efforts from the state power of the EaP countries not only as an object of change but also as a factor of change. The potential benefits of reforms are significant, despite certain standards and time constraints for their realization. At the same time, increasing the efficiency of public administration leads to an increase in labor productivity in the economy as a whole and requires the effective functioning of public administration institutions. In addition, public administration reform should be based on involving all stakeholders in the process of systemic change. It represents a complex process that affects both government institutions and public policy actors.

At the same time, there is a number of factors that should serve as a guide for the EaP countries within the implementation of public administration reform, namely: reforms must be embedded in the wider processes of organizational change in the state; civil society and social partners should be involved; the responsibilities between the entities in charge of the implementation of the reform should be clearly defined; experience exchange between EaP countries and the EU Member States is necessary; regular monitoring of progress with appropriate assessment methods is required.

Since its foundation in 2009, the EaP countries have been divided into two groups. On the one hand, the Republic of Belarus, the Republic of Armenia and the Republic of Azerbaijan have opted for limited relations with the EU and do not seek membership. On the other hand, Georgia, the Republic of Moldova and Ukraine have formed a group of countries that have advanced further in their relations with the EU, have signed the Association Agreement and are semi-consolidated democracies.

It should be noted that public administration the reform of is one of the key tasks stipulated by the Association Agreements signed by Georgia, Ukraine and the Republic of Moldova. Difficulties are obvious, since they consider the same organizational structure of the

formation of public administration and relations between citizens and government authorities (both at the national level and at the local levels). At the same time, these relations are often limited due to the subordination of government authorities, shortcomings in the functioning of the state, characterized by the lack of transparency, corruption and limited authority and resources of local and regional authorities, which does not contribute to the effective resolution of their attitude to the issues of local communities. However, the solution of these problems through decentralization and public administration reform varies between countries of the region, depending on their readiness, political support and the level of cooperation of the EaP country with the EU.

**PUBLIC ADMINISTRATION REFORM IN THE COUNTRIES
OF GEOPOLITICAL ALTERNATIVE (REPUBLIC
OF ARMENIA, AZERBAIJAN REPUBLIC,
REPUBLIC OF BELARUS)**

The EU, within the framework of the Eastern Partnership Initiative in its relations with the Republic of Armenia, the Republic of Azerbaijan and the Republic of Belarus, applies a rather individual approach to promote the comprehensive nature of the Eastern Partnership, taking into account the differences between the Eastern Neighborhood countries, including their priorities in foreign and national policies.

As a result of constitutional changes of 2015 *the Republic of Armenia* from the semi-presidential form of government goes to parliamentary. The transition process will take place in stages. The final parliamentary form of government in the Republic of Armenia will come into force from the date of the newly elected President's appointment, that is, from April 9, 2018. According to the provisions of the new wording of the Constitution, the National Assembly represents the legislative branch that will control the activities of the government. The supreme body of executive power will be the Government, which will carry out both internal and foreign policy of the state. The judiciary power will be represented by the Constitutional Court, the Court of Cassation, the appellate courts, the courts of first instance of general jurisdiction, as well as the specialized Administrative Court. It is also allowed on the basis of the law establishing of other specialized courts. In order to form a long-term development strategy of the Republic of Armenia, the Center for Strategic Initiatives of the Government of the Republic of Armenia was established in 2017.

An important direction for reforming the Republic of Armenia is the creation of an electronic document circulation, which is integrated with the E-Government Portal in terms of citizens' appeals to the authorities, tracking requests and reacting to them by specific performers. As of September 2015, the majority of government institutions were connected to the state center for the exchange of electronic documents. As part of the implementation of the Concept of Information Technology Development, a system of tax reporting operates in the Republic of Armenia that is available through the

Electronic Governance Portal. The system allows you to submit tax reporting online using an electronic digital signature for authentication and authorization. In addition, the State system of online payment of state taxes, local taxes, administrative fines and services provided by state or local executive authorities is implemented. Citizen's services, based on the principle of a one-stop shop, from 2016 are also carried out in communication offices such as "Hipost" ("Armpost").

It is important that on 26 December, 2013 according to the Government Regulation of the Republic of Armenia the minimum requirements for the official pages of public administration on the Internet were approved. Later, the rules were also introduced; according to them all local governments should have websites. In addition, in 2004 the Law of the Republic of Armenia "On Electronic Document and Electronic Digital Signature" was adopted in order to regulate relations arising in the application of electronic documents and electronic digital signatures. In accordance with the Law "On Electronic Document" the LLC "Electronic Government Infrastructure Implementation Office" is operating in the Republic of Armenia, in order to provide the functions of authorization and confirmation of the authenticity and integrity of electronic documents. In 2013 the agreement on modernization of the taxation system with the World Bank has been ratified. Due to the fact that 3.5 years are considered to be a relatively short period of modernization of the taxation system in comparison with the similar projects of the World Bank, the Republic of Armenia sent a letter requesting to extend the project by the end of 2017. The project is being implemented in partnership with the USAID in accordance with the memorandum between them. At the moment, an interim review has been conducted, current legislation is being studied, surveys are conducted in order to determine the level of trust in the services of the tax service. Professional development of tax service personnel is conducted at the training center. In addition, the system of state procurement in the country is carried out centrally in accordance with the "Law on Procurement" with the assistance of central authorities responsible for the procurement procedure. As a result of the centralized implementation of government procurement in 2016, it was possible to save 5 billion 359 million drams.

Legal regulation of functioning of the civil service in the Republic of Armenia is carried out in accordance with the Law on Civil Service as of 27 December, 2001, which regulates relations

related to the basic principles of civil service in the Republic of Armenia, the classification of civil service positions and class officers of the civil service, appointment to the civil service position, attestation and retraining of civil servants, reserve of civil service personnel, legal status of civil servants, organization of civil service and its management, as well as other related relations.

The structure of civil service management includes: civil service management bodies represented by the Civil Service Council of the Republic of Armenia and the heads of the administrations of the relevant bodies that are part of the civil service system. The Civil Service Council consists of 7 members: the Chairman, the Vice-Chairman and 5 members. The head manages and coordinates the current activities of the Board. The members of the Council are appointed and dismissed by the President of the Republic of Armenia on the submission of the Prime Minister. Council members are appointed for a term of 6 years. The Council carries out its functions through the secretariat and provides methodical guidance on the work on the personnel of the relevant bodies and the control thereof; appeals to the court regarding the cancellation of acts contrary to the requirements of the civil service legislation; makes proposals when reorganizing and liquidating the relevant bodies on issues related to the civil service; considers proposals, statements and protests regarding the civil service in the manner prescribed by the legislation of the Republic of Armenia; conducts official investigation in accordance with the established procedure; gives its consent to repeated application within one year of disciplinary enforcement against a civil servant, as well as to dismiss him / her from office, etc.

In order to improve the civil service in December 2015, the Civil Service Reform Strategy of the Republic of Armenia and the Action Plan for its Implementation, approved in accordance with the principles of public administration of the SIGMA programme, were adopted. The current processes of civil service reform are also stipulated by the Memorandum of Understanding signed in 2014 between the EU and the Republic of Armenia on the assistance provided by the EU to the Republic of Armenia for 2014-2017. In this regard, by the end of 2016, the Civil Service Council elaborated the draft Law “On Civil Service”, as well as draft laws amending and supplementing other laws related to it. As of the end of 2016, the total number of civil servants in the Republic of Armenia was about 7,000,

2% of which were senior officials, 47% were officials holding policy-making positions, 35% were officials holding leading positions and 16% were junior civil service officials. In the framework of optimization of the system of public administration in 2016, about three thousands of civil servants were laid off. By the third quarter of 2017, it is necessary to develop a secondary legislation that ensures the implementation of the law above mentioned.

In addition, in order to improve professional training of civil servants, by the end of 2018, new questionnaires, tests and programmes needed for recruitment, assessment and training in the civil service system should be developed and appropriate training should be provided for the heads of authorities and of human resources management departments as well as servants of managerial departments included in the civil service system. In general, in order to automate human resources management processes by the end of 2018, the development and implementation of an automated human resources management system is planned in the Republic of Armenia.

Consequently, the priorities of the civil service reform of the Republic of Armenia include: introduction of an internationally recognized system for assessing civil service positions; improvement of the procedure of civil service management system; improvement of the register of civil servants and the classification system; transparent set of civil service positions (selection and appointment); mobility (career advancement), assessment and education system; a comprehensive system of rights and obligations, including disciplinary procedures; improvement of procedures for termination of labor relations and social security.

In order to improve the quality of life of a citizen of the Republic of Armenia, the degree of perception of justice, security, improvement of the social status and creation of opportunities for the implementation of business ideas, the Government of the Republic of Armenia Resolution No 1060-A as of 18 October, 2016 was approved the Government of the Republic of Armenia. The programme identifies the following priority areas for the implementation of reforms: strengthening external and internal security; ensuring a long, stable and high growth of the economy; modernization of the system of public administration and the system of local self-government; development of social infrastructures and improvement of the quality of services provided.

In general, the reform of the public administration system of the Republic of Armenia envisages realization of the following priorities:

1. On optimization of the system of public administration by means of:

- increase of the official authority of the members of the Government and establishment of equal liability for them to ensure the effective management of the sphere entrusted to them;

- reassessment of the effectiveness of credit programmes and prioritization in the context of existing challenges;

- identification and elimination of unnecessary procedures and links with the aim of providing government agencies with citizens and business entities without corruption, minimizing unnecessary contacts with government authorities in everyday life;

- increasing the level of reporting and transparency of government authorities, creating an effective feedback between them and citizens as well as business entities;

- reduction of expenses of the state administration apparatus, taking as a basis the necessity of the performed functions and their actual implementation;

- refusal of duplicate or ineffective functions in government authorities;

- expansion of the services provided to citizens and business entities on the basis of the “one-stop shop” principle, to improve the quality of services, using existing sites and attracting private service providers as well as service providers;

- definition of key performance indicators for all republican executive authorities and establishment of their rating in accordance with these indicators, introduction of a new procedure for evaluating the activities of the territorial administration bodies;

- implementation of new performance criteria in the assessment of professional abilities, as well as the degree of the performance appraisal of civil servants, taking as a basis the requirement of a radical transformation of actions of the civil servant;

- improving the efficiency of public finance management, implementing a programme budgeting system;

- if possible, automatization of the budgeting process in order to increase the efficiency of budget programmes;

- ensuring the professional and civic feedback in order to increase the degree of transparency of the implementation of fiscal policy and the degree of accountability;

- introduction in 2017 of a centralized monitoring system of financial and fiduciary management of commercial organizations with shares owned by the state, as well as the introduction of a system of defined calculation indicators for the assessment of the activities of these organizations.

2. For public procurement within six months the following steps should be implemented:

- simplifying the procurement process, reducing the number of customers and implementing a partially centralized system;

- gradual transition from the paper method of procurement organization, funded by foreign and international organizations to the electronic method, using the electronic platform for public procurement;

- initiation of legislative changes that establish responsibility for unreliable statements of absence of conflict of interests in the procurement processes and simultaneous participation of affiliated persons in the procurement process in order to constrain anti-competitive phenomena;

- organization of the process of accepting the results of realization of procurement contracts by electronic means.

3. As for the development of the electronic control system:

- inventory of all electronic and documentary services and an increase in the number of services provided electronically; implementation of measures on the development and implementation of an integrated electronic system of public administration;

- in 2017, the provision of: a) the creation of a specialized unit, that being based on a unified vision, will coordinate the development of the information and communication technology sector; b) the introduction of interoperability platforms for state and local information and communication technology systems, which will create the prerequisites for the one-time introduction of any information to government authorities or local self-government authorities, with the provision of accessibility for authorized users; c) introduction of information management systems in all enlarged communities and five cities;

– in 2018, the transition of systems implemented in all government to the system of a single entry and identification.

Public administration reform of *the Republic of Azerbaijan* began on the backdrop of lower oil prices on world markets, where there were certain initiatives of the government to reform the public administration system. However, these reforms took place only within fiscal consolidation policies. And, unfortunately, these reforms were aimed only at further strengthening of some central government authorities and the weakening of others.

A number of significant steps have been taken by the government since 2015 to carry out institutional reforms in the area of public administration. These actions included liquidation and merger of some state institutions, as well as creation of new ones. At the meeting of the Cabinet of Ministers held at the beginning of 2016, dedicated to the results of 2015, the President of the Republic of Azerbaijan underlined the need for structural reforms and the development of a flexible, operational management mechanism, eliminating duplication of structures and ensuring strict financial, civil and public control. In 2016, these reforms were widespread in 378 laws, 465 decrees and 913 orders signed by the head of state. Part of the adopted acts directly concerned the renewal of the structure of public administration and bringing it in line with modern requirements.

Another component of public administration reform was the expansion of the electronic services sector. At the first stage of the formation of the e-government, the necessary regulatory framework and infrastructure were developed, an electronic payment system introduced. In September 2011, based on the established public key infrastructure, the first electronic digital signatures were issued to individuals and legal entities, government agencies.

Approval of the Decree “On Certain Measures in the Field of Organizing the Process of Electronic Services Delivery by Government Authorities” by the Head of the State highlighted the organization of electronic services, thus accelerating the organization of public administration on the principles of the efficiency and transparency of the activities of government authorities. The state portal of the e-government became the link between the information systems of government authorities (<http://www.e-gov.az>). At present, 40 state agencies are connected to the portal, with the help of this

resource, more than 400 electronic services are provided. The number of requests for electronic services in comparison with the previous year increased significantly, being refunded from 1 million to 6.7 million. The number of certificates of electronic signature exceeded 174 thousand units. The “Asanhidmet” centers operate in the country that provides services on a one-stop basis. The total number of people who have used the services of these centers is more than 2 million. The activities of the centers are completely transparent and are outside the area of corruption. At present, the majority of 20 major electronic services are available to citizens and organizations in the EU are available in the republic, including issuing official documents, issuing customs and tax returns, statistical reports, searching for work through employment agencies, accepting electronic applications for participation in the test exams at admission to universities and to the state service, etc.

Establishment of the State Agency for Services Delivery to the Citizens under the President of the Republic of Azerbaijan was approved by the decree of the President of the Republic of Azerbaijan on 13 July, 2012, as one of the important events in modernizing public administration, increasing transparency and shaping a new management style. The Agency was created with the purpose of increasing the transparency of the activities of state bodies, providing services to citizens more qualitatively, comfortably, in a new style and with the use of modern innovations, observing ethical norms regarding citizens, ensuring the level of citizens’ satisfaction with the services rendered, as well as being important for the formation of a new way of thinking and style of actions of officials in the relations “civil servant – citizen”.

In order to ensure transparency, accountability and public participation in the activities of government authorities in 2012, the President of the Republic of Azerbaijan approved the National Plan of Assistance to the Open Government for 2012-2015. The document provides for such important tasks as: simplification of access to information, regular informing of the public about activities improvement of the unified electronic database of legal normative acts, increase of public participation in the activity of state structures, ensuring transparency of authorities that carry out financial, tax control, increasing the transparency in the area of mining industries, etc.

The next element of the reforms was the formation of the system of state purchases through the electronic trading platform (<http://www.tender.gov.az>) by government authorities of the Republic of Azerbaijan which is regulated by the Law “On Government Procurement”. At the same time, the alternative to placing an announcement on procurement on a par with newspapers is the website of the State Procurement Agency - this is different from the situation in the Republic of Azerbaijan from a number of other countries, where the internet resource is the only platform for electronic transactions between the business and the state.

The most significant step in implementing reforms was the improvement of the civil service institute. The legal regulation of the functioning of the civil service in the Republic of Azerbaijan is carried out by the Law “On Civil Service” as of 21 July, 2000, which regulates relations between the state and civil servants in the area of civil service and issues related to the legal status of civil servants. However, it applies to civil servants representing executive, legislative and judicial authorities. The main body responsible for civil service was the Commission on Civil Service under the President of the Republic of Azerbaijan, established by the Presidential Decree in 2005. The Commission is the central executive authority and is directly accountable to the President of the Republic of Azerbaijan. Some institutional changes in public administration regarding hiring of personnel in the civil service took place in 2016. In accordance with the Presidential Decree as of 11 April, 2016 the Commission on Civil Service under the President of the Republic of Azerbaijan and the State Commission for Admission of Students of the Republic of Azerbaijan were repealed and on their basis the State Examination Center was established (SEC). The recruitment procedure on the civil service in this state is carried out in a centralized manner. Admission to the civil service takes place on a competitive basis and consists of a test exams and interviews. The first stage consists of a test exam, which gives access to the interview. In practice, the decisive role in the set plays the second stage (interview), where subjectivity prevails. Presently (as of the end of 2016), there are 30494 civil service positions in the civil service system of the Republic of Azerbaijan, 22269 positions of which are filled. The number of vacancies in the civil service is 8225.

The Decree of the President of the Republic of Azerbaijan as of 29 November, 2011 No 1862 approved the Concept of Development “Azerbaijan-2020: A View to the Future”, which covers the main strategic goals of development policy in all spheres of life of the country. The eighth chapter of the above-mentioned Concept “Improving Legislation and Strengthening Institutional Capacity” provides for strengthening institutional capacity in terms of achieving the objectives of the Concept in three main areas: development of human resources in the public sector, “e-government”, expansion and continuation of institutional reforms. In addition, the Concept provides for measures to strengthen social protection and social security for civil servants, increase the fight against corruption, strengthen the capacity of municipalities and train qualified staff in the field of municipal governance, support non-governmental organizations, in particular, their activities in the regions.

As an important part of democratic and transparent governance, equality, impartiality and in accordance with the principles of openness, according to the Concept, citizens’ access to state information will be expanded, services in the public sector will be transferred to specialized authorities in the relevant fields. According to the Concept, a series of measures will be extended to improve methods and mechanisms of governance in government authorities, by simple, easy and free use of services by citizens and organizations, the number of public services provided to the population through electronic channels will be increased.

According to the Concept, taking into account international experience, it is foreseen to determine the priority goals of development in the fields of activity of state structures and institutions, the preparation by each state structure and institution of a strategic plan for bringing these goals in line with the adopted government programmes and their effective realization.

Objectives related to socio-economic development of the regions, improvement of the quality of communal services, social and infrastructural provision in the regions, further improvement of the business environment, growth of investment inputs, establishment of new enterprises and jobs, and as a result, increase of employment and reduction of poverty at the regional level are envisaged by the “State Programme of Socio-Economic Development of the Regions of the Republic of Azerbaijan for 2014-2018”.

In addition, in 2016 the center for the coordination and monitoring of the implementation of economic reforms – the Center for the Analysis of Economic Reforms and Communications was set up.

In order to determine the goals and directions of perspective development of the country the Strategic Road Maps of the National Economy and the Main Sectors of Economy were approved by the Decree of the President of the Republic of Azerbaijan on 16 March, 2016. They included 12 priority spheres of socio-economic development of the Republic of Azerbaijan:

1. “Strategic Roadmap on Prospects for the National Economy of the Republic of Azerbaijan”;
2. “Strategic Road Map for the Development of the Oil and Gas Industry (Including Chemical Products) of the Republic of Azerbaijan”;
3. “Strategic Roadmap for the Production and Processing of Agricultural Products in the Republic of Azerbaijan”;
4. “Strategic Road Map for the Production of Consumer Goods at the Level of Small and Medium Enterprises in the Republic of Azerbaijan”;
5. “Strategic Road Map for the Development of Heavy Industry and Machinery in the Republic of Azerbaijan”;
6. “Strategic Roadmap for Development of the Industry of Specialized Tourism in the Republic of Azerbaijan”;
7. “Strategic Road Map for the Development of Logistics and Trade in the Republic of Azerbaijan”;
8. “Strategic Road Map for Housing Development for a Hardy Fair Price in the Republic of Azerbaijan”;
9. “Strategic Road Map for the Development of Professional Education and Training in the Republic of Azerbaijan”;
10. “Strategic Roadmap for the Development of Financial Services in the Republic of Azerbaijan”;
11. “Strategic Roadmap for the Development of Telecommunication and Information Technologies in the Republic of Azerbaijan”;
12. “Strategic Road Map for Communal Services Development (Electric and Thermal Energy, Water and Gas) in the Republic of Azerbaijan”.

These documents include a Strategy for Economic Development and an Action Plan for 2016-2020, a long-term forecast for the period up to 2025 and a target view for the period after 2025. The Administration of the President of the Republic of Azerbaijan carries out the General Administration of the implementation of strategic road maps; the Center for Economic Reform and Communications Analysis is in charge of providing monitoring, evaluation and communication activities.

For the period from 1991 to 2017, the organizational structure of the state administration of *the Republic of Belarus* as a form of management's existence has undergone several changes several times. The system of governance, which was founded up to 2001, was built according to the functional-branch and territorial principles and included 25 ministries, 19 state committees, 24 committees with ministries, state committees, 16 associations, subordinated to the Government. At the same time, in accordance with the Programme of Socio-Economic Development of the Republic of Belarus for 2001-2005 and 2006-2010, it was envisaged to strengthen the system of management of the branches of the economy, aimed at increasing the efficiency of government authorities on the basis of successive steps synchronized with the processes of structural transformation with clearly defined priorities.

In particular, the Programme of Socio-Economic Development of the Republic of Belarus for 2001-2005 had the following tasks: development of the system of coordination of activities of state administration bodies; raising the level and role of state forecasting; optimization of the organizational structure of management. According to the Programme of Socio-Economic Development of the Republic of Belarus for 2006-2010, the following tasks were set: de-bureaucratization of public services and improving their quality; the implementation of the principle of "single window"; use of electronic technologies in decision making process; strengthening of state power and local self-government on the basis of strengthening the role of local authorities at the basic and the initial level; improvement of administration of state property; search for new organizational forms of management.

During the years of independence in the Republic of Belarus, the development of conceptual foundations and the relevant legislative framework of the state administration were implemented, namely: the

Decree “On Measures for Further De-Bureaucratization of the Public Administration System” (2006), “On Some Measures to Optimize the System of Public Administration and Other Governmental Organizations and the Number of their Employees” (2013); regulations “On the Government Structure” (2006), “On the Structure, Functions and Number of Employees of Local Executive and Administrative Authorities” (2006), “On the State Programme for Combating Corruption 2007-2010” (2007), “On Some Issues of State Statistical Bodies” (2008), the Tax Code (2002), the Code of Administrative Offenses (2003), the Law on Administrative Violations (2006); the laws “On Civil Service” (2003), “On the Prosecutor’s Office” (2007), “On Administrative-Territorial Division” (2007), “On Internal Affairs” (2007), “On National Assembly” (2008), “On the Council of Ministers” (2008), “On Local Governance and Local Self-Government” (2010), “On the State Control and Territorial Bodies Committee” (2010), etc. The analysis shows that these legislative acts of the President and the Parliament were aimed at strengthening and expanding the existing system of public administration.

Adopted in 2008, the Law of the Republic of Belarus “On Information, Informatization and Data Protection” has established, among other things, the procedure for access of citizens to official information that is public. A number of normative documents fixed the requirements for the content of official sites of government authorities of the Republic of Belarus. The rights of citizens to receive, store and disseminate complete, accurate and timely information on the activities of government authorities were enshrined in Article 34 of the Constitution. The National Center for Legal Information of the Republic of Belarus, has been identified as the coordinator of this process, which forms and maintains the State Databases of Legal Information. Information Society Development Strategy of the Republic of Belarus until 2015 identified creation of a system of public access centers to public information resources as one of the areas of development. Thus, within the framework of the Strategy above mentioned, as well as in accordance with the Decree of the President of the Republic of Belarus “On Improvement of the State System of Legal Information of the Republic of Belarus” as of 30 December, 2010, in order to provide citizens with free access to official legal information for the purpose of formation of legal

knowledge, skills of lawful conduct, respectful attitude to the law in the Republic of Belarus public centers of legal information were established; they operate on the basis of state libraries.

The creation of the National Center for Electronic Services was envisaged by the Decree of the President of the Republic of Belarus as of 08 November, 2011 “On Some Issues of the Development of the Information Society in the Republic of Belarus”. It was entrusted with the functions of the operator of interagency information systems, the center of the state system of public key management, the provider of electronic services to organizations and citizens using interagency information systems. From 01 January, 2016 the only portal of electronic services (portal.gov.by) is considered to be the base access point for interested persons in remote filing of applications for administrative procedures in electronic form (applications for their implementation) and obtaining respectively the results of administrative decisions of government authorities and organizations in the form of an electronic document. This portal is hosted on the second level gov.by domain and includes more than 60 services. However, the overwhelming majority of them are not available to ordinary users, as they are intended for legal entities, government authorities in order to provide interagency interaction. As of 23 August, 2016, the services of the Ministry of Finance and the Ministry of Trade, the Ministry of Internal Affairs, the Ministry of Taxes and Duties, and the National Cadastral Agency of the State Property Committee of the Republic of Belarus are available in the Single portal of electronic services for individuals.

It is worth noting that one of the main tasks indicated in the Strategy of Informatization Development in the Republic of Belarus for 2016-2022 is to become one of the first 50 countries in the UN Electronic Participation Index, while the share of administrative procedures and public services provided electronically in 2022, must make at least 75%.

Legislative regulation of the implementation of public procurement is defined by the Law “On Public Procurement of Goods (Works, Services)”, which was adopted on 13 July, 2012 and came into force on 01 January, 2013. Changes were caused by the need to bring national legislation in line with the international commitments. In particular, with the “Agreement on State (Municipal) Procurement”, signed by the Republic of Belarus within the

framework of the Customs Union Agreement. The law provides for the introduction of a closed tender for the purchase of goods (works, services), information about which constitutes a state secret. Procedures such as electronic auction and stock trading are used in the case of purchasing goods included in the list approved by the provisions of the Council of Ministers of the Republic of Belarus. Legislation also stipulates that public procurement information should be publicly available on an official website, which undoubtedly increases transparency of public procurement.

Reform Strategy on of Public Finance Management System, developed by the Ministry of Finance in 2015, provides for an ambitious medium-term and programme-oriented budget reform programme, treasury work, debt management and public sector accounting.

