

<https://doi.org/10.52326/csd2023.03>

JUSTIFICATION OF PUBLIC ADMINISTRATION REFORM IN UKRAINE ON THE WAY OF EUROPEAN INTEGRATION AFTER THE END OF THE WAR

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Abstract. The purpose of the publication is to determine the ways and components of the process of ensuring effective and efficient reform of the state administration of Ukraine as a whole and its administrative-territorial system, in particular, on the way to European integration of the country after the end of military operations on its territory. The relevance of the study is determined, on the one hand, by the desire of the people of Ukraine for its entry into the community of European countries, and, on the other hand, by the need for a certain reform of state management in accordance with the conditions of the European Union, taking into account the losses and destruction as a result of the Russian military invasion. The publication of theses regarding the substantiation of public administration reform projects aimed at the European integration direction of Ukraine was carried out based on the concept of project analysis. In accordance with the conducted research, it is proposed: a) implementation of analytical substantiation of the projects of reforms of the state administration of the country and its administrative-territorial system, which are proposed both from the legal and organizational points of view; b) conducting a step-by-step thorough analysis of the proposed reforms from the point of view of their market (marketing) expediency and technical and institutional feasibility, as well as based on the obtained results of environmental, social and financial and economic analysis for possible consequences (both current and in the distant future) of the specified proposals for reforming both the state administration of the country as a whole, and local self-government and the administrative-territorial system in Ukraine, in particular.

Keywords: *administrative and territorial system, economic analysis, environmental analysis, financial analysis, institutional analysis, marketing analysis, project analysis, risk analysis, social analysis, technical analysis*

JEL code: *D81, H73, O22.*

Ukraine's development strategy on the way to its European integration, after the end of military operations on its territory, provides for a certain reform of state administration and the administrative-territorial structure of the country. In our opinion, the mentioned reformation should first of all be concentrated in the direction of building a democratic society and a state governed by the rule of law through the introduction of existing European socio-economic standards. The main principles on which such a strategy should be based, based on the requirements of the European Charter of Local Self-Government, should be, in particular, decentralization of state administration, subsidiarity, territoriality, legal, organizational, and material and financial independence of the regions of Ukraine [1].

Thus, the problems related to the justification of decisions regarding the reform of the state administration as a whole and the administrative-territorial structure of the country, as well as the reform of the activities of local self-government bodies, *are among the most urgent problems* that require the implementation of research on the direction of European integration of the country, based on concepts of project analysis.

Reforming the state administration and the administrative-territorial system of the country should be considered at least from the point of view of such components of this process as:

- *legal* — because systemic reform requires: a) interpretation of individual articles of the current Constitution or introduction of appropriate changes and additions to it; b) making changes to the legislation on the organization of executive power (local self-government, the system of interaction between the state and self-government, etc.); c) introducing changes to legislation in the areas of budget, tax, land policy, health care, education, social security, housing and communal management, etc.;

- *organizational* — consists in the development of a holistic concept of interaction between state authorities and local self-government bodies, conducting extensive information and explanatory work, implementing a mechanism of partnership relations between state executive authorities and local self-government bodies, conducting local elections under the electoral system, which ensures proper representation of citizens in local councils, territorial communities in district councils and districts in oblasts, creation of conditions to support the formation of economically capable and self-sufficient territorial communities, etc. [2, c.110-115]

Proposals regarding the *use of project analysis concepts* for the justification of projects proposed for reforming the system of state administration, local self-government, etc., are based on the fact that, in our opinion, such an approach will allow us to clearly define: a) conceptual approaches to reform, revealing its main features in achieving the defined goal; b) the perspective (time horizon) for which the costs and benefits and consequences of the implementation of the reform are estimated; c) criteria that should be followed when evaluating the costs and results of the reform implementation.

Thus, the implementation of a project approach to the reform of public administration in general and the administrative-territorial system of Ukraine, in particular, provides, in our opinion, a systematic view of methods of comparing and evaluating reforms, as well as ways and means of attracting resources for their implementation. At the same time, it is absolutely necessary to take into account the fact that the reform of the administrative and territorial system of Ukraine is possible only *under the condition of compliance with certain legally defined principles*, namely under the condition of ensuring: a) the unity and integrity of the state territory; b) decentralization of state power; c) local self-government capacity for sustainable development of administrative-territorial units, taking into account historical, economic, ecological, geographical and demographic features, ethnic and cultural traditions, etc. [3 clause132]

In such conditions, it is especially necessary to carry out a thorough justification of the proposed reform projects in compliance with a certain sequence of decision justification stages, provided for by the methodological principles of project analysis, namely:

- First of all, the implementation of a *market (marketing) project analysis*, which would allow us to come to the conclusion that the mechanism for the formation of power relations and the administrative-regional structure of the country provided for by the reform corresponds to the available regional resource opportunities, as well as the obtained results and consequences of the implementation of the reform projects aimed at achieving the defined goal of the reform. Based on the results of this analysis, it is necessary to make a balanced decision, in particular, regarding: a) ensuring the organizational and financial independence of territorial communities and bringing them closer to European standards; b) formation of effective local budgets at the level of communities, districts and the region as a whole and creation of conditions conducive to their sustainable development; c) creation of conditions for proper material, financial and other resource provision of tasks and functions of territorial communities, etc.

- The next step should be a sufficiently thorough *technical analysis* of the reform projects related to state administration, local self-government, administrative-territorial organization of the country, etc., in accordance with the standards of the European Union. Based on the results of such an analysis, a thorough assessment of the practical aspects of the implementation of the measures provided for by the reforms should be carried out, in particular an assessment of: a) the functional scheme and physical plan of the reform implementation; b) viability of the proposed project as a whole and its individual stages, including; c) a formed grid schedule for the implementation of measures provided for by the reforms, which would cover all work on their implementation; d)

material and technical support for the implementation of reform projects; e) the expected amount of expenses required for the implementation of the reform, etc.

- Based on the concept of project analysis in the process of justifying post-war (post-crisis) reforms in the country, the next step would be to carry out a comprehensive *institutional analysis*, based on the results of which it would be possible to: a) comprehensively weigh the existing conditions for the implementation of reforms (political and legal environment, state policy, macroeconomic regulation, etc.); b) assess the degree of influence of these conditions on the effectiveness of the possible use of certain mechanisms for the implementation of reform projects; c) develop additional measures and programs to counter the potentially negative impact of external factors on the implementation of reforms, as well as assess the expediency of additional measures to achieve the set goals, etc.

- During the justification of the reform of power relations and regional development, especially against the background of significant destruction caused by military actions in certain regions and in the country as a whole, considerable attention should be paid to the mandatory *environmental analysis* and extended environmental expertise of possible results and consequences implementation of the proposed reforms. The above analysis is