The basis for reforming the system of public administration was the legal regulation of the functioning of the civil service, which is regulated by the Law “On Civil Service in the Republic of Belarus” of 14 July, 2003 and other legislative acts. The relations related to the civil service are not regulated by this Law and other legislative acts, and the provisions of labour, pension and other legislation apply to them. The structure of civil service management consists of the President and the personnel services of government authorities. By the Resolution of the Ministry of Labour and Social Protection of the Republic of Belarus the Qualification Handbook “Public Positions of Civil Servants” was approved on October 24, 2003. In order to create the appropriate conditions for training, retraining and advanced training of civil servants, the Academy of Public Administration under the aegis of the President of the Republic of Belarus was established; it is in charge for providing training of specialists in higher education in the field of public administration, as well as the Institute of Civil Service and the Institute of Management Personnel is responsible for retraining and advanced training of leading personnel. The total number of civil servants working in the system of public administration was 56,232 at the end of 2011, including 22,785 (40.5% of all civil servants) in the system of local self-government authorities. In 2012-2015, the number of civil servants in the system of public administration was reduced to 48,500. The number of civil servants in the system of local self-government significantly

decreases: from 22,785 people (as of 01.11.2011) to 19,220 (as of 07.01.2015), which is 15.6%.

The Programme of activities of the Government of the Republic of Belarus envisages priorities and main directions of the Government's activities in the area of social and economic development in the period 2016-2020 and in the medium-term perspective for 2016-2020, approved by the Resolution of the Council of Ministers of the Republic of Belarus on April 5, 2016. According to the Programme of activities, the following priorities for reforming the system of state-level oversight in the context of effective fiscal policy-making:

1. The forecasting and planning of the socio-economic development of the Republic of Belarus will be based on the principles of script (variability) and indicative (rejection of predictive forecast), which will allow the adaptation of the economy to a rapidly changing environment and the implementation of the most effective macroeconomic policy.

2. It is planned to allocate budget expenditures in accordance with the results management of state programs. It is planned to create an effective system for the formation of medium-term macroeconomic forecasts and the annual approval of medium-term financial programs for the next fiscal year and the planned period for the republican and relevant local budgets with the establishment of the maximum amount of financing.

3. Achievement of budget balance will be ensured through optimization of intergovernmental fiscal relations, development of an effective system of funds management, as well as improvement of public debt management mechanisms.

4. In addition, the key direction of the Government of the Republic of Belarus will be the transfer of administrative procedures and government services into electronic format (e-government), which will increase transparency of public administration, simplify business conduct and interact state and citizens.

5. The Belarusian Integrated Service and Settlement System will be established, which will provide consumers with access to administrative, informational and payment electronic services throughout the republic based on common rules.

6. It is planned to continue work on the development of a unified data transmission network for access of government authorities and

organizations to electronic services throughout the republic. It is planned to establish a national open source portal on the basis of the Unified portal of electronic services, the automated information system “Interdepartmental interaction”, the development and implementation of the information system “Electronic Visa”, the development of a nationwide automated information system.

7. Another significant project will be the establishment of a national portal of open data of government authorities and organizations. The solution of these tasks will be carried out through the implementation of the State Program for the Development of the Digital Economy and Information Society for 2016-2020, approved by the decision of the Council of Ministers of the Republic of Belarus as of 23 March, 2016, No 235 (National Legal Internet Portal of the Republic of Belarus, 01 April, 2016, 5/41866).

8. The regional policy will implement the principle of the reference region. Its essence lies in the priority development of territories, which are the centers of regional and local resettlement systems, which already have conditions for sustainable economic growth. The most important element of regional policy is the development of infrastructure, balanced location of production.

9. A closer and more systematic interconnection of socio-economic development programs of regions, state programs and medium-term financial programs and budgets of oblast level, consolidated budgets of region and budgets of cities of regional subordination is envisaged.

10. Improvement of public administration efficiency will be ensured through: optimization and reduction of duplicating functions of public administration, control and law enforcement agencies; the division of functions of the state as the owner and regulator and the transition to corporate supervision principles; extension of powers and areas of responsibility of local government and self-government bodies the prestige of the civil service, the quality of selection of civil servants; raising standards and improvement of its qualifications; debureaucratization of the management system; extension of public services list for citizens using electronic distance form. The key task of this direction is to strengthen the personnel potential of the civil service based on the development of effective incentives for attracting highly professional, responsible, creative citizens into the area of public administration, taking into account competitive selection. The

mechanism for occupying vacancies in the state apparatus should become as open and transparent as possible.

Raising the qualifications level of civil servants will be facilitated by the organization of their retraining system at domestic educational establishments and foreign business schools. As a result of the successive implementation of administrative reform, it is envisaged to establish an efficient and functional state apparatus.

Thus, the Republic of Belarus occupies a special place in the context of the relations development with the EU within the framework of the Eastern Partnership. The Belarusian leadership was interested in the Eastern Partnership, especially in terms of new opportunities for the development of the Belarusian economy, as well as to counterbalance Russia's political influence on the Republic of Belarus. The establishment of the Eastern Partnership for the Republic of Armenia and the Republic of Azerbaijan has led to significant progress in their relations with the EU. The proposed Eastern Partnership agenda is well suited to these countries, given that for them it was completely innovative and even exceeded the expectations regarding the dynamics of rapprochement with the EU. These South Caucasus republics still have no ambitious plans to get EU membership prospects, but are interested in increasing the EU political, economic and human presence in the region and increasing cooperation with the EU. One of the main interests of the Republic of Armenia and the Republic of Azerbaijan in participating in the Eastern Partnership is the greater involvement of the EU in the affairs of the region, which can establish an indirect guarantee of security. In addition, countries see the Eastern Partnership as a counterweight to Russia's influence and the possibility of expanding multilateral cooperation without Russian intervention. In addition to security issues, the Republic of Armenia and the Republic of Azerbaijan are deeply interested in the economic component of cooperation with the EU. In particular, the Republic of Armenia, which does not have serious ambitions regarding European integration, finds that the implementation of the Eastern Partnership will provide it with additional economic benefits and will help to diversify international contacts that are currently limited as a result of isolation by the Republic of Azerbaijan and the Republic of Turkey. One of the main priorities for the Republic of Armenia is the liberalization of the visa regime.

The Republic of Azerbaijan relates to the Eastern Partnership with a great deal of indifference and demonstrates the main interest in economic issues of cooperation, energy, science and education, and the liberalization of the visa regime. An important obstacle for the Republic of Azerbaijan to participate in multilateral projects is an unsettled conflict with the Republic of Armenia. At the same time, a significant factor influencing the policy of the Republic of Azerbaijan regarding to the Eastern Partnership is that it has no ambition to enter the EU, and the EU, for its part, needs the energy resources owned by the Republic of Azerbaijan.

At present, negotiations are underway on a new agreement with the Republic of Armenia, whose political and economic cooperation with the EU will take into account other international commitments. The EU is also considering the possibility of closer relations with the Republic of Azerbaijan, which will better reflect the relevant interests and values of the EU.

Regarding the improvement of the state apparatus system as a prerequisite for European integration, the Republic of Armenia, the Republic of Azerbaijan and the Republic of Belarus, in contrast to Ukraine, the Republic of Moldova and Georgia, there are no legally approved strategies for public administration reforming. These countries are looking for an optimal model for organizing an effective public administration system by increasing the effectiveness of activities, reducing the cost of maintaining it; provision of proper organizational and managerial, personnel-intellectual and financial-material potential of the civil service; establishment of effective mechanisms for providing quality services to society; formation of balanced public finances management; introduction of effective mechanisms for combating corruption, etc.

THE EUROPEAN PERSPECTIVE OF SEMI- CONSOLIDATED DEMOCRACIES (GEORGIA, REPUBLIC OF MOLDOVA, UKRAINE)

After a series of “color” revolutions swept by countries of the post-communist space in the early 2000’s, Georgia get into the category of countries from which radical systemic changes were expected. This country not only succeeded in moving towards democratization but also demonstrating the positive pace of socio-economic growth. In February 2004, the Georgian Parliament approved a draft reform of the country’s executive power based on the idea of a “small state” and maximum deregulation of the economy. The basic principles of reforming the authorities were: reviewing their methods of work, personnel changes, changing the practices of budget planning.

In general, the process of reforming Georgia can be divided into several stages. At the first stage of reform, the number of ministries decreased from 18 to 13, departments - from 52 to 34, while the number of staff was reduced by 35-50%. Young creative people who, as a rule, received education abroad welcomed the public service. The key principle of reform was the introduction of adequate remuneration for the work of civil servants. However, in the early stages, international organizations was funded this process. In recent years, Georgia has managed to maintain its leading position among the Eastern Partnership countries in terms of improving the public administration system and the transition to democratic governance. In particular, a number of documents were adopted in this area: “The Concept of Civil Service Reform”, “Strategy of Public Finances Management Reform”, “E-Governance Strategy”, “National Anti-Corruption Strategy” and “Open Government Partnership, Action Plan 2014-2015”. At the same time, all these documents determined the priorities and tasks in its sectorial sphere and had no systemic character.

However, the achievement of high results, which is currently characterized by Georgia, is due in large part to the transition of the country to the provision of government services in electronic form. This process began in 2004 with the establishment of the National Agency of Public Registry of Ministry of Justice, Georgia, among the functions of which the registration of real estate and property rights to

its, the registration of legal entities, the provision of information and documents in electronic form. The next step towards the transition to the provision of government services electronically was the establishment of Data Exchange Agency under the Ministry of Justice of Georgia in 2010. Among the main functions of this state institution is the development of e-government, the provision of electronic interaction between government authorities, the construction of a network infrastructure for the information exchange, the development of standards and specifications in the area of information and communication technologies and others.

The most interesting element of Georgia's public administration reform was the establishment in 2011 of an institute of authorized persons with functions of information intermediaries in the relations of individuals and legal entities with the state - House of Justice. Today in Georgia, there are 11 Houses of Justice with original architecture and another 8 are in the design stage. In fact, with their appearance, the population does not need to go into the structure of the state and the powers of government authorities. It is sufficient to know where the information intermediaries are, which are Houses of Justice, specifically designed to provide public services.

In order to improve the quality of public services, minimize waiting times, as well as simplify the flow control customers, House of Justice is divided into three areas: self-service, short-term service and long-term service. In the self-service area, there are automated systems that allow you to obtain a document by yourself, for example, an extract from register of the property or business, to make a biometric photo. In the short-term service area, there are services for which it takes up to two minutes. For example, obtaining a completed identity card or an Apostilled document, etc. The area of long-term service allows you to get a state service, which requires more than five minutes to be provided. Such public services include the filing of an application for an identity card, the delivery of documents necessary for the registration of property or business, etc. The list of public services of Houses of Justice includes more than 300 titles. At the same time, the capacity of service centers - from 10 to 11 thousand people every day. Since the end of 2014, Tbilisi House of Justice has a unique opportunity to get a state service with the help of Just Drive. On the territory adjacent to House of Justice, a citizen can receive a

passport, birth certificate and other documents in the Just Drive window, without leaving the car.

In 2010, the Georgian government decided to reform the public procurement process by establishment a fully electronic platform through which all government procurement should be made. The Georgian electronic procurement platform was established to simplify the procurement procedure. By fixing all of the activities during the budget process from tender announcement to contracting, the website also aims to increase transparency and reduce opportunities for corruption.

The 2012-2013 survey showed that Georgia's electronic procurement system has made significant progress on the latest estimate of European Bank of Reconstruction and Development for all benchmarking criteria and ranked first among 26 EBRD clients.

It should be noted that in 2013 SIGMA programme conducted a structural and functional review of the Administration of the Government of Georgia (former Office of the Government of Georgia). The review was conducted in the context of the constitutional reform, according to which the transfer of powers from the President to the Prime Minister and the Government was implemented. According to the received recommendations, the establishment of the Department of Strategic Development was envisaged, which will include responsibilities for planning and monitoring the work of the Government, including an analysis of the Government priorities, as well as preparing proposals for coordinating the activities of all governmental institutions, monitoring their activities.

According to the new "Regulation on the Administration of the Government of Georgia", approved by a government decree in November 2014, the Department of Strategic Development has the task of establishing a new policy planning, monitoring, evaluation and reporting system for the Government. To date, Georgia has three main documents for strategic planning of state policy: the State Program, the Government's Annual Action Plan and the Government's Legislative Action Plan. Although the procedure for accepting these documents is understandable, at the same time, none of them has well-defined requirements for its content, and the system of formation of state policy in Georgia is not clearly defined in any legal act.

The next direction of reform is the anti-corruption policy of Georgia, the responsibility for the coordination of which several times passed from one organization to another. In 2005, it was assumed by the apparatus of the State Minister for the Coordination of Reforms, and since 2009 the responsibility for ensuring the coordination of anti-corruption policy lies with the Interdepartmental Council on the anti-corruption issues (the Anti-Corruption Council). In 2010, the Law of Georgia “On Conflict of Interest and Corruption in Public Service” was supplemented with provisions on the Anti-Corruption Council. The Anti-Corruption Council consists of 38 members, 17 are high-ranking government officials, 2 are parliamentarians, 1 is representative of the judiciary, 18 are observers from local and international non-governmental organizations, international organizations, donors and business associations. The Minister of Justice heads the Anti-Corruption Council. To assess the effectiveness of combatting corruption and the effectiveness of anti-corruption measures, the Secretariat prepares annual reports, as well as reports for every six months (current), using international rankings and results of special studies. The indicated reports are posted on the official internet resource of the Ministry of Justice of Georgia.

The Law “On Public Service” as of 27 October, 2015 implements legal regulation of the functioning of the civil service of Georgia. The purpose of this Law is to ensure the establishment of legal grounds for the formation and functioning of a stable, unified public service in Georgia, based on career advancement, merit, integrity, political neutrality, impartiality and accountability. This Law defines the status of a public servant, the conditions of employment and service of the professional public officials, the issue of managing the public service, regulates the official-legal relations of officials - public servants in government authorities (establishments), bodies (establishments) of autonomous republics, municipal bodies (establishments) and legal entities of public law. The centralized civil service management system consists of Public Service Councils; Public Service Bureau; structural units of a public institution on human resources management. The Public Service Council consists of 11 members. The head of the Public Service Council is the Prime Minister of Georgia. In order to facilitate coordination of activities in the area of public service, reception of declarations about the property status of officials, ensuring publicity of declarations on the property

status of relevant officials, etc., the Public Service Bureau (hereinafter - the Bureau) was established.

The civil service reforming provides for the establishment of an effective and efficient civil service system based on merit that motivates, promotes and rewards professionalism. The active phase of the civil service reform will begin in 2017, but before that, government authorities and municipalities should undertake serious preparatory work: research and analysis, adoption of normative acts, training of servants. This is a serious problem, given that in Georgia there is still a lack of special knowledge sufficient to change the whole system of public administration at the central and regional levels. It should be noted that Georgia twice (in 2012 and 2013) was awarded the United Nations Civil Service Award.

With the active participation of the EU, the SIGMA and USAID programmes, the Government of Georgia adopted the main document on the public administration reform - the Decree of the Government of Georgia as of 19 August, 2015 “On Approval of Strategic Documents in Public Administration” – “Roadmap for Public Administration Reforms until 2020” and “Strategy for the reform of the policy planning system for 2015-2017”. According to it, priorities, goals, expected results, as well as management and monitoring of measures for public administration reform system are defined. Each policy area has common goals, main priorities and key indicators that are selected to measure the implementation of public administration reform.

Thus, we can determine the following priorities regarding the strategic principles of public administration reforming of Georgia:

1. Policy development and coordination. It is planned to develop a policy-formation process by improving the policy planning system, strengthening the link between policy planning and budgeting, as well as developing a reliable monitoring, evaluation and reporting mechanism.

2. Human resources management. The reform aims to establish an effective and efficient civil service built on a merit-based system, as well as motivating, promoting and rewarding professionalism.

3. Accountability. It is aimed at increasing the level of integrity and public confidence, preventing corruption, ensuring transparency and openness, improving the efficiency and effectiveness of the Government’s activities, making it more accessible and accountable to citizens, as well as empowering them through the use of advanced

technologies as well as innovative and modern approaches to management.

4. Public services delivery system. It aims to achieve high quality, affordability and good governance in the service delivery area for the whole country.

5. Public finances management. Ensuring financial stability and effective distribution of public finances in accordance with the Government priorities.

6. Local self-government. Improvement of the decentralization process and more effective management at the local level.

Public administration reform in the Republic of Moldova began with the reservations made by the state as a result of the signing of the Association Agreement with the EU and Moldova and are contained in the provisions of Article 22, section IV of Chapter 1 “Public Administration Reform” which lists the scope of cooperation, Articles 47- 51, section IV, chapter 7 “Public Finance Management: Budgetary Policy, Internal Control, Financial Inspection and External Audit”. They define the general framework for modernization and improvement of executive functions in order to provide the citizens of the Republic of Moldova with high-quality services, in particular, to increase the responsibility of central public administration organizations, as well as to improve the internal control system (including the functions of internal audit, independent from the functional point of view) in relation to state and local authorities.

During the years of independence in the Republic of Moldova, a number of concrete measures were taken to reorganize the central mechanisms at the central level, aimed at optimizing the number of civil servants, improving the process of recruitment, but most of them aim at minimizing budget expenditures. Adopted Laws, for example, “On local government finances” as of 16 October, 2003; “On the Status of Local Elected Officer” as of 02 February, 2000; “On the Administrative Court” as of 10 February, 2000; “On Administrative Decentralization” as of 28 December, 2006; “On Access to Information” as of 11 May, 2000; “On Local Public Administration” as of 28 December, 2006; “On the transparency of the decision-making process” as of 13 November, 2008 and others, ensured improvement of the normative provision of public administration system, including at the local level, however, were not completed in

terms of improving its institutional and staff capacity. It was the initial stage of reforming the Republic of Moldova.

A new stage in the public administration reform was launched in 2006 based on the approved State Reform Strategy as of 30 December, 2005. Public administration reform in 2005-2013 focused mainly on the decision-making process, with insufficient attention to the practical implementation of policies, most of which were related to the provision of high-quality public services, and it was deemed necessary to continue reforming the activities of government authorities at the local level.

In order to optimize the strategic planning process at the level of the entire Government, an Interministerial Committee on Strategic Planning was established in July 2008. Its task was to ensure the strategic planning process with the highest possible correlation of the national priorities set out in the main strategic documents of the Government, with the politics, developed by the central public administration bodies, accepted the international commitments and the base of internal and external resources. Medium-term planning at the national level is currently governed by the Laws “On the Government” as of 31 May, 1990; “On normative acts of the Government and other central and local public administration bodies” as of 18 July, 2003; “On Public Finances and Budget Tax Responsibility” as of 19 December, 2003; By Regulations “On Approval of the Regulation of the Government of the Republic of Moldova” as of 17 January, 2001; “On Development Policies and Uniform Requirements for Government Policy Documents” as of 19 January, 2007 Government planning documents at the national level include the Government Action Program, the National Development Strategy and the Medium-Term Budgetary Projection.

Also in the intensive process of reform at all levels is the public finance management system. In particular, the Strategy for the Development of Public Finance Management for 2013-2020 as of 06 August, 2013, which is in the process of implementation, has been developed. The National Decentralization Strategy 2012 foresees decentralization of public finances-2015 as of 19 July, 2012. At the same time, the Law “On Public Finances and Budget and Tax Responsibility” as of 25 July, 2014, which contains important provisions aimed at strengthening the overall fiscal discipline and budget process, as well as improving the efficiency of management of

budget resources and transparency of the budget process, was adopted. In order to system reform of state internal financial control, the Law “On State Internal Financial Control” was adopted on 23 September, 2010, and in December 2013 the Program for the Development of State Internal Financial Control for 2014-2017 was adopted.

In order to bring the legislative framework in the area of public procurement in line with EU legislation, the Law “On Government Procurement” as of 03 July, 2015 was adopted. The Public Procurement Agency is a specialized body under the Ministry of Finance, which ensures the implementation of state policy in the area of public procurement. In February 2013, an electronic system “State Register of Public Procurement” (e-Government Procurement) was established in the country, which contributes to increasing transparency in this area. Thus, the procurement process has been shifted to electronic format in the online mode, which has many advantages, including: access to bidding documentation provided online; you can monitor the whole process of purchasing or requesting price offers in real time; personal contacts between the participants are minimized.

During the implementation of the National Strategy for the Information Society “Electronic Moldova”, approved for 2005-2010, the Republic of Moldova managed to implement 44 key measures envisaged by the relevant Action Plan. Among these projects in such important areas as the information society infrastructure, e-government, e-democracy, e-economy, etc. In 2010, the Center for Electronic Governance was established, which is the responsible establishment for the implementation of the Strategic Program for the Modernization of Management (e-Transformation), approved by the Government Decree as of 20 September, 2011. The program, designed for 2020, is supported by the World Bank and aims to establish transparent, advanced and responsible management in the Republic of Moldova until 2020 through investments in information and communication technologies and their massive use in the public sector.

In addition, in May 2012, a single government public service portal (www.servicii.gov.md) was developed as the only platform on which public information services provided by ministries and other central executive authorities will be posted, including subordinate structures, in traditional and electronic formats. In order to further

public services modernization, the Government of the Republic of Moldova approved the Plan for reforming and modernizing public services for 2017-2021, which envisages the development of the use of information technologies in the public sector and the increase in the number of electronic services, the establishment of a single telephone center for the provision of public services, the introduction of a single format for documents signed by electronic signature, modernizing the list of services for the population, such as property registration, financial and statistical reporting, and improving the public procurement process.

Reforms aimed at establishing a modern civil service were mostly implemented after the adoption of the Law “On the Public Position and Civil Servant Status” as of 04 July, 2008. The purpose of this law is to ensure the functioning of a stable, professional, impartial, transparent and efficient civil service in the interests of society and the state. The general administration of civil service is within the competence of the Government, and in the state body, the head of this body (the state secretary) with the help of the personnel service exercise it. National Academy for Public Administration under the President of the Republic of Moldova is responsible for carrying out the training of civil service and scientific and methodological support for the activities of government authorities. As of 01 January, 2016, the total number of civil servants of government authorities and local self-government bodies is 33,734 persons.

At the request of the EU delegation and in cooperation with the Government of the Republic of Moldova, the SIGMA programme reviewed and evaluated the public administration in the Republic of Moldova in the areas covered by the principles of public administration. The SIGMA programme baseline began in September 2015 and ended in April 2016. The main findings and recommendations of the public administration assessment in the Republic of Moldova within the framework of SIGMA programme identify a number of problems that need to be addressed:

1. Regarding the strategic framework for public administration reform: to prepare a comprehensive strategic framework for the definition of public administration reform; to strengthen coordination and monitoring mechanisms and capabilities at the political and administrative levels; to provide budget expenditures for the

implementation of public administration reform in order to ensure that the planned reforms are actually implemented.

2. Regarding the policy development and coordination: to clarify the functions, roles and responsibilities of key government agencies involved in policy formation and implementation; to strengthen cooperation in coordinating and monitoring the efficiency and effectiveness of the Government; improve information interaction with the Parliament and gradually introduce a system of regular reports on the implementation of basic laws; strengthen the use of instruments to assess the potential impact of policies and ensure a systematic calculation of reforms cost; to establish and regularly use interdepartmental forums for resolving conflicts, both at political and the highest political levels.

3. Regarding the civil service and human resources management: review the legislative framework of the civil service and ensure its dissemination to all public establishments with typical tasks in the area of public administration; to provide employment based on merit, encouragement - on the basis of objective arguments, and dismissal - on the basis of a clearly defined and objective procedure; to improve salary system; to improve the information system for collecting information about civil servants; to clearly define the duties of state secretaries, to clarify their responsibilities and to limit the influence of the authorities when they are appointed and dismissed.

4. Regarding the responsibility: to review the profitability and efficiency of state enterprises performing administrative functions; to strengthen coordination procedures for implementation of judicial reforms, including reform of administrative courts system; to improve the Law on access to public information in order to improve its implementation; to strengthen the capacity of the People's Advocate Establishment and to introduce complex monitoring procedures for the implementation of the recommendations given to them; to review the existing rules of state liability and payment of compensation in case of administrative violations.

5. Regarding the administrative services provision: to strengthen the capacity for development, implementation and monitoring of service reform, to promote continuous improvement of the quality and accessibility of services for all, especially for people with special needs; to draft a law on general administrative procedures for observance of the principles of good governance; continue digitizing,

focusing on high-priority areas, and promote information interactions between systems and agencies, gradually eliminating digital and physical barriers to access to public services.

6. Regarding the public finance management: to provide preparation of the budget forecast for the medium term, including analysis of the long-term cost of investments, analysis of debts and the expected evolution of public debt; to provide support for the development of financial management and control systems, conduct a more detailed analysis of the annual reports of the internal audit; to amend the Law on Public Procurement in line with EU standards in order to make purchases safer, to reduce the number of random assignments of contracts, and to provide a mechanism for the fair consideration of complaints; to strengthen the capacity of the Accounting Chamber and to establish effective agreements with the Parliament to ensure the systematic implementation of the Accounting Chamber recommendations.

As the Prime Minister of the Republic of Moldova, Pavel Philip noted in his speech, public administration reform at both the central and local levels is one of the debts for the implementation of the Association Agreement between the Republic of Moldova and the EU. In his opinion, public administration reform is one of the strategic priorities, as it is interconnected with many other reforms that must be implemented in the Republic of Moldova. Thus, in the beginning of 2016, the development of a new Strategy for Public Administration Reform for 2016-2020, approved by the Government Resolution as of 25 July, 2016, as well as a number of strategic documents (National Development Strategy “Moldova 2020” from 11 July, 2012) was initiated. The Government Program of the Republic of Moldova for the period 2016-2018; Government Resolution “On Approval of the Government Action Plan for 2016-2018” as of 20 July, 2016). The strategy of public administration reform for 2016-2020 is focused on reforming both at the central and local levels. Its overall goal is to establish a modern, effective, professional public administration that aims to provide high quality public services in accordance with the needs and expectations of citizens, as well as social and economic structures.

Thus, the main priorities of the public administration reform in the Republic of Moldova are:

- increasing the level of public administration responsibility (rationalization of the Government structure; strengthening of the public administration system; ensuring transparency of the decision-making process; institutional responsibility of the central executive authorities);
- public policies development (strategic and operational planning; policy analysis and consultation; coordination, monitoring and evaluation of policies);
- public services modernization (citizens' satisfaction and quality management of public services; reorganization of processes and establishment of single windows; e-governance);
- public finance management (macroeconomic forecast; income collection; budget planning and execution; government procurement; internal public financial control; financial statements);
- human resource management (official instruction; recruitment and selection; evaluation of achievements; professional development; classification and gradation; financial and non-financial motivation; integrity and professional ethics).

In order to coordinate the public administration reform, a National Council for Public Administration Reform has been established in the country (Governmental Decree “On the National Council for Public Administration Reform” as of 12 October, 2015), under the chairmanship of the Prime Minister, which also includes the chairmen of two profile parliamentary commissions and Government members. The Council represents a high-level platform for decision-making on strategic directions of reform, both at central and local levels.

STRATEGIC DIRECTIONS OF PUBLIC ADMINISTRATION REFORM IN THE CONTEXT OF REALIZATION OF THE EUROPEAN INTEGRATION POLICY OF UKRAINE

The signing in 2014 of the Association Agreement between Ukraine, on the one hand, and the European Union, the European Atomic Energy Community and their Member States, on the other hand (hereinafter – Association Agreement), proclaims the formation of a transparent, efficient and effective public administration system in Ukraine in accordance with the European principles of state administration, which is reflected in the text of the signed Association Agreement and should establish a solid basis for the further sustainable political and economic development of our state, to become the basis of reforming strategy for all key areas of government, building a social and legal state in order to satisfy the needs and expectations of citizens.

The general principles of cooperation contained in the preamble and the first section of the Association Agreement stipulate that Ukraine recognizes its commitment to democratic principles, the rule of law, good governance, human rights and fundamental freedoms, diversity, human dignity and a free market economy. Its provisions also state that the internal and external policies of the state should be based on the principles of good governance, combating corruption, the fight against various forms of transnational organized crime and terrorism, the promotion of sustainable development and effective multilateralism, which are the main principles for strengthening the relations between Ukraine and the EU. One of the principles that are key to strengthening the relations between Ukraine and the EU is determined by good governance, which implies the continuation of political, socio-economic, legislative and institutional reforms in Ukraine. In addition, our state has committed itself to strengthening the rule of law and strengthening democratic establishments at all levels in the area of general administration, law enforcement and judicial authorities, in particular, which obliges Ukraine to take measures to strengthen the judiciary, increase its efficiency, guaranteeing its independence and impartiality and combating corruption. In the trade area, the absolute majority of the principles regulate the management bodies' activities, which are aimed at

ensuring free competition, market economy, free trade, etc. The Public Finance Office focuses on ensuring the development of fiscal policies and internal control and external audit systems based on international standards, as well as is consistent with the underlying principles of accountability, transparency, economy, efficiency, effectiveness and good financial management.

The most important aspect of public administration is the presence in the Association Agreement a number of provisions that require the establishment of new government bodies or the allocation of new powers that already exist. For example, in the area of public procurement, it is envisaged that Ukraine should identify the central executive authorities responsible for economic policy, which has the authority to ensure consistent policy in all aspects related to public procurement. A number of provisions of the Association Agreement are aimed at developing an anti-crisis management in Ukraine, primarily to respond to global and regional challenges and threats.

Regarding the interpretation of the Association Agreement norms, it should take place in accordance with the Treaty on the EU Functioning, in particular the relevant judicial practice of the EU Court of Justice, as well as relevant secondary legislation, framework regulations, guidelines and other valid administrative acts of the EU, except in cases when there is a direct reference to the norms of international character. At the same time, as the practice shows, the EU is actively involved in reforming the public administration system and civil service in Ukraine, providing financial and professional assistance, and taking an active part in the negotiations. The EU in accordance with the Association Agreement, which stipulates that Ukraine and the EU are implementing a dialogue on internal reforms, has obtained this right. Above all, this dialogue is that the EU is given the opportunity to influence the changes and reforms in the system of Ukrainian governing bodies, to formulate and implement its internal policies, as well as to provide financial assistance for the implementation of reforms.

In the context of the provisions implementation of the Association Agreement, the task of reforming public administration system, increasing its role in the realization of new functions and tasks of the state was reflected in the signed a number of basic normative acts, namely:

- A plan for Association Agreement implementation for 2014-2017, which provides for the development of legislation, organization and implementation of measures aimed at increasing the professional competence of civil servants;
- Agreement on the Contract for Ukraine financing for the development of the state, which in particular provides for civil service reform and service in local self-government bodies, including the elaboration and adoption of laws on civil service and service in local self-government bodies;
- Concepts of the reforming local self-government and territorial organization of power in Ukraine, which provides for the formation of effective local self-government and territorial organization of power;
- Ukraine 2020 Strategies for Sustainable Development, which envisages the implementation of 62 reforms and state development programmes, in particular, decentralization and public administration reform, civil service reform and the optimization of state bodies system, regional policy reform, state financial control and budgetary relations reform, financial sector reform, public procurement reform, e-government program, etc.;
- The Agreement on the Coalition of Parliamentary Factions “European Ukraine”, which provides decentralization and local self-government reform and public administration reform;
- The Programme of activities of the Cabinet of Ministers of Ukraine and the Action Plan for its implementation, according to which the concentration of activities of the Cabinet of Ministers of Ukraine will be based on the tasks of decentralization and public administration reform and financial sector reform;
- The Legislative Reform Plan in Ukraine, which is the platform for the implementation of the political and legal foundations of developing society and state by the Verkhovna Rada of Ukraine, an instrument for achieving the goals for strategic reforms in Ukraine, including reforms of the Cabinet of Ministers of Ukraine and the system of Central Executive Authorities, public administration reform, envisaging the introduction of e-governance, civil service reform, the provision of administrative services reform, decentralization of power and local self-government reform;
- State Programme on Implementing the Principles of State Anti-Corruption Policy in Ukraine (Anti-Corruption Strategy) for

2014-2017, the provisions of which provide for measures to improve the procedure for ensuring public access to public information;

– Memorandums on Economic and Financial Policies between Ukraine and the International Monetary Fund, which include provisions for radical restructuring in the area of public administration and combating corruption, improvement of the business climate and state-owned enterprises reform, restoring stability and confidence in the financial sector, improvement of fiscal policy, etc.

The current Government of Ukraine has identified in its program the priority areas for improving the quality of public administration and public services. Implementation of this priority involves the achievement of a strategic goal - the construction of a public administration system based on European principles of public administration. Taking into account the European choice and the European perspective of Ukraine, the implementation of public administration reform is based on common values, namely the observance of democratic principles, the rule of law, good governance, which are declared in the Association Agreement. So, public administration reform aimed at improving public administration system and, accordingly, increasing the competitiveness of the country. At the same time, for the successful development and implementation of urgent reforms in Ukraine, consolidation of efforts and coordinated actions of all parties are needed: all branches of government, civil society, international donors, expert environment and business representatives.

For the purpose of legislative consolidation of the theoretically substantiated methodological base of public administration system improvement during 2015 Secretariat of Cabinet of Ministers of Ukraine, in cooperation with other interested bodies, including Ministry of Economic Development and Trade of Ukraine, Ministry of Finance of Ukraine, Ministry of Justice of Ukraine, National Agency of Ukraine on Civil Service, the drafting of the Strategy for Public Administration Reform for 2016-2020 was elaborated. In accordance with the agreement between the Ex-Prime Minister of Ukraine A. Yatsenyuk and European Commissioner J. Hann, and taking into account the EU side letter, on 30 December, 2015, an EU advisory community on public administration reform was formed that also actively assisted the Ukrainian side at development of the above-mentioned document. The draft Strategy, after initial consultation with

SIGMA programme experts and other EU experts, was developed and actively discussed in working groups that included representatives of all interested government authorities, people's deputies of Ukraine, as well as representatives of civil society. In addition, a dialogue was continuously maintained with EU experts on public administration, including representatives of the EU Advisory Group on Public Administration Reform. The draft Strategy has been positively evaluated by both domestic and international experts and was approved at the meeting of Coordination Council on Public Administration Reform and in June 2016 approved by the Cabinet of Ministers of Ukraine.

Strategy ideology is to build an effective public administration system that is in line with the principles of EU public administration, capable of producing and implementing a coherent public policy aimed at sustainable social development and adequate response to internal and external challenges; providing quality public services to citizens and ensuring the optimal use of public finances. Establish an effective public administration system capable of producing and implementing a coherent public policy aimed at sustainable social development and an adequate response to internal and external challenges is the main objective of the Strategy. According to the Association Agreement, the implementation of the Strategy is based on shared values, namely compliance with democratic principles, the rule of law, and good governance.

The main priorities regarding the strategic principles of public administration reform are the implementation of tasks and measures for:

- identification of the political leader responsible for public administration reform, effective coordination mechanisms and clear division of responsibility;
- Strengthening the capacity of government authorities to reform public administration;
- identification of a separate unit to provide support for reform, professional, technical and administrative support to the political leader activities of public administration reform and coordinating activities mechanism;
- communication support for public administration reform;
- an assessment of public administration with a view to establishing a framework for mid-term review and Strategy analysis

and a plan for its implementation in accordance with Public Administration Principles.

The strategy, taking into account European principles of public administration, defines five areas of reform:

1. The “strategic planning of public policy formation and coordination” is aimed at establishing effective and rapid policy of coordination systems in order to effectively formulate policies, both at the national level (political, administrative and civil society levels), and internationally, ensuring that the interests of the parties are taken into account, as well as informing the public about future changes. The main tasks of this direction are: increasing the strategic capacity of the Cabinet of Ministers of Ukraine; improvement of the strategic planning system, its monitoring and evaluation; improvement of the methodology formation of the state policy, including the assessment of the quality of normative work; introduction of an electronic document management system.

In this context, it is planned to increase the collegiality and transparency of the activities of the Cabinet of Ministers of Ukraine and transfer of its individual powers to the relevant ministries and other Central Executive Authorities. In addition, the structure of the Secretariat of the Cabinet of Ministers of Ukraine provides for the establishment of a unit for strategic planning and policy coordination, whose mandate will include coordinating the implementation of the institutional framework and standards of the strategic management system and supporting the relevant units of other Central Executive Authorities. One of the important tasks is to define common requirements and methodology for preparing strategic documents. Particularly relevant are the issue of updating standards for the preparation of legal acts.

Implementation of European standards of government authorities’ work is impossible without the introduction of electronic document management system, which should provide efficient document circulation and convenient search of the necessary documents.

2. The direction of “ensuring accountability of public administration” will be conducted taking into account the organization of central executive authorities system has a significant impact on the overall work of the Cabinet of Ministers of Ukraine. The central executive authorities system must operate on the principles of

rationality, transparency, economic availability, accountability in order to meet the needs of citizens. The main tasks of this direction include: a clear definition of the mission, areas of responsibility, functions and tasks of the ministries and other Central Executive Authorities; determination of the Central Executive Authorities accountability; ensuring accountability, conducting functional surveys and optimizing the number of employees of ministries and other Central Executive Authorities.

To this end, the planned reorganization of the Central Executive Authorities system is to conduct a horizontal functional survey in 2017, which will eliminate the duplication of the Central Executive Authorities. In order to ensure consistency in the sectorial areas of government policy, it is necessary to conduct a vertical functional review in the area of fiscal policy (Ministry of Finance), regional policy (Ministry of Regional Development of Ukraine, development of the economy as a whole and its separate sectors (Ministry of Infrastructure of Ukraine and other ministries), as well as other areas of government policy.

3. The “civil service modernization and human resources management” direction involves civil service institute reform, formation of a new generation of civil servants – professional and committed, initiative, purposeful, ready to take responsibility, put forward and implement the boldest intentions.

Basic components of public administration reform that will ensure above-mentioned include: determination of positions of civil servants responsible for the implementation of main national reforms and has a right on conditions of payment under the systems of remuneration of civil servants (hereinafter – reform experts); introduction of public administration principles in the civil service system by realizing the Law of Ukraine “On Civil Service”; financial stability of remuneration system reform of civil servants taking into account macroeconomic indicators; staffing realignment of employees in system of public administration; creating structural subdivisions on personnel management and establishing the position of reform expert in ministries and other government authorities; creating the integrated human resource management information system in the civil service; reforming professional training system of civil servants, including proficiency of one official language of the Council of Europe; strengthening capacity building of the NAUCS.

1. The area “Providing administrative services” provides for the further development of centers of providing administrative services, increasing a number of administrative services provided through such centers, enhancing its quality.

The main activities of this area will be carried out in the following ways: adoption of a law on general administrative procedure according to the EU standards and gradual certain administrative services still needs to be reconciled with identified general principles; establishment at the legislative level of basic principles and rules of the administrative procedure; bringing sectoral laws into line with general principles of providing quality administrative services; further developing centers of providing administrative services, increasing a number of administrative services provided through such centers, enhancing its quality; creating (improving) registry with data of citizens, legal entities, plots and estates, taxes, social security, ensuring the interoperability of systems and data exchange at the operational level instead of submission of certificates and other documents.

In order to ensure the openness and transparency of public administration, the Unified State Portal of Administrative Services has been set up to providing citizens and legal entities with accessible, transparent, secure and convenient access to one-stop shop administrative services.

1. An area “Public financial management” provides for developing the contemporary efficient public financial management system which is able to provide quality public services, to effectively accumulate resources and distribute in strict compliance with the country’s development priority in the medium to long term.

The main assignments of this area, according to the Strategy of Public Finance Management System Reforming till 2017–2020, defined the following:

- introduction of a full-fledged strategic and medium term budgetary planning that provide for distributing resources in strict compliance with the country’s development priority and tightening overall fiscal discipline;

- introduction of an efficient planning and assessment system for the public budget execution, strengthening the role and

responsibilities of chief custodians of public budget on prioritization of its activity and expenditure for its achievement;

- enhancing effectiveness of public spending due to comprehensive analysis of its expediency and efficiency, and change in expenditure approach through shifting from maintaining facilities to providing quality public services;

- improving quality and effectiveness of taxes and fees administration and compliance with the provisions of the tax legislation;

- strengthening control of fiscal risks and implementing measures for its minimization, in particular on public enterprises, government guarantees and other contingent debt;

- providing strategic allocation and monitoring of public investment;

- supporting the process of fiscal decentralization through appropriate allocation of powers and resources, as well as ensuring accountability of local budgets;

- increasing management accountability and efficiency of internal control and audit in government authorities at the central and local levels.

Implementation of public administration reform in Ukraine envisages radical changes in the work ideology of the Cabinet of Ministers, government authorities, priority area of activity to be creating an effective, transparent, open and flexible government structure which is capable to ensure political, socio-economic, legislative and institutional reforms necessary for efficient realization of the Association Agreement. As a result of reform implementation should be forming an effective public administration system and accordingly increasing the competitiveness of Ukraine.

The adoption of the Strategy led to the establishment strong basis for the implementation of public administration reform and secured financial support from EU for its realization. In particular, on 13 May 2014 the Prime Minister of Ukraine Arseniy Yatsenyuk and President of the EC José Manuel Barroso signed Financing Agreement to conclude the country's development deal which envisages disbursement of financial aid to Ukraine amounting 355 million euros supporting Government's reforms including reform of public administration system, in particular: civil service and service in local

self-government authorities reforms, providing administrative services system, public financial management system, as well as intensifying the fight against corruption. The financing of the Agreement was carried out in two tranches – 250 million euros – in the second quarter of 2014 (basic tranche), 105 million euros – in mid-2015 (variable tranche). In total, since 2014, 3.4 billion euros of macrofinancial assistance have been earmarked (2.2 billion euros were already provided to Ukraine). In particular, between 2015 and 2016, funding was allocated to decentralization (100 million euros), economic development (90 million euros), the fight against corruption (15 million euros), public administration reform (104 million euros), and rule of law (52.5 million euros).

In order to maintaining the main areas for public administration reform, the Financing Agreement “Support to a Comprehensive Reform of Public Administration in Ukraine” between Government of Ukraine and European Commission was signed during the meeting of the Association Council between the EU and Ukraine. Effective realization of the program will strengthen the capacity of government authorities responsible for implementation, coordination, monitoring and reporting on the public administration reform; enhance financial stability of public administration reform; improving the procedural and institutional framework for the governmental system of strategic planning and public policy formation; implement the public administration principles developed by the SIGMA Programme in the civil service system of Ukraine; improving human resource system within public administration system; improving institutional-legal foundations of government authorities’ activities through redefinition of functions and objectives; improving the legal and regulatory framework, procedures, infrastructure, personnel and technical capacity of centers for providing administrative services; enhancing the organization and management of human resource in the Ministry of Financial of Ukraine and other government authorities concerning issues on public financial management. Total financial support that the EU has extended to Ukraine for program realization is 104 million euros. Most of the financial resources – 90 million euros – European Commission will provide through annual instalments to the public budget of Ukraine. Monitoring of the use of financial assistance will be provided by the Delegation of the European Commission to

Ukraine in cooperation with the Support Group for Ukraine. In addition, the program includes technical assistance amounting to 14 million euros. The goal is ensuring an appropriate level of expert advice and support, in particular by the EU Member States. This assistance will enable Ukrainian Government to efficiently and harmoniously implement public administration reform.

THE EFFECTIVENESS OF THE REFORM OF PUBLIC ADMINISTRATION IN UKRAINE: AN ANALYSIS AND FORECAST

Successful implementation of public administration reform required the systematic use of all mechanisms of the reforming public administration in accordance with the public administration principles developed and proposed above.

According to the Strategy, it is planned to implement the reform of public administration in five specific areas. However, according to European principles of public administration, there are six distinct areas of reform. The Strategy did not find a reflection on the “strategic framework for reforming public administration”, which is quite effectively implemented in practice. In this regard, the assessment of the implementation of reform, as part of our study, will be carried out on the basis of European principles of public administration.

1. Within the area “Strategic reforming public administration” following mechanisms were defined: legitimacy of political leaders, political and social participation in the reform realization and single focal point of reform.

Political leadership in the realization of public administration reform is provided through appointment of the Vice Prime Minister for European and Euro-Atlantic Integration of Ukraine Ivanna Klympush-Tsintsadze responsible for overall reform coordination. New structural subdivisions were established within the Secretariat of the Cabinet of Ministers in order to accompany the reform and support the political leadership: Department on Public Administration (a total number of employees is 12, as of 1 January 2017 – 7 is operational) and the Department for Policy Planning and Coordination (total 23 employees, as of 1 January 2017 – 12). In addition, at the high political level, the reform is supported within the framework of the National Council for Reforms, including P. Poroshenko, who is its chairman, V. Groysman and A. Parubiy. Therefore, it can be argued that today Ukraine has a very strong potential of political leadership that should provide effective support necessary for the implementation of tasks and measures aimed at improving the system of public administration.

A prerequisite for the effective reform realization is single coordination reform center. In this regard, on 18 May 2016 the Government of Ukraine established Coordination Council, approved its and its provisions. The main tasks of the Coordination Council are as follows: assistance in ensuring the coordination of executive authorities' activities related to the development of the project and implementation of the Strategy and implementation of the plan of measures for its implementation; conducting analysis of draft legislation acts aimed at creating a legal and regulatory framework for public administration reform. As well as preparing proposals for:

- improvement of the executive authorities system in order to enhance effectiveness of bodies and civil servants;
- activity of executive authorities related to public administration reform and ensuring the support for it;
- strengthening the legal and regulatory framework on administrative relationships, basic economic activity of central executive authorities, introducing the efficient administrative procedures;
- deconcentration of responsibilities of central executive authorities, facilitation of procedures for providing the management services to individuals and entities by central executive authorities;
- determination of the amount of financial resources jointly with relevant authorities for realization the activities of the Strategy.

In 2016, two meetings of the Coordination Council were held and relevant working groups were established respectively under the leadership of the Minister of the Cabinet of Ministers of Ukraine, Head of NAUCS and First Vice-Prime-Minister – Minister of Economic Development and Trade of Ukraine on the main reform areas: “Strategic planning, shaping and coordination of public policy”; “Civil service and human resource management”; “Providing the administrative services and an administrative procedure”.

In addition, coordination of public administration reform is carried out at the level of ministries. In particular, the Concept of creating a team of reform experts provides the appointment of civil servants into the ministries, who are responsible for carrying out general national reforms and have a right on conditions of payment under the systems of remuneration of civil servants. These persons are responsible for the preparation and implementation of key national

reforms (identification of problems, preparation of proposals and action plans for its solution, drafting of relevant legislative acts, organization and participation in implementation of the mentioned action plans, assessment of the results of its implementation), to whom special conditions for remuneration in the framework of the general system of remuneration of civil servants apply.

According to the mentioned order, reform expert positions defines three groups: State Secretary of the Cabinet of Ministers, deputies and state secretaries of ministries; heads and deputies of independent structural subdivisions of government authorities which are carried out the preparation and implementation of key national reforms; civil service positions of “B” and “C” categories which identified as reform expert positions, approved by the Cabinet of Ministers by submission of the Minister of the Cabinet of Ministers, and prepared by the NAUCS based on proposals of relevant ministers.

In order to ensure the coordination of reform implementation at the appropriate level, a consultative and advisory body – Reform Office was established under the CMU, chaired by the Minister of the CMU. Project managers prepare the proposals on reform planning and provide advisory and methodological assistance to ministries and other government authorities on its implementation.

Realization of the reform is carried out with the wide involvement of all stakeholders, namely representatives of various political forces, general public, business community, international organizations and experts. For the purpose of ensuring political consensus in the reform process, a National Council of Reforms was set up, which is a platform for consensus-seeking and decision-making, consisting of representatives of all stakeholders. The main assignment of the National Council of Reforms is an identification of reform priorities, coordination of reform efforts, monitoring implementation and achieving the goals of reforms. Decisions of the National Council of Reforms are taken on consensus of all members, which ensures the coherence of positions in the reform process. The organizational and analytical support of its activities is provided by the Executive Committee of Reforms, the main tasks of which are preparing proposals on strategic planning of reforms, in cooperation with the National Reform Council, with responsibility for selected reforms of the proposals for, their coherent implementation, the

resolution of controversial issues, and monitoring of the implementation of reforms.

In order to support the responsible ministers and heads of government authorities in developing and implementing the reform, Reform Task Team (hereinafter – RTT) are being set up and implemented in reforms. The main task and result of the work of the RTT is to develop packages of reforms in accordance with certain formats and standards and to further implement reforms in accordance with developed and approved plans.

In this regard, it could be argued that such mechanisms as legitimacy of political leaders, unified coordination center for reforms implementation and political and social participation in the reform realization are fully carried out and create the conditions for efficient realization of the area “Strategic Framework for Reforming Public Administration”.

In addition, the next important step for capacity building of the Government to reform implement is introduction of the systematic education through trainings, workshops, exchange programmes for civil servants responsible for the Strategy realization.



2. Within the area “Strategic Planning, Coordinating and Public Policy Implementation” among identified mechanisms (strategic dimension of public policy; regular monitoring and assessment of the reform realization process, information and communication support) electronic multi-institutional cooperation) at present, only two are used – and electronic multi-institutional cooperation.

In order to realize the mechanism “strategic dimension of public policy”, the tasks and measures were outlined for providing the regularity, predictability and transparency of the CMU activity, increasing the responsibility of ministries towards the formulation and implementation public policy in its areas of competence. For this purpose, the Government developed a draft Medium-Term Priority Action Plan to 2020, aimed at synchronizing the efforts of all stakeholders, including international organizations and donor communities to consolidate the country’s public policy for improving the well-being level of its citizens in a single strategic vision. A new structure of the SCMU was developed and approved. 13 strategic plans of ministries and other central executive authorities were approved, which define tasks and indicators of its results aimed at achieving strategic goals, as well as budget programs covering the goals and objectives set by the plan.

In order to improve the procedures of preparation and approval of the governmental decisions, the changes to the Regulation of the Cabinet of Ministers were adopted. It provides: introduction of planning the CMU meetings through approving quarterly plans of issues for consideration at the Government session; improvement of operation of governmental committees; shortening the terms of approval of individual documents; the exclusion of a clause of the Regulation, which allowed ministers to submit draft acts during a Government meeting without complying with the regulatory requirements. At the same time, the work on the complex improvement of the CMU Regulations needs to be continued. In this connection, a working group was created under the chairmanship of the Minister of the CMU, which continues the work on the revision of the document.

In addition, approaches to the decision-making public policy have been changed: a political proposal is being prepared at first

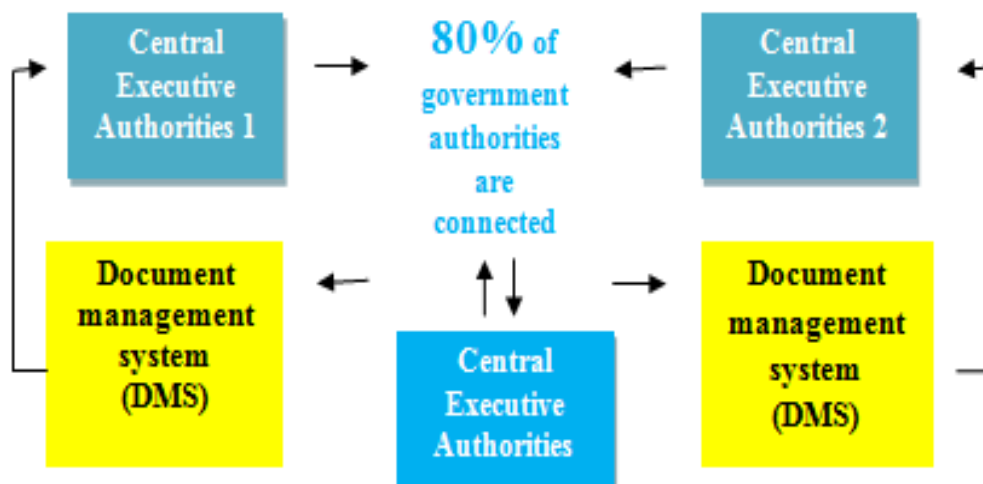
(identification of the problem, alternative options for its solution, involvement of stakeholders, selection of criteria for its comparison, selection and implementation plan of the best of them), and the next stage for implementation of the steps on its implementation will be the preparation of normative acts. Thus, the Government identifies some priority areas of activity that require approval of a political proposal.

In addition, the document refers to restoration of network of highways and formation of a qualitatively new system of management and financing of the road economy, the reform of the railway transport, control over the movement of freight transport on public roads, the accession of Ukraine to the European Aviation Area; improvement of the public administration system in the sea and river transport and in the sphere of merchant shipping. In addition, the document covers several important areas of reform: the system of interrogation, the diplomatic service, the system of state support for agriculture, and the system of state internal financial control for 2016-2020. In order to develop and formulate relevant policy proposals in priority areas in 2016, the Government approved: Concept of Health Care Financing Reform; Concept for implementation of state policy in the field of climate change for period up to 2030; Concept of Implementation of the State Policy in the Reform of General Secondary Education “New Ukrainian School” for the period up to 2029. Policy proposals in the field of public language policy were developed “New approaches to the perception of the public language”, as well as on the reform of rail transport.

Electronic multi-institutional cooperation is ensured through introduction of document exchange between SCMU, central executive authorities, regional state administrations in electronic form via electronic cooperation authorities system, except for documents with restricted access, financial documents, personnel documents related to personal data processing, documents requiring notarial certification, certificates of ownership, court case documents, in the cases provided by law. In addition, Regulations on the electronic interaction of state electronic information resources and the list of priority state electronic information resources for implementation of electronic interaction were approved. The activities on connection the priority public registers to the electronic interaction system, namely State Agency for E-Government of Ukraine jointly with the Administration of the State Service of Special Communications and Information Protection of

Ukraine (hereinafter - the State Service of Communications), Ministry of Internal Affairs of Ukraine, Ministry of Justice of Ukraine, State Migration Service of Ukraine, State Architectural and Construction Inspectorate of Ukraine, State Service of Ukraine for Geodesy, Cartography and Cadastre. Ten pilot web services for access to priority registers of mentioned bodies were introduced.

System of electronic interaction executive authorities



State Agency for E-Government of Ukraine was delegated the authority to forming public policy in the area of electronic governance and development of the information society. In order to modernizing the Government web-portal, grant assistance was attracted and technical specification was developed and pilot Bank ID and Mobile ID projects were initiated.

In order to reforming the legislation in the sphere of public key infrastructure and electronic trust services, based on EU experience, a draft Law of Ukraine "On electronic trust services" was sent to the Verkhovna Rada of Ukraine.

The analysis shows that the implementation of the mechanisms of "strategic dimension of public policy" and "electronic multi-institutional interaction" at the current stage of public administration reform has already begun. However, mechanisms such as "regular monitoring and evaluation of implementation of reforms" and "information and communication support of reforms" are not used at all, although its implementation is provided by the objectives and measures of the Strategy.

Taking into account the considered achievements and outstanding issues in the framework of implementation of the above mentioned mechanisms in the area of “strategic planning, shaping and coordination of public policy”, it would be advisable to take the following measures:

- to continue work on improvement of strategic planning, shaping and coordination of public policy;
- to introduce a national register of electronic information resources;
- to introduce an inter-ministerial electronic data exchange;
- to ensure an electronic form on preparation, approval and consideration of normative and legal acts by the CMU;
- to introduce an unified electronic document form in the public administration and local self-government systems;
- to ensure monitoring of the realization process, procedure for accountability and assessment of the Strategy realization;
- to introduce information and communication support for the realization of public administration reform.

3. The area “Accountability, transparency and surveillance” is implemented through the realization of following mechanisms: coordination and allocation of powers; institutionalizing the capacity of government authorities in terms of achieving goals; decentralization and de-bureaucratization of public administration; partisipativeness in public administration.

Mechanism of coordination and clear distribution of powers of government authorities involves analyzing and diagnosing the state of government authorities system with contemporary instruments, identifying duplication of functions and developing a new model of public administration that will ensure the rational use of institutional, financial and human resources.

For determining clear accountability and subordination to the relevant ministries of the central executive state authorities, coordinated directly by the CMU, the Cabinet of Ministers approved the Regulations of the Minister of the CMU. According to which the Cabinet of Ministers is empowered to coordinate the work of the central executive state authorities, whose activities are directed and coordinated by the CMU.

EU Advisory Team on Public Administration Reform jointly with the SCMU drafted a “Framework Document on Policy in the Area of Reorganization Central Public Executive Authorities”, which should outline the general principles for the organization of the central public executive authorities system and the appropriate steps to implement these principles (reorganization) through a functional review.

In order to institutionalize the capacity of public authorities in terms of achieving the objectives of powers distribution in ministries and other central executive public authorities, the provisions on ministries and other central executive public authorities are aligned with legislation defining its exclusive competence and responsibilities, in particular, Ministry of Information Policy of Ukraine, Ministry of Temporarily Occupied Territories and Internally Displaced Persons, Ministry of Defense of Ukraine, Ministry of Social Policy of Ukraine, Ministry of Finance of Ukraine, Ministry of Justice of Ukraine, Ministry of Economic Development and Trade of Ukraine, Ministry of Infrastructure of Ukraine, Ministry of Ecology and Natural Resources of Ukraine, Ministry of Youth and Sport of Ukraine, Administration of State Service of Special Communications and Information Protection of Ukraine. Amendments to the Provisions of the Ministry of Education and Science of Ukraine, Ukrainian Center for Educational Quality Assessment, Ministry of Regional Development, Construction, and Housing and Communal Services of Ukraine, State Architectural and Construction Inspection of Ukraine, Ministry of culture of Ukraine, State Migration Service of Ukraine, Ministry of Foreign Affairs of Ukraine, Ministry of Agrarian Policy and Food of Ukraine were developed.

Decentralization and de-bureaucratization of public administration are ensured through the implementation of the “Concept of the Reform of Local Self-Government and Territorial Organization”. According to which, it is ensured not only the distribution of powers and resources of local self-government authorities to the village and city councils, but also the creation of capable territorial communities that will be able to implement the powers entrusted to them. In addition, on 9 April 2015 the Law of Ukraine “On Voluntary Association of Territorial Communities” was adopted, which allowed local self-government authorities to unite in territorial communities, and de facto form new administrative-

territorial units — united territorial communities. In fact, 366 united territorial communities in two years were created in Ukraine, and in 47 OTG elections have already been announced.

Participativeness in public administration is ensured through the development of a civil society within a context of increasing social and political activity of population, which gives grounds to state the process of democratization of Ukrainian society. In particular, the National Strategy for the Development of Civil Society for 2016–2020 provides for the creation of favorable conditions for the development of civil society, various forms of participatory democracy, and the establishment of effective interaction between the public and executive public and local self-government authorities. In 2016, the Coordinating Council for Civil Society Development was created, which is a consultative and advisory body under the President of Ukraine. Resolution of the Cabinet of Ministers of Ukraine as of 8 April 2015 provided the opportunity to conduct public consultations in direct and indirect forms. A direct consultation form of public authorities with civil society is a public civil discussion (public hearings, forums, round tables, conferences, meetings, public meetings, public councils, Internet and video conferences) and/or electronic consultations via the official web-site of executive authorities or governmental web-site “Civil Society and Power”. An indirect consultation form of government authorities with civil society is the study of public opinion, realizing through sociological researches, observations, telephone hotlines, processing and synthesizing the proposals and comments of citizens, monitoring of printed and electronic mass media. In addition, the requirements for limiting the maximum number of members of the public council to 35 persons were determined; as well as requirements on the experience, competence and professional training of members of public councils and the diagnosis of the level of competence of the contenders for membership in the council.

Analyzed the mechanisms within this area, it can be argued that overall their implementation has been successfully launched. At the same time, it is necessary to foresee follow-up work:

- reorganization of central executive authorities system, envisaging the continuation of implementation of measures by

improving the procedure of preparation and decision-making of the CMU;

- determination of competence and authority of ministries and other central executive authorities by carrying out horizontal and vertical functional surveys and, as a result, updating the structures of the authorities;

- ensuring the continuity of the work of the Coordinating Council for Civil Society Development;

- introduction of a three-tier system of administrative-territorial organization of Ukraine – an area, a district, a community with the general rule of local self-government;

- formation of a substantiated territorial basis for the activities of local self-government bodies capable of ensuring the availability and proper quality of administrative services provided by the authority;

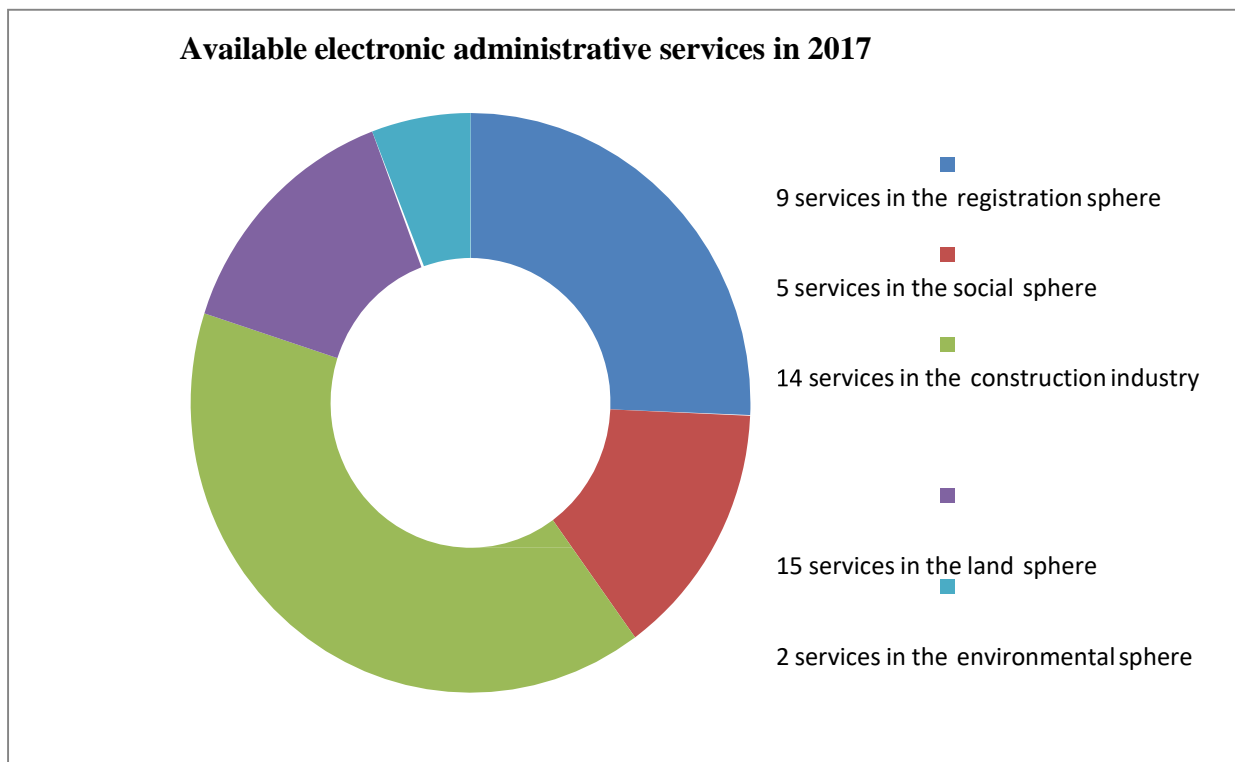
- creation of appropriate material, financial and organizational conditions for ensuring that local self-government bodies exercise their own and delegated authority.

4. Area “Providing the services” is realized through the introduction of marketization and customer-orientation mechanisms in public administration. In particular, systematic work is being done in Ukraine on the approximation and improvement of the quality of administrative services, which is identified as one of the major priorities of public administration reform.

It should be noted that during 2016, the development priorities in this area consisted in the introduction of priority administrative services in electronic form in accordance with the list of 20 basic areas of electronic services of the EU (the most popular, socially important and risky services in terms of corruption) by 2018 (close 50-60 e-services).

Concept of development of system of electronic services in Ukraine was approved, which defines the areas, mechanism and timing of the formation of an effective system for providing electronic services to meet the interests of individuals and legal entities through the development and maintenance of accessible and transparent, safe and non-commercial, least costly, fast and convenient electronic services.

Work on the introduction of administrative services in electronic form through the the Unified State Administration Services Portal continues, which provides access to information about administrative services using the Internet and the provision of administrative services in electronic form. The list of electronic services has been expanded in 2017 to 35.



In 2017, 64 new centers for administrative services provision were opened – from 682 in 2016 to 746 at the end of 2017. In the united territorial communities 71 centers for administrative services provision already operate, in 2017 their number has increased by 50. The list of services provided in the centers for administrative services provision is expanded from an average of 84 in 2016 to 95 services in 2017. According to the order of the Cabinet of Ministers of Ukraine, the list of services of central executive authorities, which should be provided by centers for administrative services provision, is extended to 136. In 2017, centers for administrative services provision provided 11 million services, which is 33% more than in 2016 (8.3 million services). On average, more than 40 thousand services are provided to individuals and legal entities through each center for administrative services provision every day.¹

¹ <http://www.me.gov.ua/Documents/List?lang=uk-UA&id=f344936a-5eb0-482d-ae5a->

➤ **Map of centers for administrative services provision**



74

the total number of established centers for administrative services in Ukraine

+6

new centers for administrative services

50

of them are located in the united territorial communities

In addition, draft Order of the Cabinet of the Ministers “On approval of the Concept of introduction of identification of a person during access to the resources of state information systems without the use of electronic digital signature” was developed.

Taking into account addressed achievements and outstanding issues within further process of marketization and customer-orientation in public administration, including improvement of the quality of services provided to consumers, increase in the availability of administrative services, it needs to ensure:

- approving Action Plan on realization of the Concept of development of electronic services system;
- introducing at least 20 priority electronic services;

- ensuring the development and operation of an unified public administrative service portal (poslugy.gov.ua) and integration of information system of central and local self-government authorities;
- automation of centers for providing administrative services;
- introduction of unified instruments for electronic identification of unlimited duration.

5. Within area “Modernization of Civil Service” two mechanisms are realizing: development of human capacity and professionalization of civil service.

Realization of the “development of human resources in the civil service” mechanism is carried out through exercising a number of tasks and measures, aimed at establishing professional, political neutral, responsible, citizen-oriented civil service institution.

In conditions that ensure efficient reforming the civil service, NAUCS in conjunction with international experts and representatives of civic organizations, as the Centre of Policy and Legal Reform, civic platform “Reanimation Package of Reforms”, the Civic Platform “New Country” prepared a draft law “On Civil Service” appreciated by SIGMA experts. On 17 January 2015 mentioned draft law was sent for consideration to the Cabinet of Ministers, and on 10 December 2015 the Verkhovna Rada of Ukraine approved the Law of Ukraine “On Civil Service” No 889-VIII which gave start in reforming civil service system.

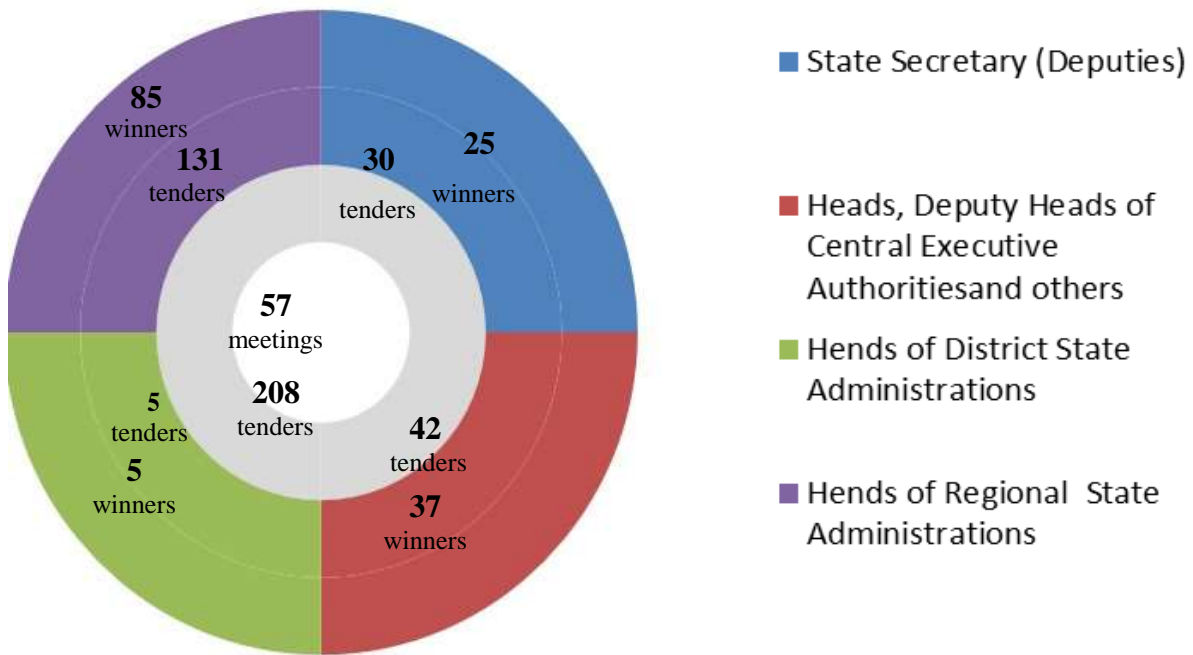
This law provides the following reform innovations: introduction of the procedure for compulsory competition for filling the vacant positions and at promotion to a higher position; distinction between political and administrative positions in ministries and introduction of position of State Secretary in the Cabinet of Ministers and ministries; clear position classification and its requirements based on competence; transparent remuneration mechanism; determining the inventory of causes for dismissal of civil servants and prohibition of senior officials from being members of political parties; introduction of three categories of positions instead seven. According to SIGMA experts’ evaluation the law has been harmonized to the EU public administration principles as well as taken into account EU Member States’ experiences.

During 2016 an adoption of required legal acts for proper implementation of the Law within the time-frame was ensured. In

general, 53 subsidiary acts were issued, namely, 4 draft laws, 22 resolutions and 13 orders of the Cabinet of Ministers, 14 orders of NAUCS and Ministry of Social Policy were approved.

For the purpose to fill the positions of state secretaries in the Cabinet of Ministers of Ukraine ministries and other government authorities, the Commission on Senior Civil Service was established, approved its personal composition and ensured its activity. As of April 01, 2018, since the Commission had begun its engagement, 62 meetings and 215 tenders for civil service of category “A” were held, including state secretaries of ministries, heads of regional and district state administrations, heads of central executive authorities and their deputies. 140 winners have been appointed.

Statistics on passing tenders for category “A”



The Government has appointed 17 state secretaries of ministries, the State secretary of the Cabinet of Ministers of Ukraine and four its deputies. As of January 12, 2018, 90% of positions of state secretaries are already filled. 35 people have been appointed to the civil service positions in the central executive government authorities (heads, first deputies, deputy heads, chief executives, state secretaries, deputy state secretaries), including 5 women and 30 men. 75 people have been appointed to the positions of heads of district state administrations (RSA), including 17 women and 58 men. According to the results of competitions for holding vacant civil service positions of category in 2017, 23% of such positions are occupied by women. Compared to

2016, the indicator has almost not changed (22%). One of nine positions of the state secretary is occupied by a woman that is equal to 11 percent. This correlation is only a partial improvement compared to 2016, where the part of women in the “A” category positions was 7.6 percent. The indicator among the managers of central executive government authorities and their first deputies almost coincides with the general statistics on “A” category positions in both 2016 and 2017 that is 21 percent. The best gender indicator at the level of heads of local state administrations, where 18 women took the corresponding position from a total of 70 people (25,7%).

In order to ensure appropriate conditions to realizing the right of citizens to equal access to the civil service it was ensured the functioning of a uniform vacancies web portal, as well as monitoring online test and announcing competition winners.

Furthermore, in order to raise capacity building of NAUCS to ensuring the effective realization of civil service reform, the provisions of NAUCS were amended and a new organizational structure was introduced that provides for Personnel Management and Human Resource Department. For the purpose of more effectively managing personnel and number of civil servants, provided requirements and introduced accountability of government authorities on the current number of civil servants. As of 1 January 2017 according to data of NAUCS an actual number of working civil servants was 200, 202 employees, and an overall number of civil service positions staffing table control according to the schedule of positions was 234, 756 employees (as of 1 January 2016 – 268, 370 civil servants).

A systematic approach to public administration reform implies its simultaneous implementation at both central and local levels. This requires a conceptual definition of service in local self-government authorities, through approving a new version of the Law of Ukraine “On Service in Local Self-Government Authorities”. In order to establishing new legal and organizational bases for the service in local self-government authorities as a professional and politically impartial activity for the benefit of state and society, as well as to ensure the realization of the right of citizens to equal access to the service in local self-government authorities, the Verkhovna Rada of Ukraine approved draft of the new edition of the Law of Ukraine “On Service in Local Self-Government Authorities” as of February 2017. The Law

contains a number of novels, chief among which is a new approach to separating the positions by the categories into local self-government authorities; requirement of political impartiality of servants; professional competency requirement for candidates to the positions of local self-government authorities; competition procedure; novels on remuneration, bonuses and promotion.

Professionalization of civil service occurred through reforming and a development strategy of the National Academy for Public Administration under the President of Ukraine. The goal of reform is providing quality scientific, expert analytical, educational services, including in the system of training, retraining, specialization and qualification of civil servants, local self-government officials, other officials with high level of professional, competency, patriotic, moral and ethical qualities; capable of making effective management decisions; competitive in domestic and international labour markets.

In addition, in order to further realization of mechanisms in identified areas, it is necessary to ensure:

- introducing integrated human resource management information system (HRMIS);
- introducing reform expert positions into the ministries;
- improving the competition procedures for the civil service;
- further reforming the professional training system of civil servants;
- establishing and operating of contemporary personnel management units in the civil service;
- further reforming the system for remunerating labour of civil servants;
- introduction of legislation on service in local self-government authorities.

6. Direction on public financial management is realizing through the establishment of three mechanisms: balance in budgetary resources, introduction of financial audit and improvement of public procurement system.

In Ukraine, the priorities and activities on ensuring the realization of three above mentioned mechanisms are provided by the Strategy of Public Finance Management System Reforming till 2017–2020, which is aimed at the development of efficient and modern public financial management system that can provide the

quality public services, efficiently accumulating resources and its distributing in strict compliance with the country's development priority in the medium-to-long term.

The Strategy of Public Finance Management System Reforming till 2017–2020 defines the main development areas of this sphere:

- overall fiscal discipline in the medium term (tax system, macroeconomic and budgetary forecasting, medium-term budgetary planning, fiscal risk management, public debt management, liquidity management),

- enhancing the effectiveness of resource allocation at the public policy-making level (strategic planning, program goal method, inter-budgetary relations and fiscal decentralization),

- ensuring better budget management (public procurement system, public investment management, accounting within the public sector, public internal financial control, public financial control, public external financial control),

- improving transparency and accountability in public financial management (budget transparency and citizen participation in the budgeting process, IT in public finance management).

Public budget of Ukraine for 2017 was developed complied with the provisions of the Government Action Plan, General Directions of the Budget Policy for 2018–2020, Strategy on Sustainable Development “Ukraine – 2020”. General directions of budget policy for 2017 provide balance resources and focus on achieving the goals of reform planned for 2017 that should to ensure social security, increasing the nation's military capacity for self-defence, regional social and economic development, creating the conditions for economic development and full honouring debt commitments.

Implementation of mechanism “improvement of public procurement system” is carried out through the introduction of electronic procurement system ProZorro 2.0, which in accordance with the Law of Ukraine “On State Procurement” as of 10 April 2014 is mandatory for all government customers. Thirteen authorized platforms provide access to the system. Adopted Resolution of the Cabinet of Ministers of Ukraine “On Approval of the Procedure of Electronic Procurement System Functioning and Performance of Electronic Trading Platform Authorization” No 166 as of 24 February 2016 establishes:

- operational requirements for electronic procurement system, particularly requirements for electronic marketplace operator;
- conditions for connection/disconnection of electronic marketplace to the ProZorro system and conditions for its authorization;
- procedure for access and fee access to an electronic auction module and database of an official web-site of the Ministry of Economic Development and Trade of Ukraine;
- requirements to the identification methods using in an electronic system of exchange of documents.

A number of tenders in the system has already exceeded 600 thousand as of 01 January 2017. A number of customers acceded to the system nearly 24 thousand. Average number of offers per one tender – 2, 45, and total savings was more than 8 billion hryvnias. Mechanism for improving public procurement system is reasonably effective implemented, as evidenced by the World Procurement Awards 2016 and win in the nomination “Trust of the Future” of the Davos Awards 2017.

Realization of financial audit mechanism laid down in the Association of Agreement, which identifies a number of activities, aimed at ensuring development of budget policy and reliable internal and external control systems based on international standards and Strategy of Public Finance Management System Reforming till 2017–2020.

In addition, as part of the implementation of all listed mechanisms in area “Public Financial Management” among issues to solve are highlighted following:

- adoption of the Action Plan on realizing the Strategy of Public Finance Management System Reforming till 2017–2021;
- development of the draft General Directions of the Budget Policy (budget declaration) for 2018–2020;
- introduction of a full-fledged planning and assessment system for public budget execution;
- development of revisions to the Budget Code of Ukraine on shifting from annual to the medium-term budget planning;
- improvement of legislative support of status and powers of the Accounting Chamber of Ukraine according to the EU standards;

- implementation of standards and methods of the International Organization of Supreme Audit Institutions (INTOSAI), as well as best practices exchange in the sphere of external control and public financial audit;

- further development of public internal financial control system through the harmonization to internationally accepted standards (Institute of Internal Auditor, International Federation of Accountants, INTOSAI) and methodology as well as the best EU practices on internal control and audit in government authorities.

PROFESSIONAL DEVELOPMENT OF CIVIL SERVANTS IN THE EASTERN PARTNERSHIP COUNTRIES

System of professional training in Azerbaijan general principles of functioning of the system of professional training of civil servants

Professional training is divided to professional development, retraining and internship program. Professional development, retraining and additional education of civil servants in Azerbaijan is regulated by Order of Cabinet of Ministers adopted of March 19, 2009 No. 44. Main aims of professional training of civil servants are increasing efficiency of activities of civil servants, gaining and improvement of theoretical, practical knowledge, development of abilities and professional skills on implementation of job functions, as well as developing intellectual skills of civil servants.

Main requirements for professional training of civil servants are as following:

- appointment of civil servant to the higher civil service position;
- involving to reserve staff list of civil service;
- results of attestation or performance appraisal of civil servants;
- personal initiative of civil servant.

Professional development and retraining of civil servants is being implemented state educational institutes and centers. This process is carried out on the basis of state order.

Internship of civil servants is implemented in the state body where he/she is working, in the other state bodies, proper organizations of foreign countries and other institutions.

During internship of civil servant any supervisor is defined by head of state body. Main functions of supervisor are realizing methodological and practical guidance, controlling internship process and gives feedback about civil servant at the end of internship. Retraining of civil servants is a long period process for gaining a new (different) qualification by civil servants. Retraining is attributed to civil servants who were admitted to permanent civil service.

During the professional development civil servants are involved to short period trainings and courses for increasing job and qualification knowledges. Civil servants admitted to permanent civil

service or civil servants who completes 1 year in civil service can be involved to professional development. Programs of short period trainings, courses are prepared by state educational entities, centers and agreed with State Examination Center (SEC). For determination of appropriation level of training program by civil servants, at the end of these trainings civil servants gives test exam. Civil servants who passes exam successfully are rewarded by appropriate certificates. Professional training of civil servants can be in 3 forms:

- decomposing from serving;
- partially decomposing from serving;
- without decomposing from serving.

Period of internship of civil servant is till to 15 days, professional development is till to 4 months and retraining period is till to end of the training.

Here is also an option to implement professional training in abroad and this process is funded according to state budget. Civil servant who wants to deliver professional training in abroad must enter to the competition implemented by SEC.

Legislation contains certain provisions regarding the financing of professional training of civil servants:

- if civil servant is sent for internship with decomposing from serving and is not provided by accommodation, trip expenses must be paid to him/her by the state body according to legislation;
- if civil servant will be provided by accommodation, only meal expenses must be paid by the state body where he\she is serving;
- if civil servant is sent for professional development with decomposing from serving and is not provided by accommodation, for the first month of professional development, civil servant must be paid trip expenses fully and from the second month of the process he/she must be provided by 70% of his/her monthly salary.

management and functioning of the system of training, specialization and advanced training of civil servants

The main unit responsible for the civil service is the State Examination Center (SEC) established in accordance with the Presidential Decree of April 11, 2016 No 860. The SEC is the public legal entity of the Republic of Azerbaijan, and considered to organize admissions of personnel to civil service on a competitive basis, the admission of students to higher and secondary specialized educational

institutions, regardless of their organizational and legal form and form of ownership, as well as for state bodies, legal entities and individuals under the contract.

In the exercise of its rights and obligations the SEC operates in conjunction with state agencies and local governments, international and non-governmental organizations, other corporations and individuals.

According to the Statute of the main tasks of the SEC are:

- participation in the formation of public policy in sphere of civil service and ensuring its implementation;
- according to the Law of Azerbaijan Republic "On civil service" organization of realization of citizens' civil service entrance in a centralized manner on the basis of competition and ensuring its transparency;
- development and publication of test and interview programs for the candidates for the vacant civil service positions;
- preparation of draft laws, adoption of legal acts regulating relations in the field of public service in the framework of its powers, monitoring the implementation of legislation;
- organization of the preparation and development of job descriptions for civil service positions;
- conducting scientific and statistical analysis on the results of ... admission examinations, and reporting to the President of the Republic of Azerbaijan and the Ministry of Education of the Republic of Azerbaijan;
- control of the ethical behaviour of civil servants;
- formation and improvement of the centralized information database: register of civil servants;
- rostering Civil Servants and including information about Civil Servants' performance appraisal;
- analysis of the training needs for civil servants, development of training strategies, organizing short-term trainings, courses etc.

In addition to the above mentioned additional powers conferred by these amendments, the SEC is now also authorized to execute state and international programs aimed at the development of the civil service, cooperate with international and non-governmental organizations, media and independent experts on civil service and students admission process.

By the end of May, the public authorities for the current financial year provide the SEC with information on the needs for additional professional training (with the type and form indicated) for the current year in accordance with the funds allocated from the state budget, the number of civil servants and information on qualifications and positions for training. The SEC prepares a state order on the basis of these data and submits it for approval by the Cabinet of Ministers of the Republic of Azerbaijan.

Between the civil servants (client) and the SEC, from the one side, and the educational institution (executor), from the other side, concludes an agreement.

training of Masters of the field of knowledge "Public management and administration"

In accordance with the Law "On Education" and the Provision on Master's Degree (Magistrate) in the system of multi-level higher education of the Republic of Azerbaijan, approved by the Resolution of the Cabinet of Ministers of the Republic of Azerbaijan of February 13, 1997 No. 15, the magistrate is the second level of higher education in the system of multilevel higher education.

The master's educational program, with taking into account the carrying out by the specialist of scientific research and design and verification work in the future, is drawn up in accordance with the current "List of Directions and Specialties of Higher Education" by further developing and differentiating the educational program of the bachelor in specialty.

Rules for admission to the magistrate, definition of master's degree

The right to study at the magistracy has persons, who successfully completed their studies in one of the major programs of professional higher education and have a diploma in higher education.

Persons, who do not have a bachelor's degree in the relevant field for admission to the magistracy, must pass the academic differences that arose in the scope of the requirements for undergraduate training in this area.

The rules for admission to the competition for training in the magistracy of higher educational institutions and the conducting the competition are determined on the basis of the Law "On Education", this Provision on the higher educational institution, and other

legislative acts, as well as on the basis of the statute of the higher educational institution and approved by the Ministry of Education.

The level of annual admission to the magistracy for certain educational areas and specialties at the expense of the state is determined at the level of 20 percent of the bachelor's degree in this area and specialty.

General requirements for a master's degree program:

Education at the magistracy is carried out with the separation from work. The normative term of master's studies education is determined by the relevant state standards and, depending on the specialty, is 1.5 - 2 years.

Studying in a magistracy is carried out in accordance with an individual student plan under the direction of a scientific supervisor.

In case of the implementation of master's programs at the junction of directions (specialties), it is allowed appointment, apart from the scientific supervisor, scientific consultant.

Studying according to the master's degree program should be based on active independent work of the student. In this regard, his/her maximum audience load should not exceed 12-20 hours per week (on average for the whole period of training).

Final (graduation) certification in the magistracy

In the final semester of the magistracy, is envisaged the defense of graduation work - master's thesis, final examinations, including in the field of higher education.

Individuals, who have completed an individual plan according to the master's program in higher education, are awarded a specialty and a master's degree and a master's degree certificate of a state standard.

Graduates of the magistracy also received a Master's degree diploma supplement - an extract from the record book (tables) indicating the topic of the master's thesis.

The leading institution of higher education in the field of public administration in the Republic of Azerbaijan is the Academy of Public Administration under the President of the Republic of Azerbaijan, which was established in accordance with the Decree of the President of the Republic of Azerbaijan of January 3, 1999 No. 60 at the base of the Baku Institute of Social Management and Political Science (BISMPS).

Training is carried out in directions:

- civil service and personnel policy;

- sustainable development planning and management;
- international relations and foreign policy;
- state law;
- state and municipal government;
- state administration of economy;
- political science and political management;
- philosophy and social psychology;
- information technologies in public administration;
- history;
- philology, etc.

Areas of training for the postgraduate students (PhD candidates):

- national security and political strategy;
- international relations and diplomacy;
- state law, etc.

advanced training of civil servants

The Academy also serves as a training center offering full and short-term courses for civil servants to enhance their professionalism. In particular, on the basis of the Academy there is the Institute of training and advanced training of senior management personnel.

Areas of activity of the Institute:

- provision of retraining of civil servants and municipal servants according to the directions of higher education;
- organization of long-term and short-term training courses and trainings for senior civil servants and municipal servants in different directions;
- holding conferences, round tables, seminars and other events and projects related to the civil and municipal service;
- conducting research and analytical work in the spheres of public and municipal administration, etc.

On the basis of the Institute is functioning the faculty "Retraining of management personnel" and the Center for continuing education of leading personnel.

In addition, the advanced training of civil and municipal servants is carried out in the framework of international projects and programs. In particular, for the period 2014-2016, trainings were held within the framework of the project "Support to Civil Service Commission under the President of the Republic of Azerbaijan in implementation of Comprehensive Institution Program", which was implemented jointly

by the Commission, GIZ and UNDP. Training was carried out on such subjects:

- time management and delegation;
- skills of presentation, speeches, moderation of events;
- conflict management and negotiations;
- organization and holding of meetings;
- fundamentals of human resources management;
- motivation and team building;
- business etiquette;
- the language of business documents;
- application of e-government tools;
- overcoming digital inequality;
- knowledge management system;
- ICT communication and comprehensive development;
- information security and protection;
- strategic planning of e-governance;
- Government and business;
- management of the Internet network;
- management of ICT projects in theory and in practice, etc.

Within the project Appraisal Methodology of Training Needs was prepared, during preparation period local and foreign experts were involved to this process. During preparation period of methodology some pilot trainings were delivered for civil servants of state bodies on its application. For professional development of civil servants project of Training Strategy was prepared and inside of this strategy some training modules were determined. Training modules were on "Training of trainers/training of elders", "Team building and motivation", "Leadership skills"; "Management of negotiations and conflicts/mediation", "Time management and delegation", "Project management", "Presentation skills", "Management of human resources" and "Interview conducting skills". These topics of training modules were determined upcoming from general training needs of state bodies and taken into account for employees of different state bodies. In each module, special attention is paid to combination of theoretical and practical knowledges, usage from different learning options, active usage from interactive methods (presentation, movies, Q&A, brainstorming, team work, personal tasks, simulation games, case studies etc.).

In the framework of the Project trainings were conducted on standart training modules:

- training of trainers/training of elders;
- team building and motivation;
- leadership skills;
- negotiations and conflicts management/mediaton;
- time management and deligation;
- project management.

For professional development of civil servants there were some opportunities to conduct online trainings and as a result "e-learning" platform has been established. For testing this platform initially e-training courses on "Performance appraisal of civil servants" and "Ethic conducts of civil servants and fighting against corruption" were carried out.

availability of programs for a senior civil servants (leadership development programs)

On the basis of the Academy of Public Administration under the President of the Republic of Azerbaijan is functioning the Institute of training and advanced training of senior management personnel, which among other things, provides organization of long-term and short-term training courses and trainings for the senior civil and municipal servants in different directions.

In addition, during 2014-2016 the Civil Service Commission under the President of the Republic of Azerbaijan, in conjunction with the GIZ and UNDP, was implementing the project "Support to Civil Service Commission under the President of the Republic of Azerbaijan in implementation of Comprehensive Institution Program".

One of the main parts of this project was implementing a project on "Strategy leadership program for high ranked civil servants". Strategy Leadership Program was prepared initially as a pilot project by Public Administration Institute of Lithuania and was carried out by involving high level international experts. Participants of this program were head and deputy head of state agencies established under central executive bodies, head of offices of state bodies and their deputies, head of departments of II category state bodies, as well as deputy heads of local executive bodies. Opening ceremony of program was on 10 November 2015 in Baku, Azerbaijan.

In the framework of this program 4 training sessions were delivered. First training session was on "Personal leadership style and

relations with staff", second was on "Management of changings and advocacy skills", third was on "Cooperation instruments between EU and EaP countries and provision of gender equality in state bodies" and fourth session was dedicated to the topic on "Delivering services within ICT and social networks, usage with service users as a communication remedy and communication with citizens".

During the program participants of project carried out training visit to Lithuania. Program finished on 11 February 2016.

Beside of this leadership program, within "Support to civil service training capacity development with a focus on EU issues" project some trainings on leadership were delivered to civil servants of the Commission and different state bodies. These were on "Leadership skills"" "Conflict management, negotiation and mediation skills" etc.

For the future we are planning to implement programs, projects on strategy leadership as a continuation of this pilot project.

System of professional training in the Republic of Belarus general principles of functioning of the system of professional training of civil servants

Proper conditions for training, retraining, advanced training, internships and self-education of civil servants are created in the Republic of Belarus.

The procedure for organizing and implementing the process of continuous professional development of civil servants is regulated by a number of legislative and regulatory acts, among which it is necessary to allocate such:

- Decree of the President of the Republic of Belarus of January 24, 1997 No. 100 "On improvement of the organization of retraining and advanced training of senior officials";
- Decree of the President of the Republic of Belarus of July 26, 2004 No. 354 "On the work with leading personnel in the system of state bodies and other state organizations";
- Decree of the President of the Republic of Belarus of February 7, 2006 No. 80 "On the Rules of admission of persons for higher education of the i degree and secondary special education";
- Order of the Council of Ministers of the Republic of Belarus of January 18, 2008 No. 68 "On certain higher education issues" (approved the Provision on the first level of higher education, Provision on the second level of higher education (master's degree),

Rules for admission to the Master's degree in higher educational institutions and Provision on higher education institution);

- Order of the Council of Ministers of the Republic of Belarus of June 22, 2011 No. 821 "On certain issues of distribution, redistribution, referral to employment, further referral to graduates, reimbursement of state spent for education and targeted training of specialists, workers, and servants" (approved the Provision on the order of distribution, redistribution, referral to work, further referral to the work of graduates, who have received basic scientific, higher, secondary special or professional-technical education, Provision on procedure of compensation republican and (or) local budgets money spent by the state on the training of highly qualified scientists, specialist, workers, employees and the Regulation on targeted training of specialist, workers, employees);

- Order of the Council of Ministers of the Republic of Belarus of July 15, 2011 No. 954 "On certain issues of additional adult education" (approved the Provision on the procedure of determining of additional adult education institutions as the leading education institution in the field, List of educational profiles and (or) education directions enforced by republican bodies the state administration for the development of educational standards for the retraining of managers and specialists, the Provision on the continuing professional training of managers and specialists, the Provision on the continuing professional training according to the occupations of workers and the Provision on additional training courses for adults);

- Order of the State Committee of the Republic of Belarus on Labor and Social Protection of the Population of March 31, 1994 No. 42 "On approval of the Provision on internship of civil servants of the state apparatus of the Republic of Belarus".

In accordance with the Decree of the President of the Republic of Belarus of January 24, 1997 No. 100 "On the improvement of the organization of retraining and advanced training of senior officials of state bodies" and the Decree of the President of the Republic of Belarus of June 2, 2009 No. 275 "On certain measures to improve training, retraining and advanced training of management personnel» *the Academy of Public Administration under the aegis of the President of the Republic of Belarus* is the leading educational, scientific, information-analytical center for retraining and advanced training management personnel.

Formation of the system of continuous education of management personnel, persons included in the reserves of senior staff, civil servants, and other persons studying at the Academy (hereinafter referred to as management personnel) is carried out by the Academy on the basis of a combination of training, retraining, advanced training and self-education.

The training, retraining and advanced training of management personnel is carried out by the Academy, taking into account the priorities of socio-economic development of the Republic of Belarus, the objectives and functions of state bodies and other state organizations, and qualification requirements for relevant positions.

In accordance with the Decree of the President of the Republic of Belarus of July 26, 2004 No. 354 "On the work with leading personnel in the system of state bodies and other state organizations", *the main objectives of training, retraining and advanced training* of management personnel, as well as persons included in the reserve of senior staff, and persons included in the single promising personnel reserve (hereinafter referred to as the persons included in the reserve of management personnel) is to ensure the constant acquisition of knowledge in the field of theory and practice of public administration, state ideology, economics, law, improvement of managerial abilities and skills.

Training, retraining and advanced training of management personnel and persons included in the reserve of management personnel are based on the principles of systematic, scientific, perspective and differentiated approach.

In order to ensure continuous improvement of the professional level of management personnel, including those assigned to new positions, it is envisaged their mandatory advanced training.

Results of training, retraining, advanced training, internship and self-education are one of the grounds for promotion of civil servants.

In case of the release of a civil servant in connection with the liquidation of a public authority, a reduction in the number or staff of employees in the absence of employment opportunities, for them are guaranteed the professional training, retraining or advanced training with a payment for the entire period of training the scholarships in accordance with the Law of the Republic of Belarus "On the employment of the population of the Republic of Belarus".

management and functioning of the system of training, specialization and advanced training of civil servants

According to the Decree of the President of the Republic of Belarus of January 24, 1997 No. 100 "On Improvement of the organization of retraining and advanced training of senior officials state bodies", *the Administration of the President of the Republic of Belarus*:

- provides general management of the activities of ministries, other republican bodies of state administration, local executive and regulatory bodies and educational institutions that carry out retraining and advanced training of management personnel in all areas of the said activity, control the activities of the Ministry of Education on licensing and accreditation of these institutions, approves their list;

- coordinates the activities of ministries and other republican bodies of state administration in the field of scientific and organizational support of international and research programs and projects in the field of training and advanced training of management personnel, that carried out in the framework of intergovernmental agreements;

- controls the expenditure of budget funds for retraining and advanced training of management personnel;

At the same time, in accordance with the Decree of the President of the Republic of Belarus of June 2, 2009 No. 275 "On certain measures to improve the training, retraining and upgrading of personnel skills in the sphere of management", *state bodies and other state organizations*

- organize the passage of advanced training of management personnel among their employees for at least once every three years;

- assist the Academy in the organization and conducting of practices, internships of students, as well as pedagogical and scientific workers of the Academy;

- organize self-education of management personnel, persons included in the reserves of management personnel, with taking into account relevant methodological recommendations developed by the Academy and approved by the Administration of the President of the Republic of Belarus;

- annually, no later than October 1, submit to the Academy the proposals for the training, retraining and advanced training of their

employees in the Academy, indicating the specialties (directions of specialties, specializations), education profiles, education directions.

In accordance with the Statute of the Academy, approved by the Decree of the President of the Republic of Belarus of June 2, 2009 No. 275, it is the leading institution of higher education in the system of higher education and the leading institution of education in the system of adult education. The Academy acquires the education of management personnel, persons included in the reserve of management personnel, civil servants and other persons.

The Academy carries out educational, scientific, innovative, informational and analytical, and other activities aimed at meeting the needs of society and the state in the management personnel.

The main activity of the Academy is the training, retraining and advanced training of management personnel, conducting research and innovation activities.

The purpose of the Academy's activity is the formation of highly skilled management personnel.

The objectives of the Academy:

- realization of educational activity in the sphere of management;
- scientific and methodological provision of education;
- participation in realization of the state personnel policy in the sphere of formation of the personnel potential of public administration;
- realization of scientific and innovative activity in the field of management;
- development of international cooperation in the field of training, retraining and advanced training of personnel in the field of management;
- implementation of the education of the students in order to form a high moral and creative person, citizenship, patriotism and national self-awareness.

The Academy, in accordance with the legislation of the Republic of Belarus, including this Statute, performs such basic functions:

- training of management personnel at the first and second levels of higher education (first, second and subsequent higher education);
- trained scientists of higher qualification in management;

- retraining at the level of higher education and advanced training of management personnel;
- scientific-methodological and information-analytical provision of training, retraining and advanced training of management personnel, development of informational educational resources necessary for the implementation of educational programs, and the development of distance educational technologies;
- coordination of educational activities of state educational institutions, which carry out training, retraining and advanced training of management personnel;
- participation in the development and improvement of educational standards, scientific and methodological provision of training of management personnel;
- preparation of methods of selection and appointment to the positions of management personnel;
- organization and conducting of scientific research on improvement of public administration, state personnel policy and civil service, educational process in the field of training, retraining and advanced training of management personnel;
- promotion of self-education of management personnel, including on the basis of distance educational technologies;
- participation in the development and expertise of draft legal acts on the issues of state personnel policy, training, retraining and advanced training of management personnel, persons included in the reserve of management personnel;
- monitoring of the personnel potential of public administration and development of recommendations on the improvement of the state personnel policy;
- development of exam questions, questions for interviewing and testing for the purpose of carrying out the qualifying examination for persons, who are first enters the civil service;
- other functions.

The Academy has the following objectives for the implementation of the state personnel policy:

- development and introduction of proposals for the formation of a state order for the training, retraining and advanced training of management personnel, persons included in the reserve of management personnel;

- information-analytical and scientific-methodological support of the activities of the President of the Republic of Belarus and the Administration of the President of the Republic of Belarus on training, retraining and advanced training of management personnel;
- studying on behalf of the Administration of the President of the Republic of Belarus the activities of leading personnel, whose positions included in the staff registries of the Head of State of the Republic of Belarus, the Council of Ministers of the Republic of Belarus, the regional executive committees and the Minsk City Executive Committee, and the development of recommendations for its improvement;
- information-analytical and software-technical support of all levels of the automated information system of electronic accounting of management personnel (hereinafter - AIS "Reserve");
- formation, maintenance and organization-methodological support of a single perspective personnel reserve.

According to the Decree of the President of the Republic of Belarus of July 26, 2004 No. 354 "On the work with leading personnel in the system of state bodies and other state organizations", training, retraining and advanced training of management personnel and persons included in the reserve of management personnel is carried out by the Academy in accordance with *the state order, which is annually approved by a joint order of the Prime Minister of the Republic of Belarus and the Head of the Administration of the President of the Republic of Belarus*. The state order includes a list of specialties (specializations), profiles (directions) of education, categories and number of people to be trained.

The Council of Ministers of the Republic of Belarus annually, during the formation a republican budget for the next fiscal year, provides funds for funding training, retraining and advanced training of management personnel and persons included in the reserve of management personnel in accordance with the approved state order, including material and technical expenses, information-analytical and scientific-methodical support of these measures.

The Academy, in accordance with the Rules for the admission of management personnel, persons included in the reserve of management personnel, to the Academy for training, retraining and advanced training in accordance with the state order, approved by it in agreement with the Administration of the President of the Republic of

Belarus, shall select candidates for study. The Academy annually informs the Administration of the President of the Republic of Belarus about the categories of students enrolled for training, retraining and advanced training in accordance with the state order.

In accordance with Article 16 of the Law "On Civil Service in the Republic of Belarus", *a personnel unit of a public authority*:

- draws up decisions of the state body connected with the passage of civil servants of the civil service and controls their implementation;
- ensures competition for vacant public positions, qualification examination for persons first entering the civil service, passing by civil servants of a preliminary test upon entering the civil service, attestation;
- ensures the passage of the civil service in accordance with the profession, specialty and qualifications of a civil servant with taking into account the requirements of labor legislation and this Law;
- advises civil servants on passage of service in state bodies;
- organizes advanced training and retraining of civil servants, etc.

training of Masters of the field of knowledge "Public management and administration"

The conditions and procedure for admission of students to the Academy for obtaining a higher education of I level are established by the Rules of admission of persons for higher education of I level, approved by the Decree of the President of the Republic of Belarus of February 7, 2006 No. 80.

Terms of the competition

Applicants submit to the Admission Committee of the Academy the originals of the certificates of centralized testing (hereinafter referred to as the CT) based on the results of compiling three compulsory entrance examinations for three subjects in the form of a CT: Belarusian or Russian (optional) languages and two educational subjects (hereinafter - profile tests) according to the chosen specialty. Since 2001, the Academy has trained specialists on the basis of secondary, secondary special and higher education in specialties:

Name of the specialty, directions of specialty	Code of specialty for the National Classifier of the Republic of Belarus, NCRB 011-2009 "Specialties and Qualifications"	Qualification of a specialist	Subjects of the profile test	
			The first subject	The second subject
INSTITUTE OF MANAGEMENT PARSONNEL				
Faculty of Management				
separate competition is held in specialties				
1. Public administration and law	1-26 01 02	lawyer	social science (CT)	foreign language (CT)
2. Public administration and economics	1-26 01 03	economist-manager	mathematics (CT)	foreign language (CT)
Faculty of Innovation training				
the competition is held in the specialty				
3. Information resources management	1-26 03 01	manager-economist of information systems	mathematics (CT)	foreign language (CT)

The term of obtaining higher education in the full-time form is 4 years. *Features of admission*

Admission to the Academy for all specialties of the full-time form of education is carried out by competition in accordance with the total amount of points based on the results of entrance examinations in the form of a CT and the average score of the education document. The competition is held separately in specialties. Enrollment of entrants to a specialty is carried out in the following order: persons having the right to enroll without entrance examinations; persons having the right to enroll outside the competition; persons who scored

a large amount of points based on the results of the CT and the average score of the education document.

Admission to the Academy of foreign citizens and stateless persons (hereinafter - foreign citizens) is carried out on all specialties of full-time forms of higher education of I level in accordance with the Rules of admission and international treaties of the Republic of Belarus.

Interviewing that establishes the level of foreign citizens knowledge of language, in which the educational process is carried out, is conducted according to the objectives (issues) that are developed by the Academy, taking into account the content of curricula for educational subjects, profile tests on the basis of educational standards of general secondary education.

At the same time, in accordance with the Decree of the President of the Republic of Belarus of July 26, 2004 No. 354 "On the work with leading personnel in the system of state bodies and other state organizations", *the training at the first level of higher education, of management personnel that have a higher education, occupy the position of the head (deputy head) of the state body (organization), the head (deputy head) of the structural subdivision of the state body (organization), persons included in the reserve, have a total management experience not less than 5 years and aren't, usually, 45 years old, is carried out in accordance with the state order at the Faculty of Training at the Institute of Civil Service of the Academy.*

The first level of higher education in the Academy is carried out by part-time form of education with a term of education of not less than 3 years.

To persons, who completed the Academy's training for the first level of higher education and successfully passed the final certification, appropriate qualifications are awarded and a diploma of higher education is issued.

The retraining of management personnel that have a higher education, holds the position of the head (deputy head) of the state body (organization), the head (deputy head) of the structural subdivision of the state body (organization), persons included in the reserve, is carried out in accordance with state orders at the Faculty of retraining in Institute of Civil Service of the Academy.

Retraining at the Academy is carried out in full-time and part-time forms of education. The period of retraining for the full-time

form of education must not exceed 1 year, for the part-time form - one year and 10 months.

Persons, who have undergone retraining at the Academy and successfully passed the final certification, a graduate degree certificate is issued on the level of higher education.

advanced training of civil servants

The advanced training at the Institute of Civil Service of the Academy is carried out by full-time and parttime forms of education. The period of training should not exceed 3 months.

The Academy continues to work on the training of temporary (crisis-management) leaders for state organizations, organizations with a share of state ownership in the statutory fund.

Advanced training is conducted:

- in the form of monthly seminars;
- according to individual plans;
- in the form of internships.

Persons, who have passed the advanced training in the Academy and successfully passed the final certification, a certificate of advanced training is issued.

Internship may be an independent form of training and be carried out in accordance with the procedure and on the terms established by the legislation.

Advanced training programs:

- improvement of professional activity of the heads of personnel units;
- improvement of personnel management in public administration (on a distant form of education);
- work with appeals of citizens and legal entities (on a distant form of education);
- business protocol interaction;
- public procurement management (basic course);
- organization and conduct of public procurement procedures;
- organization and conducting of procurements of goods (works, services) in construction and procurements at the expense of own funds;
- foreign economic activity of the enterprise;
- marketing strategy of the organization;
- legal regulation of economic activity of organizations;

- logistics as a tool for improving the organization's performance;
- improvement of the activity of anti-crisis leaders in the conditions of new integration interactions of the crisis-type nature;
- corporate governance: legal, economic, social-psychological aspects (on distance education form).

availability of programs for a senior civil servants (leadership development programs)

The advanced training of management personnel, persons included in the reserve of management personnel, chief editors (editors) of the state mass media, as well as heads of youth public associations is carried out in accordance with the state order at the Faculty of advanced training at the Institute of Civil Service of the Academy.

The main purpose of the programs is the formation of highly professional managers-practitioners with modern knowledge and skills that allow the effective management of the organization or its structural divisions.

Advanced training programs:

1. Competencies of the modern manager

- structure of the person and its interrelation with managerial competences;
- historical and ideological competences of the modern leader;
- competence approach in personnel management;
- technologies of prevention and constructive resolution of conflicts;
- stress management;
- technologies of making managerial decisions;
- influence and opposition of influence as a communicative competence;
- negotiation, etc.

2. The modern leader - the art of managing

- requirements for a modern manager: from self-management to team management;
- formation of leadership qualities;
- team and its formation;
- organization of the personal time of the head;
- technology of effective interaction;
- personal branding;

- basics of health, preserving techniques, etc.
- 3. *Improvement of management activity*
 - features of the economic development of the Republic of Belarus and world experience of economic reforms;
 - management functions;
 - motivation and employee behavior;
 - corporate culture as an environment for the development of the competitiveness of the organization;
 - construction and development of organizational communications;
 - effective management decisions;
 - organizational conflicts and ways of their elimination, etc.
- 4. *Woman-manager: image and effective management*
 - personality of female leader and effective leadership;
 - effective personnel management;
 - formation of the individual image of the woman-leader;
 - psychological aspects of work in stressful situations;
 - prevention of the "emotional burnout" syndrome of the female leader;
 - conflict management technologies in the organization;
 - marital and family welfare of the female leader as a criterion for effective management activities, etc.
- 5. *Innovation Manager*
 - modern globalization processes and their influence on the Republic of Belarus;
 - management of innovation cycles in the organization;
 - time management and personal qualities of the innovation manager;
 - the characterization of the roles of the innovation manager, the decision-making process in the innovation management;
 - the image of the innovation manager;
 - technologies of forming a positive image;
 - professional type of personality of innovation manager;
 - methods and technologies of motivation of employees;
 - technology of team work in the innovative organization;
 - constructive communication of employees of the organization, etc.
- 6. *Communicative competence of manager*
 - technique of development of communicative interaction;

- destructive types of communicative interaction;
- verbal and non-verbal means in business communication;
- positive family interaction as a factor of effective professional activity;
- public performance and self-presentation;
- negotiations as a means of achieving mutual understanding;
- constructive written communications;
- protocol and etiquette in business communication;
- the role of communication in the adoption of managerial decisions, etc.

System of professional training in the Republic of Armenia general principles of functioning of the system of professional training of civil servants

The retraining of a civil servant is carried out on the basis of the results of his/her attestation, change of passport of the relevant civil service position, and on the initiative of the organization or the head of the apparatus - also, on the basis of the application of the head of the apparatus.

Each civil servant is subject to compulsory retraining at least once every three years.

Expenses related to the retraining of a civil servant are carried out at the expense of the state budget, as well as at the expense of other funds not prohibited by the legislation of the Republic of Armenia.

The list of educational institutions that carry out retraining of civil servants and plans for these training institutions for retraining civil servants are approved by the Civil Service Council.

The Procedure for retraining civil servants on the basis of the Law "On Civil Service" shall be established by the Civil Service Council.

management and functioning of the system of training, specialization and advanced training of civil servants

Civil Service Council:

- carries out a methodical guidance on the realization of work on personnel of the relevant state bodies and controls it;
- receives from the relevant and other state bodies the necessary information and materials related to the civil service;

- submit to the President of the Republic of Armenia, the Government of the Republic of Armenia and the Prime Minister of the Republic of Armenia draft laws and normative legal acts on civil service;

- adopts normative-legal acts envisaged by the Law "On Civil Service", as well as ensures the implementation of this Law;

- carries out other authorities envisaged by the Law "On Civil Service", other legislative acts, legal acts arising from them, and its statute.

On the basis of the provided training programs, the Civil Service Council decides which educational institutions will conduct the training, and approves plans for these training institutions to retrain civil servants.

The functions of HR management units are:

- drafting decisions and orders on HR management;

- participation in the training of civil servants;

- on behalf of the head of the apparatus - studying reports with recommendations from direct managers, to which civil servants reports on their activities for the half-year, submission of relevant proposals based on the results of the reports analysis;

- provision of internship for students of educational institutions;

- study, analysis and formation of statistics on human resources management, submission of statistical data to the head of the staff.

training of Masters of the field of knowledge "Public management and administration"

In accordance with the Law "On Education" in the Republic of Armenia, state educational standards, assessing the level of education and qualifications of graduates, which are the basis, regardless of the form of education and the organizational and legal form of educational institutions, are established and published.

The educational program determines the content of the formation of a certain level and orientation, the volume of necessary knowledge and skills.

Professional educational programs are aimed at training of specialists of the appropriate qualification, formation of skills and abilities, increase of knowledge and professional development by ensuring continuity of general education and professional levels of

education. *Major professional programs* include, among others, higher professional and postgraduate professional program.

The terms of mastering the basic professional programs in educational institutions are determined by this Law and the relevant state educational standard.

Additional educational (professional) programs are aimed at satisfying the educational needs of entrants and specialists and improving their qualifications beyond the main programs.

Organization of the educational process

The process of education is organized in accordance with this Law and is regulated by curricula, subject programs, curriculum and schedule of classes.

Curricula and subject programs of higher education are developed and approved by the higher educational institution. They are submitted to the authorized body of state management of education. The authorized body of state management of education controls the conformity of curricula and subject programs with state educational standards.

The beginning and duration of the academic year in educational institutions are established by the state educational standard.

Mastering of professional educational programs is completed by compulsory final certification of the knowledge, skills and abilities of graduates, the procedure of which is established by the authorized body of state management of education.

Organization of higher education in the form of an external institution is carried out in accordance with the procedure established by the authorized body of state management of education, and the list of professions (specialties) is established by the Government of the Republic of Armenia.

The list of professions (specialties) of higher education by part-time form of study is established by the Government of the Republic of Armenia.

General requirements for admission to an educational institution

Requirements for admission of entrants to an educational institution shall be established by the founder in accordance with this Law.

The educational institution is obliged to familiarize the entrants and their parents (or their legal representatives) with the statute of the

educational institution and other documents regulating the educational process.

Admission to higher professional education institutions is carried out on a competitive basis. *Implementation of professional educational programs*

Professional educational institutions implement educational programs envisaged by this Law that satisfy different levels of education with the aim of training highly qualified personnel.

The list of professions (specialties) of state and accredited non-state educational institutions implementing higher professional programs is approved by the Government of the Republic of Armenia upon submission of the authorized body of state management of education.

Higher professional education

The purpose of higher professional education is the training and retraining of highly qualified personnel, and the satisfaction of the individual's needs in the deepening of education on the basis of secondary and secondary professional education.

In the Republic of Armenia, there are the following types of higher education institutions: university, institute, academy, conservatory.

The status of a higher educational institution is determined by the form of its educational programs (full-time, part-time, external), organizational and legal form, the presence of state accreditation.

In the Republic of Armenia, the following qualification levels of higher professional education are established:

- 1) bachelor;
- 2) diploma specialist;
- 3) master's degree.

The list of professions (specialties) of higher educational institutions, which are preparing the qualified specialists, is approved by the Government of the Republic of Armenia upon submission of the authorized body of state management of education.

Higher educational institution, in accordance with its nature and in accordance with the procedure established by law, can also implement general and secondary professional education programs according to occupations (specialties), agreed with the authorized body of state management of education.

The leading educational institution in the field of public administration in the Republic of Armenia is *the Public Administration Academy of the Republic of Armenia*, which was founded on May 24, 1994 in accordance with the Order of the Government of the Republic of Armenia No. 240 as the School of Management of the Republic of Armenia. It was subordinate and accountable to the Government.

By the Order of the Government of April 3, 2002 No. 338 the School of Management of the Republic of Armenia was reorganized into a non-profit organization - the Public Administration Academy of the Republic of Armenia. The authorized body that carries out general management was the Civil Service Council of the Republic of Armenia. In accordance with the Resolutions of November 11, 2010 No. 1452-N and of January 20, 2011, No. 29-A the general management of the Academy passed to the Administration of the President of the Republic of Armenia.

The Academy is a higher educational institution for the training, retraining and advanced training of state and municipal officials.

The Academy has the functions of a training-methodological, a research and information- analytical center in the field of public service in the Republic of Armenia. At present, jointly with the International Scientific and Educational Center of the National Academy of Sciences of the Republic of Armenia, a grant (WB) program "Distant Education for a Masters Degree with a Shared Diploma" is conducted on the implementation of a joint distance master's course in the field of "Management" of the educational program "Business Administration" (MBA - Master of Business Administration).

The Academy is responsible for developing training programs for the civil service system, as well as for training senior management personnel for state and local self-government bodies.

For the organization of the educational process, besides professors and teachers of the Academy, highly qualified professional practitioners from the authorities, well-known scientists are always involved.

The education is carried out in the following specialties:

1. Management:
 - public management;
 - public administration and local self-government;

- public finances management;
 - electronic public administration;
 - business management (IBA management);
 - tourism management.
2. Finances:
 - insurance business.
 3. Jurisprudence:
 - Jurisprudence.
 4. Politology:
 - political governance and political analysis;
 - global governance and regional policy;
 - political journalism and PR technology.
 5. Psychology:
 - management psychology.

Entrance examinations are conducted on a competitive basis. The training consists of a theoretical and practical course and lasts for two years, and only on the results of the examinations, the students receive the appropriate qualification. Students who graduated from the Academy receive a state-recognized diploma.

Postgraduate professional education

The purpose of postgraduate professional education is to improve the educational level and scientific-pedagogical qualifications of persons with higher professional education.

Postgraduate professional education is carried out in PhD, internship, residency of higher educational institutions and scientific institutions at educational programs of a researcher, clinical intern, as well as in educational centers at educational programs of a master's degree or graduate specialist.

Certificate of completion of an educational institution

The persons who have passed the final certification, the educational institution issues the relevant document (certificate, diploma).

Persons, who have passed the final certification of accredited professions (specialties), educational institutions issues a document of a state standard on the completion of the university (for graduates of military educational institutions - a document on the termination of military and related to civilian education of a state standard).

A state-issued document on the completion of an institution of higher education is a prerequisite for obtaining education at

accredited professions (specialties) at the next level in educational institutions.

For state bodies and budget institutions, a document certifying higher education is a state- issued document on the completion of a university, issued by a state or accredited non-state educational institution.

Persons, who have not completed the education of the corresponding level, issued a corresponding certificate.

advanced training of civil servants

In accordance with the Law "On Education" *additional educational programs* are implemented in order to meet the educational needs of citizens and society. The main task of additional education in each level of professional education is continuous improvement of professional qualifications of a person.

Additional education is provided in general education, professional educational institutions and institutions of additional education, as well as with the help of individual pedagogical activities, the procedure of which is established by the Government of the Republic of Armenia.

Forms for increasing the level of professional competence are: training of a civil servant and secondment to work to another state body for the purpose of improvement of professional knowledge and skills.

Each civil servant must undergo compulsory education at least once every three years. The average number of training hours is 72.

The Public Administration Academy of the Republic of Armenia is a powerful center for retraining and raising the skills of civil servants (more than 1500 civil servants per year):

Academy's programs for retraining:

- development of personal qualities and managerial skills;
- effective management technologies;
- financial management;
- public relations in the management system;
- organizational psychology;
- managerial skills and civil service. Short-term (up to 72

hours) retraining program:

- on specific service activities - in order to master the actual changes in specific issues of professional activity;

- thematic training for solving specific issues in the field of official activity.

availability of normative regulation and peculiarities of the advanced training of civil servants on European integration issues

There is a curriculum on European integration, which is mandatory for all civil servants. Special regulation does not exist, this topic is included in the curriculum of the programs.

availability of programs for a senior civil servants (leadership development programs)

There is a special leadership development program, besides, leadership skills development components are part of every curriculum. These programs are intended not only for the senior civil service, but also for each group of civil servants.

The program of the Academy for the retraining of civil servants "*Development of personal qualities and managerial skills*" includes the following topics:

- public administration and civil service system;
- government management decisions;
- HR management;
- psychology of effective management;
- leadership and technology of image formation;
- art of rhetoric;
- professional ethics and the morale of a civil servant.

System of professional training in Georgia

general principles of functioning of the system of professional training of civil servants

Officers shall, based on the goals of public service, develop their professional abilities by participating in professional development programmes offered by public service.

The goal of the professional development of officers is to facilitate their professional development and ensure proper functioning of public institutions.

A public institution shall, based on the goals of the public institution, ensure the participation of officers in mandatory professional development programmes and facilitate their participation in professional development programmes outside the public service system.

Public institutions shall determine the needs for professional development of officers at the beginning of each year, based on the

professional development standards approved by the Government of Georgia, according to the results of the analysis of the needs of a public institution and evaluation of officers.

An officer may additionally determine on his/her own the need for training programmes necessary for his/her professional development and, in agreement with the public institution, request an appropriate leave as determined by this Law.

If the duration of a professional development programme exceeds three months and this programme is financed by a public institution, the officer may not resign on his/her own initiative within one year after the completion of the programme, based on an agreement between the officer and the public institution. This rule shall not apply if the officer reimburses the public institution for the expenses incurred for his/her professional development.

The procedure for determination of the needs for the professional development of officers, and the standards and procedures for the professional development of officers shall be approved by an ordinance of the Government of Georgia.

Public institutions shall enter the reports on the needs for the professional development of officers into the unified human resources management electronic system taking into account the Ordinance.

management and functioning of the system of training, specialization and advanced training of civil servants

According to the results of the comparative study of the SIGMA program "Civil Service Professionalisation in Armenia, Azerbaijan, Georgia, Moldova and Ukraine" and the results of the study of the current state of regulatory and legal regulation and its application in the field of civil service, presented in the Road Map of Georgia's Public Administration Reform by 2020, the Law of Georgia "On Public Service" does not contain norms directly regulating issues of professional training and development of public servants.

Planning and conducting of training is carried out mainly at the level of individual state bodies (institutions).

According to part two of Article 130 of the Georgian Law "On Public Service" *the Civil Service Bureau is entrusted with the functions* of studying and analyzing the state of the public service, implementing the relevant regulations and reporting to the Government of Georgia; coordination and provision of methodological assistance in human resources management processes

in the public service, professional training, retraining and advanced training of public servants; coordination of work of personnel units of state bodies (institutions).

Obligations to provide advice to employees on their legal status, restrictions and other issues related to the passage of service, analysis of the level of professional training of employees, the organization of their retraining (change of qualification) and advanced training assigned to the personnel service institutions (Article 132).

Some government agencies, such as the Ministry of Finance, the Ministry of Internal Affairs and the Ministry of Justice, have their own training centers or academies. These centers offer individual training to meet the needs of ministries. In addition, universities and non-governmental organizations also conduct training for public servants.

training of Masters of the field of knowledge "Public management and administration"

Articles 46-54 of the Georgian Law "On Higher Education" cover issues of professional training in higher education, in particular, the training of Masters in the field of Public Administration.

The three-level higher education shall consist of the following levels:

- a) Bachelor's Program - educational program that may not be shorter than three years and longer than four years;
- b) Master's Program - educational program that may not be shorter than two years;
- c) Doctoral Program - educational program that may not be shorter than three years.

In a higher educational institution, an educational program within one academic year includes 60 credits directly.

Upon completion of each educational level a relevant diploma shall be awarded together with a standard transcript. Any person who did not/could not complete any of the above levels shall be granted an appropriate certificate

Only the persons holding the state certificate of full general education or those with equal status *shall have the right to take a bachelor's programme.*

The purpose of undertaking a bachelor's program is the acquisition of deeper knowledge of theoretical aspects of study disciplines in addition to receiving the higher level of professional training as compared to general education, which programme shall

prepare a graduate through the research programmes for further study on a master's level.

The qualification awarded after the accomplishment of bachelor's programme should include the term "Bachelor" with the indication of the respective direction or/and field/speciality.

Any person with at least bachelor's or equalised thereto degree *shall be entitled to take a Master's programme.*

The purpose of taking a master's programme shall be as follows:

- a) preparation for research work and pedagogic activities at a higher education institution;
- b) changing of specialty;
- c) further improvement of qualification.

A master's programme, fine arts and sports higher education specialities may not be comprised of only teaching; it should necessarily include the conduct of an independent research by the student, on the basis of which the latter will be able to produce a qualification thesis.

The qualification awarded after the accomplishment of a master's programme should include the term "Master" with the indication of the respective direction, field/speciality or/and subfield/ subspeciality.

The Procedure of Admission to a Higher Education Institution

The National Examinations Center is a public law entity that ensures the implementation of Unified National and Unified Master's Examinations and which is empowered to carry out national assessments and international studies and other powers delegated thereon by the law of Georgia.

For services provided by the National Examinations Center, a fee may be established, the amount and procedure for the introduction of which is determined by the Minister of Education and Science of Georgia.

The statute of the National Examinations Centre shall be developed and approved by the Minister of Education and Science of Georgia.

The director of the National Examinations Centre shall be appointed and dismissed by the Prime Minister of Georgia under the submission of the Minister of Education and Science of Georgia.

The results of the Unified National Examinations held by the National Examinations Centre shall be binding for every accredited

higher education institution and serve as the basis for awarding state study grant to a Georgian citizen or resident.

Any interested person, having the state-recognised document certifying their full general education shall be entitled to participate in the Unified National Examinations.

Any person who is able to produce a higher education degree document, issued commensurate with the procedure, envisaged by law, shall be entitled to participate in Unified Master's Examination.

Only the students who have passed the Unified National Examinations in compliance with the procedure, envisaged by the Ministry of Education and Science of Georgia *shall be entitled to enrol in a higher education institution for a Bachelor's programme.*

To encourage entrants and the mobility of students the following persons shall be allowed to enrol in a higher education institution without sitting Unified National Examinations commensurate with the procedure and timelines prescribed by the Ministry of Education and Science of Georgia:

a) entrants who acquired general secondary education in a foreign country or have studied the last two years of general secondary education abroad;

b) students who stayed in a foreign country for the last 2 years or a longer period and studies at a higher education institution recognised under the legislation of the country concerned;

B) for persons who study / have studied and received loans in another country in a higher education institution recognized in accordance with the legislation of that country.

A higher education institution that is willing to accept students for Bachelor's programme shall announce the coefficients granted by its educational programmes to the results of the entrants in each examination subject. The students shall be admitted for educational programmes according to coefficients granted to examination subjects.

A higher education institution admitting students on the basis of only the general skills Azerbaijan, Armenian, Abkhazian and Ossetian language test of the Unified National Examinations, shall announce the vacancies for the enrolment of students on the basis of only the general skills within the framework of student quota, prescribed by the National Centre for Educational Quality Enhancement, which vacancies to be enrolled from the total number of students in the Single National Examinations:

a) 5% - for students to be admitted on the basis of only the general skills Azerbaijan language test of the Unified National Examination;

b) 5% - for students to be admitted on the basis of only the general skills Armenian language test of the Unified National Examination;

c) 1% - for students to be admitted on the basis of only the general skills Abkhazian language test of the Unified National Examination;

d) 1% - for students to be admitted on the basis of only the general skills Ossetian language test of the Unified National Examination.

The percentage distribution can be changed within their net amount against a well-reasoned decision of a higher education institution and consent of the Ministry of Education and Science of Georgia with due consideration of the number of students to be enrolled on the basis of only the Azerbaijan, Armenian, Abkhazian and Ossetian language test of the Unified National Examination, registered for the respective year. A higher education institution may allocate vacancies for foreign nationals and stateless persons within student quota determined as a result of authorisation.

The Government of Georgia shall be entitled to define the amount and conditions of funding of students, who enrolled in higher education institutions within the framework of a social programme, with state study grants under the submission of the Ministry of Education and Science of Georgia, which funding should not be less than 6% and more than 10% of the annual volume of state study grants.

The National Examinations Centre shall compile the lists of entrants, who have passed the Unified National Examinations and acquired the right to take a Bachelor's programme at the basic unit of a higher education institution and send these lists to the respective basic educational units.

The National Examinations Centre shall compile the lists of entrants, who have passed the Unified National Examinations and are to be enrolled on the basis of only the general skills Azerbaijan, Armenian, Abkhazian and Ossetian language test of the Unified National Examinations, who are to take the Georgian language

training programme and send these lists to the respective basic educational units.

A higher education institution and the basic educational unit shall be required to enrol entrants only according to the lists, except for foreign national and stateless persons.

Only the higher education institution shall be entitled to enrol entrants in a branch of a higher education institution.

The right to participate in the examination / examinations determined by the higher educational institution for the educational program direction, including - the priority educational program directions of the higher educational institution, which is a member of the Unified Master's Examination Network, have only those candidates for the master's degree, who in the order determined Georgia's legislation successfully overcame the minimum competence established by Georgian law or determined by the higher educational institution.

A higher education institution - a member of the Unified Master's Examination Network, shall not be entitled to admit undergraduate candidates to the examination/examinations set thereby, who failed to overcome the minimal competence.

In the directions of educational programs of the masters of the higher educational institution, which is a member of the Unified Master's Examination Network, including - on the priority directions of the curriculum, if the admission to these programs is not carried out through a general masters examination, the right to study have only those candidates in graduates, who have successfully completed undergraduate examination / exams.

If a higher education institution - a member of the Unified Master's Examination Network awards coefficients to individual parts of Unified Master's Examination Test, the higher education institution shall use the sum of coefficients of Master's examination defined thereby for the enrolment of students for Master's programmes.

If a higher education institution - a member of the Unified Master's Examination Network does not award coefficients to individual parts of Unified Master's Examination Test, the higher education institution shall use the coefficients awarded to the examination/examinations set thereby for the enrolment of students for Master's programmes.

To encourage undergraduate candidates and student mobility the following person shall be allowed to study at a higher education institution without taking Unified Master's Examinations, in accordance and within timelines prescribed by the Ministry of Education and Science of Georgia:

a) undergraduate candidates, who stayed abroad for two or more years and who were awarded the respective academic higher education credential;

b) for persons who study / have studied and received loans in another country in the postgraduate degree of a higher education institution recognized in accordance with the legislation of that country;

c) students, who stayed abroad for two or more years and studied a master programme at a higher education institution duly recognised under the law of the country concerned.

The persons, who have overcome the minimal competence threshold in the examination included in the list of international examinations, approved by the Ministry of Education and Science of Georgia shall be entitled to study in a higher education institution without taking Unified Master's Examination.

Unified National and Master's Examinations

The National Examination Centre shall be responsible for preparing and holding Unified National Examinations.

The Minister of Education and Science of Georgia shall approve the regulation for holding the Unified National Examinations and the procedure of allocation of the state study grant under the submission of the National Examination Centre, also the regulation for holding the Master's examinations and the procedure of allocation of the state Master's study grant.

A person willing to take the Unified National and Master's Examinations shall file an application with the Examination Centre either in writing or electronically, using special software/ The procedure and conditions of filing an application shall be determined by the Minister of Education and Science of Georgia under the submission of the National Examination Centre.

The unified examination programme shall be approved by the Minister of Education and Science of Georgia under the submission of the National Examination Centre.

Participation in the Unified National and Master's Examinations shall be subject to payment of the service fee the amount of which shall be defined by a normative administrative law act of the Minister of Education and Science of Georgia. The procedure and conditions of exemption from the payment of the service fee shall be approved Minister of Education and Science of Georgia.

The Ministry of Education and Science of Georgia shall be entitled to set different from the General Administrative Code of Georgia timelines for filing and review of an administrative complaint with respect to Unified National and Master's Examinations.

Awarding State Study Grants

Based on the results of the Unified National Examinations, the National Examination Centre shall make a draft on awarding the state study grant and submit it to the Ministry of Education and Science of Georgia for approval. A state study grant is issued in accordance with the procedure established by the Minister of Education and Science of Georgia.

As a result of ranging of students through absolute score/scored, who have enrolled on the basis of only the general skills Azerbaijan, Armenian, Abkhazian and Ossetian language test of the Unified National Examinations and who are to take the Georgian language training programme and continue their studies through a Bachelor's programme four separate documents on ranging through absolute score/scores shall be drafted for students, who have enrolled on the basis of only the general skills zerbaijan, Armenian, Abkhazian and Ossetian language test of the Unified National Examinations.

advanced training of civil servants

The Civil Service Bureau provides training on: ethics; conflicts of interest; protect whistleblowers; evaluation of civil servants; human resource management and trainings on innovations of the new Law "On public service".

System of professional training in the Republic of Moldova general principles of functioning of the system of professional training of civil servants

Articles 37-38 of the Law of the Republic of Moldova "On Public Positions and the Status of Civil Servant" cover the issues of organizing the process of continuous professional development of civil servants.

The procedure of organization and implementation of the process of continuous professional development of civil servants is determined by the Regulation on the continuous professional development of civil servants, approved by the Order of the Government of the Republic of Moldova of March 11, 2009 No. 201 "On the enactment of the provisions of the Law on Public Positions and the Status of Civil Servant No. 158-XVI of July 4, 2008 " (Appendix No. 10).

According to the Law of the Republic of Moldova "On Public Positions and the Status of Civil Servant" the civil servant has the right and obligation to improve continuously, skills and training.

Every public authority shall ensure organization of a systematic and planned continuing professional development civil servant, which include:

a) improving and updating knowledge, skills development;
b) modeling the skills needed civil servant for the effective exercise of her duties. In the professional development of the civil servants, the public authorities:

a) to provide equal opportunities to each civil servant training both at home and abroad;

b) ensure each civil servant with various forms of continuing professional development, lasting at least 40 hours per year, and each civil servant debutant - an introductory course lasting at least 80 hours;

c) to provide the annual budget means for financing the professional development of public servants in the amount of at least 2% of the payroll.

Specific conditions of the development process continuing professional

During the civil servant following forms of CPD organized at the initiative or in the interest of public authority, it benefit from the salary. If their duration exceeds 180 consecutive calendar days and public official is removed from the activity, the service was suspended in circumstances beyond control of the parties, without payment of wages.

If the forms of continuous professional development are conducted outside the locality where the public authority is established, the public official receiving compensation expenses related to travel.

The civil servants attending professional development courses longer than 90 days in a year calendar and following master studies, conducted in the country or abroad, except those attended on their own, must take a written undertaking that, after graduation, will work within public between 2 and 5 years proportion the number of days for professional development. How to prepare written commitment approved by the Government. The Procedure for signing a civil servant's written commitment to work in the civil service after the completion of professional development forms is approved by the Order of the Government of the Republic of Moldova of March 11, 2009 No. 201.

If the commitment specified and if the civil servant has not completed his fault as professional development, he is obliged to compensate the public authority expenses incurred for professional development, including salary received for the period, calculated in accordance with the law. In case of refusal to refund the costs incurred, charged in a court judgment at the request of public authority.

management and functioning of the system of training, specialization and advanced training of civil servants

The following parties are involved in the planning, organization and implementation of professional development activities for civil servants:

- 1) public authority:
 - management of the public authority;
 - heads of structural divisions;
 - personnel unit;
 - civil servants;
- 2) training providers;
- 3) ministries, other public authorities, which, if necessary, organize/coordinate external training on topics that fall within the scope of competence/specialty;
- 4) State Chancellery.

The continuous, systematic and planned nature of the process of professional development of civil servants *is ensured by the consistent application of the actions envisaged at each stage of the training cycle:*

- 1) identification of professional development needs;
- 2) planning of professional development process;

3) organization and implementation of activities for the continuous professional development;

4) evaluation of the measures and results of training.

The needs for professional development are the difference between the level of professional competence and the level demonstrated by a civil servant/unit/public authority (present or future).

Identification of the needs for professional development is realized by various methods based on the comparison of the required level of professional competence (knowledge, skills, attitude/behavior) with the level that manifests itself in the process of activity of a civil servant, subdivision or public authority in general.

The needs for professional development are determined at the level:

- each civil servant - individual needs;
- each unit - group needs;
- all public authorities - organizational needs.

Individual needs for professional development are determined by the direct manager of the civil servant in conjunction with him/her during the annual performance appraisal of the civil servant, with their updating throughout the year in the process of monitoring and evaluating his/her activities.

Group/organizational needs for professional development are determined by the head of the unit/public authority:

- annually, in the process of analysis and evaluation of the implementation by the unit/public authority of the strategic objectives and action plan;
- during the restructuring/reforming of the unit/public authority;
- in the process of modernization or introduction of new positions, technologies and/or public services.

Based on established individual/group needs, the head of unit develops requests for external and/or internal training that could meet these needs and pass them on to a staff unit.

Personnel unit of the public authority:

1) considers requests for the professional development of civil servants received from the heads of departments/bodies of public authority;

2) compares requests with a list of priority topics for external study, which is annually developed and proposed by the State Chancellery;

3) if necessary, compares requests with a list of priority topics for external training in the field of specialty, which is annually developed and proposed by ministries, other state bodies, proposals of training providers;

4) formulates:

- proposals for various forms of internal training with financing from the budget of the public authority and for other financial resources permitted by law;

- proposals on various forms of external training of personnel with financing from the state budget, from special funds, from financial resources allocated by development partners and other sponsors.

Proposals for various forms of external training of personnel are transmitted by the leadership of the public authority to the State Chancellery and, if necessary, to the ministries and other public authorities organizing external training in the field of competence/specialty.

Ministries, other public authorities organizing external training in the field of competence/ specialty, develop a plan for training professionals from local government and other nonexecutive bodies of public authority and pass it to the State Chancellery.

The State Chancellery summarizes all received proposals and develops, within available funds, proposals for various forms/activities of professional development of civil servants, that financed from financial resources allocated by development partners, as well as an *annual integrated program of external training* that can be updated throughout the year. The annual integrated program includes the titles and the main topics/subjects of the training course, as well as the length of the course, the category of participants, public authorities involved in the development and implementation of the course, other elements related to the curriculum.

The current Program for training civil servants for 2016-2020 is approved by the Order of the Government of the Republic of Moldova of August 11, 2016 No. 970.

Personnel unit of the public authority develops an annual plan for professional development of the personnel, which includes

components "Internal training" and "external training" and can be updated throughout the year.

The annual professional development plan includes the titles of the professional development activities, type and form of training, duration, timing, categories of participants, costs, responsible persons and other elements related to the training plan.

The annual professional development plan is approved by the management of the public authority and communicated to all civil servants by various available methods, including through publication on the official website of the public authority.

The financing of the professional development process is carried out from the state budget in a centralized or decentralized manner and for other financial resources authorized by the legislation.

Centralized financing is provided from the funds provided in the state budget for the implementation of professional development programs:

- 1) directly to the providers of training services - in accordance with the themes established by the Government;
- 2) ministries, other public authorities - on topics related to the scope of competence/ specialty, within the framework of external training activities implemented by them for specialists of local public administration and non-executive bodies of public authority.

Decentralized financing is provided from the financial resources provided for in the annual budget of each public authority, at least 2% of the wage fund. *Financing from other financial resources permitted by law* are:

- financial resources allocated by development partners;
- special funds;
- own sources of civil servants.

Procurement of training services is carried out in accordance with the provisions of the regulatory framework in the field of public procurement.

To procure educational services, the public authorities and public institutions announce the procurement procedure and provide training providers with the necessary specific information for the development of the proposal, including:

- 1) a field, in which activities of continuing professional development are organized, type of training;

2) general tasks of professional development in the accumulation of knowledge and skills development by civil servants as a result of their participation in educational activities;

3) subjects/topics of study that are subject to mandatory review;

4) the minimum and/or maximum duration for training activities, expressed in actual days/hours of study;

5) other necessary information, for example:

- brief information on the target group for which the training is organized: the category of participants, the scope of competence of the participants, the number of participants, etc.;

- information about the benefits in terms of implementation of training programs, etc.

Evaluation and selection of proposals provided by training providers are carried out in accordance with the declared qualification and selection criteria.

The qualification criteria contain the basic conditions on the basis of which the right to be elected and the quality of the provider of training services is established. *Qualification criteria relate to:*

- qualification data established in accordance with the normative base in the field of public procurement;

- experience and results of previous activities in the field of organization and conduct of professional development activities, depending on the case;

- professional and managerial competence of the provider of training services and personnel involved in the provision of professional development services.

Selection criteria are set by the public authority - the customer of measures for the continuous professional development through the issuance of an administrative act of his/her manager.

Selection criteria assess the effectiveness of the proposal and relate to the technical and financial aspects on the basis of which the provider of training services is to be selected to procure services.

Selection criteria include:

- the quality of the training program, its compliance with the requirements set by the public authority - the customer of the professional development activities;

- a way to implement a training program;

- course materials offered to civil servants - recipients of training activities;
- offer price, including additional or related expenses;
- other specific aspects that are relevant in the opinion of the customer when purchasing services from a training provider.

The network of education service providers is formed with:

1) educational services providers with the status of legal entities (national and from foreign countries) with the right to conduct professional development activities for civil servants/adults:

- Academy of Public Administration;
- public and private organizations and institutions, including university educational institutions, business schools;
- training centers, subordinate to ministries, other public authorities;
- public associations with experience in this field;

2) providers of education services with the status of an individual (national and from foreign countries):

- professional teachers - persons with experience and specific professional competences certified in the field of training civil servants/adults;
- instructors-practitioners - managers and specialists with achievements in the subject/ subject areas of study.

Public authorities select the service providers, who offer programs that meet the needs of education, adequate tuition, and affordable prices.

Public authorities conclude a contract for the provision of training services with a supplier selected in accordance with the law.

The provider of the training services, with whom the contract has been concluded, adapts the developed training program first to the specific requirements of the civil servants/ public authority, submits it to the management body for approval and implements it strictly in accordance with the contract concluded.

In the process of organizing and implementing training programs, training providers are acting on their own or in partnership with other training providers.

Providers of training services, if necessary, issue study program documents to participants on participation in programs/on their completion.

Documents attesting to participation in study programs/ on their completion should contain at least the following elements:

- 1) official symbols of the training provider: name, logo, title and other official identifiers;
- 2) the name, series and number of the document;
- 3) the full name of the training program, the participation in which or completion of which certifies the form of professional development, duration and period of its implementation, if necessary, the main topics;
- 4) assessment of qualifications, if necessary;
- 5) identification data of persons, for whom a document is issued proving participation in the program or its completion;
- 6) the date of issue of the document;
- 7) the seal of the training provider and the signature of the head or his/her legal representative.

In the case of partnership, documents proving participation in the program/on its completion are issued jointly and contain identification elements of all legal entities / individuals involved in the organization and implementation of the program.

Conducted activities for continuous professional development are evaluated in accordance with the indicators established during the planning of training, including in relation to the quality and learning outcomes.

Assessment of professional development activities is carried out accordingly:

- 1) beneficiaries of study programs:
 - civil servants - participants in training activities;
 - managers coordinating the activities of civil servants participating in training activities;
 - staff of the personnel units in the process of monitoring the process of professional development;
 - the leadership of the public authority;
- 2) training providers;
- 3) ministries, other public authorities, who organized external study on topics that belong to the field of specialty;
- 4) the State Chancellery.

Assessment of educational activities is carried out by various methods and tools, including reports, surveys, tests, interviews.

The assessment procedure is applied, if necessary:

- before the carrying out of training activities;
- during training activities;
- at the end of the training;
- after certain periods of time.

By assessment before the carrying out of training activities is determined:

- 1) level of knowledge and skills of participants in events;
- 2) level at which the chosen learning methods can actually increase the level of knowledge and skills of participants.

By assessment during the training activities is determined:

- 1) level of understanding and assimilation by the participants of the study of the material being studied;
- 2) the attitude of participants to training and the level of involvement of participants in educational activities;
- 3) the need to make changes to the training program. By assessment at the end of the training is determined:

- 1) the level of knowledge and skills accumulated by participants during the training, including those in comparison with the available ones;
- 2) the level at which the tasks of professional development were realized;

3) the activities of teachers/instructors - practitioners. By assessment after certain periods of time is determined:

- 1) the level at which a civil servant applies in everyday practical activity the knowledge and skills acquired as a result of participation in educational activities;

2) achievement of a civil servant, obtained as a result of participation in the training. *As a result of the assessment, conclusions are developed on:*

- 1) the correctness of the identification of training needs and the definition of training tasks;
- 2) the correctness of choosing the type, forms and methods of teaching;
- 3) conformity of the implemented study programs with the tasks;
- 4) the right choice of the provider of training services;
- 5) the quality of services provided by the training provider;
- 6) involvement of a civil servant in training activities;

7) the impact of training on the performance of a civil servant, the efficiency of investment in education and, accordingly, achievements of the public authority.

The personnel unit compiles and gives to the management of the public authority *an annual/semi-annual report on the professional development of civil servants*, with the allocation of such elements:

- 1) the number and categories of public servants of the public authority that participated in professional development programs;
- 2) types, forms and themes of professional development activities, attended by public servants of the public authority;
- 3) providers that provided training services and ways to implement professional development programs;
- 4) the level of correlation of the approved annual plan of professional development, the activities carried out and the results obtained;
- 5) impact / effectiveness of training;
- 6) use of funds allocated from the budget of the institution for training personnel;
- 7) proposals to improve the system of professional development of civil servants, as the case may be.

The leadership of the public authority transfers to the State Chancellery an annual/semiannual report on the professional development of civil servants, which is an integral part of the report on the introduction of a normative framework in the field of public positions and civil servants.

Functions and responsibilities of interested parties in the process of planning, organizing and implementing the continuous professional development of civil servants:

Management of public authority:

- 1) determines on the basis of organizational training needs the tasks of professional development at the level of the public authority;
- 2) approves the annual plan for the professional development of personnel, including civil servants; as well as an external training plan in the field of competence/specialty of specialists from local public administration authorities and from non-departmental public authorities/public institutions;
- 3) approves the financial resources necessary for the implementation of the annual plan for the professional development of personnel, and ensures their effective use for the intended purpose;

4) approve documents for the procurement of training services;

5) motivates and encourages the participation of civil servants in continuous professional development activities, both as participants and as trainers/instructors-practitioners;

6) consider applications of civil servants on their participation in professional development activities not included in the annual plan, and take appropriate decisions;

7) review reports submitted by the personnel unit on the professional development of civil servants and take appropriate decisions;

8) represent the State Chancellery:

- proposals on the participation of civil servants in activities for external continuous professional development;

- a plan for external training in the field of competence/specialty of specialists from local public administration authorities and non-departmental public authorities/ public institutions;

- annual/semi-annual report on the implementation of activities for the professional development of civil servants.

Heads of structural units:

1) identify individual requirements for the professional development of subordinate civil servants and group needs/requirements of the unit;

2) develop on the basis of identified needs requests for thematics/topics for activities on internal and external training and present them to the personnel unit;

3) plan, organize, monitor and evaluate training at the workplace of the unit's employees, including newly enrolled and beginning civil servants;

4) participate as curators and/or instructors in the conduct of internal training activities;

5) evaluate the results of training, including:

- the use by employees of their professional activities of knowledge and skills acquired during training;

- the effectiveness/impact of training on the performance of civil servants.

Personnel unit:

1) systematizes the requests of the leadership of the public authority and the heads of units on activities for continuous professional development at the level of the body, unit and at the individual level;

2) develop and submit for approval to the management of the public authority an annual plan for the professional development of personnel;

3) participates in the organization of procurement procedures for training services: submits information on the topics/subjects of internal training activities to the leadership of the public authority, which should be purchased, develops selection criteria and requests the organization of the procedure for their procurement by the unit responsible for public procurement;

4) monitors and evaluates the implementation of activities for professional development, including through:

- participation in activities for internal and external training;
- requesting reports on the results of training from civil servants participating in training activities and from units heads;

5) compiles and submits to the leadership of the public authority every six months/year reports on the professional development of civil servants;

6) provides information and methodological assistance to the leadership of the public authority, the heads of units, civil servants in the field of professional development;

7) keep records of data on the professional development of staff.

In case that ministries and other public authorities organize/coordinate external training on subjects in the field of competence/specialty, the personnel unit, in addition to the one specified:

1) systematizes requests for external training on topics related to the field of competence/ specialists of local public administration authorities and non-departmental public authorities/public institutions, develops a training course plan and submits it to the management for approval;

2) organizes/coordinates external training on topics related to the field of competence/ specialty, in accordance with the requirements.

Civil servants:

- 1) cooperate with the unit head in determining the training needs and setting the tasks of their own professional development;
- 2) develop and implement an individual plan for professional development through:
 - active participation in activities for external and internal training;
 - self-education;
- 3) provide the necessary information to assess the effectiveness of the training activities in which they participated;
- 4) submit to the personnel unit of the public authority a document indicating the end of the training/participation in the training event issued by the training provider;
- 5) apply in practice knowledge, skills and patterns of behavior resulting from participation in training activities;
- 6) participate, if necessary, in conducting training activities as a teacher/instructor- practitioner.

The providers of training services:

- 1) ensure the quality of the provided training services;
- 2) carry out research to identify the needs for professional development of various categories of civil servants;
- 3) develop, on the basis of identified needs, proposals for the provision of professional development services and bring them to the attention of public authorities;
- 4) cooperate with public authorities with participation in accordance with the legislation in the tenders they proclaim for the purchase of training services;
- 5) develop and provide flexible training programs to meet the training needs of civil servants;
- 6) use in the training activities adequate forms and methods of teaching that contribute to the satisfaction of training needs;
- 7) if necessary, issue to the participants documents proving participation in the training programs/about their graduation;
- 8) submit information/reports on the results of participation of civil servants in training activities to the public authority - the customer of training services.

State Chancellery:

- 1) plans professional development courses for civil servants, financed from the state budget and financed by development partners:

- annually, based on the strategic objectives of the Government, draw up a list of priority thematics/topics for professional development courses for various categories of civil servants and pass it on public authorities;

- submit to the Government for approval an annual integrated external training program at the central level, developed on the basis of requests received from public authorities, training providers and within available means;

2) coordinates the process of professional development, including:

- approve requirements for professional development programs and criteria for their evaluation;

- approves training programs at the central level for various categories of civil servants;

- creates and administers a database of teachers certified in the field of professional development;

- provides consulting services to public authorities in the field of continuous professional development of civil servants;

- organizes the training of persons responsible for the professional development of civil servants;

3) monitors, monitors and evaluates the professional development of public servants carried out by public authorities, training providers, international organizations, public associations, regarding:

- compliance with the provisions of the regulatory framework in the relevant field;

- implementation of the annual integrated external training program at the national level;

4) requests and studies information/reports on the results and impact of professional development activities, develops relevant conclusions;

5) initiates research on the system of professional development of civil servants, creating, if necessary, working commissions/groups;

6) submit to the Government:

- annual/semi-annual report on the professional development of civil servants, compiled on the basis of reports submitted by public authorities, training providers, monitoring and monitoring cards of the professional development process;

- proposals on measures to improve the effectiveness of the system of continuous professional development;
- if necessary, proposals for introducing changes and additions to the regulatory framework in the field of professional development of civil servants.

Responsibilities on coordinating and monitoring the process of continuous professional development of civil servants are carried out by the State Chancellery of the Republic of Moldova.

training of Masters of the field of knowledge "Public management and administration"

Articles 75-120 of the Code of the Republic of Moldova "On Education" cover issues of professional training in higher education, in particular, the training of masters in the field of Public Administration.

The higher education shall be organized in two fields: academic and advanced professional. *The higher education shall be structured in three cycles:*

- cycle I - Bachelor's degree (ISCED level 6);
- cycle II - Master's degree (ISCED level 7);
- cycle III - doctoral degree (ISCED level 8).

The professional training in the higher education institutions shall be carried out through the appropriate study programs.

The higher education programs shall include the educational and research or artistic creation activities, which provide training in an academic or advanced professional field, in accordance with the regulatory framework in force.

The organization of the higher education programs shall be the responsibility of the higher education institutions, under the present Code.

The higher education programs shall be differentiated by:

- cycle of the higher education;
- professional training field;
- organizational form of the higher education.

The Bachelor's and Master's degree shall be organized in the following forms:

- full-time;
- part-time;
- distance learning.

The doctoral degree shall be organized in the following forms:

- full-time;
- part-time.

The citizens of the Republic of Moldova shall be provided the access to the higher education:

- a) funded from the state budget, within the limits set annually by the Government;
- b) by paying the tuition fees as individuals or legal entities;
- c) with mixed funding.

The citizens of the Republic of Moldova shall be entitled once to the higher education funded from the state budget, per every cycle of the higher education.

By derogation from the paragraph (2), the citizens may be entitled repeatedly to the higher education funded from the state budget in case of:

- a) losing the workability, under the provisions provided in the Labour Code, for the specialty (profession) previously obtained;
- b) professional disease and /or disability;
- c) opting for special programs launched by the Government on the labour market.

Higher education, in particular the training of masters in the field of Public Administration, is regulated by the List of areas of professional training and specialties in higher education, approved by the Order of the Government of the Republic of Moldova of June 28, 2017 No. 482 (new edition). It is an integral part of state educational standards and defines the directions and specialties for which vocational training in higher education is carried out.

The code and the name of the fundamental branches of science, culture and technology	The code and the name of the general directions of training	The code and the name of the areas of training	Specialties /Educational Programmes I cycle - Bachelor's degree	Number of educational loans
004 Business, management and law	0040 Management science	00400 Management science	00400.1 Public administration	180

The higher education shall be organized in universities, academy of studies, institutes, schools of higher studies and others (hereinafter - higher education institutions or universities).

The higher education institutions shall be established, reorganized and closed down by the Government, at the founder's initiative.

Depending on the higher education programs provided, the higher education institutions shall be assigned one of the following categories:

- category A;
- category B;
- category C.

The higher education institution shall be of category A if it:

a) provides higher education in one or more professional training areas;

b) carries out research, development, innovation and artistic creation activities;

c) provides Bachelor's, Master's, and Doctoral degree programs. The higher education institution shall be of category B if it:

a) provides higher education in one or more professional training areas;

b) carries out research, development, innovation and artistic creation activities;

c) provides Bachelor's and Master's degree programs. The higher education institution shall be of category C if it:

a) provides higher education in one professional training area;

b) carries out research or artistic creation activities;

c) provides Bachelor's degree programs.

As an exception to the categories listed above, the Academy of Public Administration in accordance with its Statute, approved by the Order of the Government of the Republic of Moldova of March 26, 2014 No. 225, provide Master's degree programs, doctoral degree programs and continuous professional development programs for the civil service staff, and provide scientific and methodical support to the activity of the public authorities

To date, the Academy has graduated 4056 people from different specialties of the master's degree, and 40490 civil servants from different spheres took part in professional development courses.

Every year more than 4,000 civil servants pass professional development courses at the Academy.

The Academy is one of the few educational institutions that organize courses on initial mediation training.

Among the graduates of the Academy are 19 deputies of the Parliament, 19 district heads and most heads of ministries and other bodies of the central public administration of the Republic of Moldova.

The admission to the higher education shall be organized only for the credited or provisionally authorized study programs, according to the law.

The plan for admission to the higher education funded from the state budget shall be approved by the Government.

The admission to each cycle of higher education shall be organized through competition, based on the higher education institution's own methodology, within the limits of the schooling capacities set through the provisional accreditation or authorization. The criteria for organizing the admission competition shall be established through the Framework-regulation for organizing the admission to higher education, approved by the Ministry of Education.

The admission to the higher education shall be organized based on the Nomenclature of professional training fields and specialties.

The higher education institutions may charge from candidates, under the law, the registration fees for the admission competition, in the amount set by the educational institution, based on its own methodology posted on the institution's website. The methodology for admission to higher education institution shall be made public on the institution's web page and shall be posted in the institution's premises, two years before its enforcement.

The monitoring of admission to the higher education shall be carried out by the Ministry of Education.

The study contract shall regulate the relations between the student and the higher education institution under the academic, financial, social and other specific aspects of the higher education institution.

The study contract shall contain the object of the contract, the rights and obligations of parties, the tuition fee for the entire training cycle, as well as other regulations set forth in the legislation.

The internships for students represent one of the compulsory forms for training of highly qualified specialists.

The internships shall be organized by the higher education institutions and shall be carried out within institutions, organizations,

companies, associations, and other structures, according to the framework regulation approved by the Ministry of Education.

The entities offering places to the higher education institutions for student internships may benefit from the following incentives provided by these institutions:

- a) priority in selecting graduates to be employed in own structure;
- b) partnerships in organization of business incubators, scientific laboratories, joint projects and other;
- c) technological transfer and exchange of experience;
- d) continuing training of personnel in the higher education institution

The internships shall be carried out based on contracts concluded by the higher education institution and/or students with the entities providing internship places.

The entities providing internships for students shall benefit from tax exemptions, as set by the Government.

advanced training of civil servants

Continuous professional development of civil servants is carried out through training activities of various types and forms aimed at deepening and updating knowledge, developing skills and developing the attitudes/behaviors necessary for effective performance of official duties.

Continuous professional development of civil servants contributes to the following objectives:

- 1) ensuring the introduction of the process of reforming public administration;
- 2) the perception by civil servants of citizens as customers, consumers of public management services, ensuring transparency, accessibility and quality of public services;
- 3) increasing the level of professionalism of civil servants, the effectiveness of public administration;
- 4) application of new technologies in the activity of public authorities, including the provision of services;
- 5) increasing the level of awareness by government officials of the need to observe norms of conduct, avoid conflicts of interest and eliminate the phenomenon of corruption;
- 6) enhancing the effectiveness of the European integration process and developing international cooperation.

As already noted, the public authority is obliged to ensure:

- every civil servant has at least 40 hours of professional development per year: external and / or internal training outside the workplace;
- every beginning civil servant has at least 80 hours of familiarization with public administration.

The system of continuous professional development of civil servants includes types, forms, methods and training programs, providers and users of training services, financing the process of continuous professional development, the bodies responsible for coordinating and monitoring the process.

Users of training services are civil servants participating in professional development activities, as well as public authorities that purchase training services.

Continuous professional development of civil servants is carried out through the following types of training:

1) external training, which provides for the implementation of training programs, as a rule, centrally for civil servants from different public authorities, and is organized / coordinated by:

- the State Chancellery;
- ministries, other public authorities, if necessary, for specialists from local public administration authorities and other non-departmental public authorities operating in the field of competence / specialty;
- other units, including development partners, for different categories of staff from central and local state authorities;

2) internal training, which provides for the implementation of training programs for its own staff and is organized by the public authority, which, if necessary, purchases training services;

3) self-education, which is organized by every civil servant.

External training is carried out by various forms of professional development, organized in the country or abroad, including:

- training courses of different duration;
- internship;
- seminars, workshops, distance learning, conferences, round tables and other forms of professional development.

Internal training is carried out in various forms, including:

1) on-the-job training:

- mentoring, led by a direct supervisor or curator, to facilitate the social and professional integration of a novice civil servant;

- rotation by position, practical internships conducted to absorb new skills necessary for the effective performance of service tasks or duties with a higher level of complexity and diversity than those performed earlier according to the job description;

2) training outside the workplace: seminars, workshops, round tables and other forms of professional development conducted by specialists from the public authority and / or training providers on subjects of primary interest to the authority.

Self-education is carried out through various forms, including at the workplace.

Training of civil servants is carried out with a separation, without separation or with a partial separation from work. Forms of continuous professional development are determined by the public authority, and when purchasing training services - a provider of training services, depending on the level of complexity of training programs, in accordance with the requirements of the user and on the basis of the contract concluded with him.

Activities for continuous professional development are realized by various andragogical forms of teaching: lectures, presentations, discussions, case studies, business games, role plays and other methods recommended for use in the adult learning process.

When choosing training methods, consideration should be given to the thematics/topic and objectives of the training activity, the expected result, the specific character of the adult learning process.

Depending on the requirements for the professional development of various categories of civil servants, units and the public authority as a whole, are set the specific tasks, for the implementation of which *training programs are developed*:

1) general: on thematics/topics on public administration, public service management, strategic management, human resources management, communication, public relations, etc.;

2) specialized nature: on topics / topics from specific areas of activity specified in the job description;

3) for newly appointed civil servants: on thematics/topics related to public administration, regulation of activities and ethics of civil servants, provision of public services, etc.;

4) for managerial development: on thematics/topics related to planning, organization, coordination, monitoring and evaluation of professional activities, etc.;

5) in areas that are identified as priority for specific time periods.

The providers of training services should ensure the practical, applied nature of the training programs, in which theoretical studies should not exceed 25% of the total number of scheduled hours.

availability of programs for a senior civil servants (leadership development programs)

In order to increase the level of professional competence of senior and middle management in the civil service, the Academy of Public Administration implements training courses including the following modules:

- 1) "Management and leadership in public administration";
- 2) "Training of Trainers "Management and Leadership";
- 3) "Development of managerial skills";
- 4) "Development and evaluation of state policy";
- 5) "Strategic Planning Process";
- 6) "Drafting and approval of the law";
- 7) "Management and development of programs/projects";
- 8) "Development of communicative skills";
- 9) "Conflict and stress management", etc.

System of professional training in Ukraine general principles of functioning of the system of professional training of civil servants

Articles 48-49 of the Law of Ukraine "On Civil Service" cover the organization of raising the level of professional competence of civil servants, which must be carried out on a permanent basis. The law defines a new branch of knowledge "Public Administration and Management" (instead of the former field of knowledge "Public Administration").

Civil servant's professional training shall be supported from the state budget and other sources not prohibited by law through the system of training, specialization and in-service training, in particular in the field of knowledge "Public Administration and Management", according to the procedure established by the legislation, at education institutions, establishments and organizations irrespective of their

form of ownership which are entitled to provide educational services, including institutions abroad.

A regulation on training, specialization and in-service training of civil servants shall be approved by the Cabinet of Ministers of Ukraine upon submission of the National Agency of Ukraine on Civil Service (hereafter referred to as NAUCS).

Research and methodological provision of functioning of the system of training, specialization and in-service training of civil servants shall be ensured by the National Academy of Public Administration under the President of Ukraine - higher educational establishment with special training conditions to be determined by the Cabinet of Ministers of Ukraine.

Regulation on the National Academy of Public Administration under the President of Ukraine (hereafter referred to as Academy) approved by the Decree of the President of Ukraine of September 21, 2001 No. 850/2001.

The law defines two terms - raising the level of professional competence and advanced training of civil servants. *The increase of the level of professional competence of civil servants* is carried out during the passage of service, and *advanced training* - not less than once every three years (earlier - once every five years). At the same time, the persons, for the first time appointed to the position of civil service, must undergo advanced training within one year from the date of their appointment. For the term of professional training, the position and salary of civil servant are kept.

In order to increase the level of professional competence of a civil servant *the internship* with a separation from service for a term of one to six months may be conducted at another position of civil service in another state body or abroad in accordance with the legislation. For the period of internship, the position and salary of civil servant are kept.

The procedure for internship of civil servants has been approved by the order of NAUCS of March 3, 2016 No. 48, registered at the Ministry of Justice of Ukraine on March 23, 2016 No. 439/28569.

In state bodies, for the purpose of familiarization with the functioning of the civil service, *internships may be conducted for citizens from among the youth, who are not hold the civil service positions*, for a term up to six months in the manner determined by the head of the civil service.

Provision on the procedure for internship in state bodies approved by the Order of the Cabinet of Ministers of Ukraine of December 1, 1994 No. 804.

The need for vocational training of a civil servant is determined by his direct manager and the personnel unit of the state body, based on the results of the performance appraisal.

A civil servant, according to the results of the performance appraisal, together with the personnel unit, develops an individual program for raising the level of professional competence, which agrees his/her supervisor and approves the head of an independent department in which the employee works.

At the same time, the head of the civil service within the limits of the expenses provided for maintenance of the relevant state body provides organization of professional training of civil servants, training of civil servants in the workplace or other institutions (organizations), and also has the right to purchase the services required by law to provide advanced training for civil servants, from enterprises, institutions and organizations, regardless of ownership, individuals.

Professional training of individuals for work in state authorities and local self-government bodies is regulated by a number of normative-legal acts, among which it is necessary to allocate such as:

- Order of the Cabinet of Ministers of Ukraine of July 14, 1999 No. 1262 "On financial provision of training and advanced training of employees of state authorities, local self-government bodies and military management bodies of the Armed Forces";
- Order of the Cabinet of Ministers of Ukraine of July 29, 2009 No. 789 "On Approval of the Procedure for Admission to Education for the Educational and Professional Program of Masters Training in the field of "Public Administration and Management" of the field of knowledge "Public Administration and Management";
- Order of the Cabinet of Ministers of Ukraine of July 7, 2010 No. 564 "On Approval of the Provision on the System of Training, Specialization and Advanced Training of Civil Servants and Local Self-Government Officials";
- Order of the Cabinet of Ministers of Ukraine of April 1, 2013 No. 255 "On Approval of the Provisions on Admission, Internship in State Authorities and Local Government Bodies of the Students of the National Academy of Public Administration under the

President of Ukraine, as well as a List of state bodies, local self-government bodies, in which the traineeship of the students of the National Academy will be conducted in 2013-2018";

- Order of the Cabinet of Ministers of Ukraine of August 23, 2016 No. 536 "On Approval of the Procedure for Organizing and Conducting Trainings for Civil Servants, who hold positions of civil service of category "A", etc.

On June 14, 2017, the Cabinet of Ministers of Ukraine adopted a Order "On amendments to the certain Orders of the Cabinet of Ministers of Ukraine" No. 423, which amended a number of current normative-legal acts in connection with the entry into force of the new Law "On Civil Service" and with the purpose of reforming the system of training and advanced training of civil servants and local self-government officials.

In addition, the document regulates the issue of conducting trainings by the *All-Ukrainian Center for the Advanced Training of Civil Servants and Local Self-Government Officials*.

management and functioning of the system of training, specialization and advanced training of civil servants

NAUCS, along with the authorities covered by the Laws of Ukraine "On Civil Service" and "On the Service in Local Self-Government Bodies" and whose sphere of management includes the relevant educational institutions, within the limits of their authority, carry out the management of the system.

In particular, in accordance with the Provisions of the NAUCS, approved by the Order of the Cabinet of Ministers of Ukraine of October 1, 2014 No. 500 (new edition):

- ensures formation and functioning of the system of professional training of civil servants and local self-government officials;

- promotes the development of a system of educational institutions that providing educational services of training, specialization and advanced training of civil servants and local self-government officials, delegates them the authority to determine the content of training in accordance with the requirements of professional standards;

- organizes and coordinates the training of higher education graduates in the educational master's degree in the field of Public Administration and Management of the field of knowledge "Public

Administration and Management" and advanced training of civil servants and local self-government officials, in particular on issues related to the prevention of corruption, by the state order, exercises the control over the quality of professional training within the limits of the powers stipulated by law;

- provides definition of the needs for professional training of civil servants and local government officials, in particular in advanced training on issues related to the prevention of corruption, in accordance with the requirements of professional standards;

- forms proposals on the volumes of state orders for professional training of civil servants for state needs on the basis of their professional competences and places approved amounts in accordance with the legislation;

- carries out a competitive selection of the state order executors for the training of higher education graduates in the educational master's degree in the field of Public Administration and Management of the field of knowledge "Public Administration and Management" and advanced training of civil servants and local self-government officials, concludes state contracts with them and controls their implementation;

- coordinates educational and methodical provision of professional training of civil servants and local self-government officials;

- organizes, with the involvement of educational institutions, the development of educational and professional programs for the training and specialization of higher education students in the field of Public Administration and Management of the field of knowledge "Public Administration and Management" and their approval, and also develops professional programs of specialization and advanced training of civil servants on the basis of professional competences and coordinates such programs;

- monitors the employment of graduates of higher educational institutions that provide higher education graduates with an educational master's degree in the field of Public Administration and Management of the field of knowledge "Public Administration and Management" under the state order;

- organizes, with the involvement of educational institutions, the training of civil servants in order to increase their level of knowledge of the state language, regional or language of national

minorities, as well as a foreign language, which is the official language of the Council of Europe, if the possession of such a language is mandatory in accordance with the Law of Ukraine "On civil service ";

- coordinates, within the limits of the powers stipulated by law, activity of centers of retraining and advanced training of employees of state authorities, local self- government bodies, state enterprises, institutions and organizations;

- studies and summarizes the needs, priority directions of training and advanced training of civil servants, heads of state enterprises, institutions and organizations at the expense of international technical assistance and other forms of international cooperation, monitors the use of international technical assistance and other forms of international cooperation for professional training of these categories of persons;

- coordinates the appointment and dismissal of the directors of retraining and advanced training centers for employees of state authorities, local self-government bodies, state enterprises, institutions and organizations;

- carries out the organization and methodical maintenance the holding of the annual All-Ukrainian competition "Best civil servant" in the order established by the Cabinet of Ministers of Ukraine.

The network of educational institutions for the training of masters in the field of Public Administration and Administration of the field of knowledge "Public Administration and Administration', as well as the training of civil servants and local self-government officials, is formed on a competitive basis in accordance with the procedure established by the Ministry of Education and Science of Ukraine.

The number of teaching staff of educational institutions for the training and advanced training of civil servants and local self-government officials and individual time rules for calculating the volume of load are established in accordance with acts of the Cabinet of Ministers of Ukraine and within the limits of the funds provided for this purpose.

NAUCS together with other bodies covered by the Laws of Ukraine "On Civil Service" and "On the Service in Local Self-Government Bodies", according to the results of the analysis of the

staffing of the relevant body and the State Department of Affairs, annually develops an application for the state order for training and advanced training of civil servants and local self-government officials.

Government customers of training, specialization and advanced training of civil servants and local self-government officials are:

- training of masters in the specialty "Public Administration and Management" of the field of knowledge "Public Administration and Management" for work in the civil service positions belonging to the 6-9 group of wages and positions classified in the fifth to seventh categories of positions in the local self-government bodies, and advanced training of civil servants and local self-government officials, - NAUCS;

- training of masters in the specialty "Public Administration and Management" of the field of knowledge "Public Administration and Management" for work in the civil service positions belonging to the 1-5 group of wages and positions classified in the first - fourth category of positions in local self-government bodies, conducted by the Academy and its regional institutes, - State administration of affairs;

- training of masters in specialties aimed at carrying out professional activities in the civil service and in service in local self-government bodies - bodies covered by the Laws of Ukraine "On Civil Service" and "On the Service in Local Self-Government Bodies".

For the selection of educational institutions (organizations, institutions providing educational services), the Competition Commission for the selection of the executors of the state order for the training of higher education graduates by the educational master's degree in the field of Public Administration and Management of the field of knowledge "Public Administration and Management" and advanced training of civil servants and local self-government officials, the Provision of which is approved by the order of the NAUCS of April 12, 2017 No. 80 and registered at the Minister of Justice of Ukraine on May 15, 2017 under No. 619/30487.

The main tasks of the Commission are:

- 1) selection of executors of the state order for the training of higher education graduates in the educational master's degree in the field of Public Administration and Management of the field of knowledge "Public Administration and Management" and advanced

training of civil servants and local self-government officials among higher educational institutions, institutions of postgraduate education;

2) consideration and informing the executors of the state order regarding the previous volume of the state order;

3) control over the fulfillment of the state order for the training of higher education graduates in the educational master's degree in the field of Public Administration and Management of the field of knowledge "Public Administration and Management" and advanced training of civil servants and local government officials;

4) adoption decision to amend the natural characteristics of the state order for the training of higher education graduates by the educational master's degree in the field of Public Administration and Management of the field of knowledge "Public Administration and Management" and advanced training of civil servants and local self-government officials.

The Commission is formed annually by the order of the NAUCS, consisting of the chairman, deputy chairman, secretary and members of the Commission. The Commission shall include representatives of:

- NAUCS;
- Ministry of Education and Science of Ukraine (by consent);
- Ministry of Economic Development and Trade of Ukraine (with consent);
- Ministry of Finance of Ukraine (by consent);
- expert councils under the accreditation commission (with consent);
- Joint Representative Body of the employer party at the national level (by consent);
- Professional union of employees of state institutions (with consent);
- Public Council under the NAUCS (by consent), etc.

Financing of training, specialization and advanced training of civil servants and local self-government officials is carried out at the expense of state and local budgets, the budget of the Autonomous Republic of Crimea and other sources in accordance with the Order of the Cabinet of Ministers of Ukraine of July 14, 1999 No. 1262 "On financial provision of training and advanced training of employees of

state authorities, local self-government bodies and military management bodies of the Armed Forces ".

Regional centers of retraining and advanced training of employees of state authorities, local governments, state enterprises, institutions and organizations (hereinafter - Centers of retraining and advanced training) occupy an important role in the activity of the national system of professional training of civil servants.

Centers of retraining and advanced training was established in all regions of Ukraine (as well as in Kyiv and the city of Sevastopol), except Dnipropetrovsk, Lviv, Odesa and Kharkiv regions, where the functions of the Center of retraining and advanced training are assigned to structural subdivisions of regional institutes of public administration of the Academy.

In particular, the activity of the Centers of retraining and advanced training is determined by the Order of the Cabinet of Ministers of December 16, 2004 No. 1681 "On the centers of retraining and advanced training of employees of state authorities, local self-government bodies, state enterprises, institutions and organizations". This normative-legal act established that Centers of retraining and advanced training is a postgraduate education institution.

The founders of the Centers of retraining and advanced training are the Council of Ministers of the Autonomous Republic of Crimea, the regional, Kyiv and Sevastopol city state administrations. The co-founders of the Centers of retraining and advanced training is the regional, Kyiv and Sevastopol city councils. The customers of providing services in the field of post-graduate education are the state authorities, local self-government bodies, state enterprises, institutions and organizations (hereinafter - enterprises).

Centers of retraining and advanced training operating on the basis of the statute, which is approved by their founders (co-founders) in agreement with the NAUCS and the Ministry of Education and Science of Ukraine. The reorganization and liquidation of the Centers of retraining and advanced training are carried out by their founders (co-founders) in agreement with the NAUCS.

The main objectives of the Centers of retraining and advanced training are as follows:

- provision of postgraduate education services to civil servants, local self-government officials and employees of enterprises

(hereinafter referred to as "students") in accordance with the legislation;

- provision of scientific-methodical, informational and advisory assistance to state authorities and local self-government bodies.

training of Masters of the field of knowledge "Public management and administration"

In accordance with the Law of Ukraine "On Higher Education" and the Provision on the system of training, specialization and advanced training of civil servants and local self-government officials, approved by the Order of the Cabinet of Ministers of Ukraine of July 7, 2010 No. 564, *training of civil servants* - successful completion by the person of the relevant educational- professional or educational-scientific program, which is the basis for the awarding of the degree of higher education, a master's degree in specialties aimed at conducting professional activities in the civil service and the service in local government bodies, particularly in the field "Public Administration and Management" of the field of knowledge "Public management and administration". *Specialization* is defined as profiling specialized training of civil servants in order to acquire the ability to perform individual tasks and duties necessary for professional activity in the civil service.

The professional training of individuals for work in state bodies is regulated by the:

- Order of the Cabinet of Ministers of Ukraine of July 29, 2009 No. 789 "On Approval of the Procedure for Admission to Education for the Educational-Professional Master's Degree Program in the field of Public Administration and Management of the field of knowledge "Public Administration and Management";

- Order of the Cabinet of Ministers of Ukraine of April 1, 2013 No. 255 "On Approval of the Provisions on Admission, Internship in State Authorities and Local Government Bodies of the Students of the National Academy of Public Administration under the President of Ukraine, as well as a List of state bodies, local self-government bodies, in

which the traineeship of the students of the National Academy will be conducted in 2013-2018";

- Order of the Cabinet of Ministers of Ukraine of April 29, 2015 No. 266 "On approval of the list of fields of knowledge and

specialties on which the training of applicants for higher education is carried out".

Professional training of civil servants is carried out by higher educational institutions of the IV level of accreditation (hereinafter - HEIs), which are licensed and accredited in the direction (field of knowledge) "Public Administration and Management" (previously - the field of knowledge "Public Administration").

The national network of institutions for professional training includes the following institutions:

- Academy, its 4 regional institutes in the Dnipropetrovsk, Lviv, Odessa, and Kharkiv;
- HEIs (more than 40 universities as of 2016), which are licensed and accredited by the Ministry of Education and Science of Ukraine for the training of masters in the field of knowledge "Public Administration and Management".

The training of masters in the field of knowledge "Public Administration and Management" under the state orders is carried out by HEIs selected on a competitive basis in accordance with the procedure approved by the NAUCS and on the basis of a license for educational activities.

Organization of training of students at the Academy is carried out under the state orders and agreements between the Academy and customers on terms determined by such agreements.

The length of training for students at the Academy in full-time form is 18 months, in the evening, part-time (part-time and distance) - 30 months.

The Academy and its regional institutes, can carry out training of persons, who are holding positions of civil service or service in local self-government bodies and hold civil service positions belonging to 6-9 groups of wages or classified in the fifth to seventh categories of positions in bodies of local self-government, have civil service experience, services in local self-government experience for at least one year, on a competitive basis under the state order.

Applicants to the Academy pass the competitive selection on the results of entrance examinations, namely:

- computer testing on state-management, socio-economic, political-legal, historical and cultural issues;
- interviews on modern problems of public administration and management with the purpose of identifying practical experience,

analytical and creative abilities, motivation to work in civil service or service in local self-government bodies.

Persons, who successfully completed entrance examinations, but did not pass the competition, in accordance with the decision of the admission committee, may be accepted for training under the contracts.

Students of the Academy, who study in full-time form must undergo internship in state authorities, local self-government bodies, other bodies, institutions.

advanced training of civil servants

In accordance with the Provision on the system of training, specialization and advanced training of civil servants and local self-government officials, approved by the Order of the Cabinet of Ministers of Ukraine of July 7, 2010 No. 564, *advanced training* - training for the purpose of updating and acquiring skills, knowledge, skills and ability to perform tasks and duties necessary for conducting professional activities in the civil service and in the service in local self-government bodies.

Advanced training is a continuous process and is carried out according to these types:

- training under the professional training programs;
- thematic permanent workshops;
- specialized short-term training courses;
- thematic short-term seminars, in particular trainings;
- internships in the bodies covered by the laws of Ukraine "On Civil Service" and "On Service in Local Self-Government Bodies", as well as abroad;
- independent education (self-education);
- Annual All-Ukrainian competition "Best civil servant" (for civil servants).

The term and form of advanced training shall be determined by the body in which the civil servant or the local self-government official operates, depending on their sphere of activity. At the same time, the period of advanced training with the separation from the service and the maintenance of wages (monetary support) must not exceed four weeks (in agreement with the Cabinet of Ministers of Ukraine, exceptionally - two months), and without leaving the service six months.

Advanced training under the professional programs focuses on the professional development and updating of knowledge and abilities, skills of civil servants and local self-government officials.

Advanced training under the professional programs is carried out during the first year of work for persons first admitted to the civil service or service in local self-government bodies or elected and appointed to the related positions, as well as, if necessary, before or after the performance appraisal, but not less often than once every three years.

Requirements to the structure and content of professional programs are developed by the Academy and approved by NAUCS (Order of NAUCS of March 30, 2015 No. 65 "On Approval of the Requirement for the Structure and Content of Professional Programs for the Training of Civil Servants, Local Self-Government Officials and Deputies of Local Council", registered at the Ministry of Justice of Ukraine on April 16, 2015 under No. 422/26867).

Professional programs are developed by the relevant educational institutions, are coordinated by the NAUCS and other bodies (according to their competence) covered by the laws of Ukraine "On Civil Service" and "On the Service in Local Self-Government Bodies".

A professional program involves training:

- on a general component part - improvement and updating of knowledge and acquisition of abilities, skills in solving legal, economic, political, managerial, social and humanitarian issues and other issues of professional activity of a civil servant and local self-government official;

- on the functional component part - acquisition of additional knowledge and abilities, skills in accordance with the requirements of the National Qualifications Framework, in particular, the requirements for the professional competence of persons, who hold positions of civil servants and local self-government officials;

- on the sectoral component part - gaining additional knowledge of the latest achievements in a particular field or field of activity.

The general and functional components are divided into:

- a normative part obligatory for studying by all students of an educational institution aimed at satisfying national interests in the

field of professional development of human resources, development of human potential;

- a variant (selective) part consisting of educational modules developed by the educational institution and selected by the customers of studying taking into account the educational needs of the respective categories of students, the peculiarities and tasks of their professional activity, requirements for the development of professional competencies of civil servants, the specifics of the respective sphere of activity.

The sectoral component is formed solely on the basis of variational modules of the professional program. Variant modules may be included in a professional program instead of separate standard modules. The volume of the educational material of the variation modules is determined taking into account that for its study is allocated at least 50% of the time provided of the mastering of entire professional program.

Studying on a professional program can be carried out by part-time and distance learning.

The total duration of study on a professional program is determined by the credits of the European Credit Transfer and Accumulation System - ECTS (taking into account that the volume of one ECTS credit is 30 hours) and academic hours (1 academic hour is 45 minutes) and includes time for conducting training sessions under the supervision of teachers, independent study work of the students and conducting final control.

The length of the classroom and independent academic work should not exceed 10 academic hours per day (0,3 credit ECTS). The volume of maximum load of the listener for one week is 54 hours of classroom and independent study work (1.8 ECTS credit).

The volume of the professional program for the training of civil servants is 3.6 ECTS credits (108 hours), taking into account classroom and independent work, of which - 2,4 credits ECTS (72 hours) of classroom classes. In case of need, training in a advanced training program can be carried out in several stages.

The time distribution between the classroom and independent work is carried out by the educational institution itself in the ratio of 2/3 (full-time form) and 1/3 (distance form). The distribution of the topics of the training modules between classroom classes and

independent work is provided by the executor of the professional program - the corresponding educational institution.

In the learning process, the following main types of exercises are used: lectures, lecture- conversations (converters), thematic meetings, "round tables", practical classes (business games, discussions, exchange of experience, etc.). Individual training modules can be taught in the form of training.

The content of independent work is reflected in the curricula of the modules and questions for self-examination, as well as in the test tasks. The forms of independent work of the students and their control are determined by the educational institution in accordance with the legislation of Ukraine, the requirements of the NAUCS and the customers of training, as well as their own acts.

The final control of knowledge from the general and functional components of a professional program is carried out through comprehensive computer testing, from the sectoral component of the program - oral test or computer testing. In the full-time form of training, current and final control and evaluation of knowledge are used, and distance form - distance computer testing. Persons who have completed their professional training program are issued a certificate of advanced training.

Thematic ongoing workshops, trainings are conducted according to programs and plans developed by the respective educational institutions and approved by the bodies covered by the laws of Ukraine "On Civil Service" and "On the Service in Local Self-Government Bodies", based on typical programs and recommendations prepared the Academy and approved by NAUCS in the established order (order of NAUCS of November 4, 2011 No. 49 "On Approval of Methodological Recommendations for the Development of Programs for Thematic Continuous and Short-Term Seminars, Trainings, Specialized Short-Term Training Courses").

If necessary, thematic short-term seminars on the study of topical issues of public administration and management, new legislative acts, advanced national and foreign experience in management activities are held.

Trainings for civil servants are arranged and conducted by the:

- All-Ukrainian Center for the Training of Civil Servants and Local Self-Government Officials within the competence;
- Academy and its regional institutes;

- HEIs regardless of the form of ownership that have the right to conduct the relevant educational activities;
- Centers of retraining and advanced training.

Trainings for civil servants holding positions of civil service of category "A" shall be organized and held by the All-Ukrainian Center for the Training of Civil Servants and Local Self-Government Officials in accordance with the procedure established by the Order of the Cabinet of Ministers of Ukraine of August 23, 2016 No. 536.

The training of programs of thematic ongoing workshops, thematic short-term seminars, trainings and obtaining a certificate of advanced training are taken into account by civil servants when assessing service activities and appointment to a higher position.

Internship of civil servants in the bodies covered by the laws of Ukraine "On Civil Service" and "On Service in Local Self-Government Bodies", as well as abroad, is conducted with the aim of studying the experience of management activities, gaining practical knowledge, acquiring abilities and skills in the specialty.

After an internship conducted on an individual plan, a civil servant submits a report on the implementation of the internship plan to the heads of the authorities in which they were trained and to the managers of the bodies that appointed the internship.

Foreign specialists, representatives of foreign educational institutions, other institutions and organizations are involved in training on priority areas of training, specialization and advanced training of civil servants on the basis of relevant agreements, including on international technical assistance, agreements on cooperation between Ukrainian and foreign educational institutions, as well as other agreements with foreign partners, concluded and registered in accordance with the legislation of Ukraine.

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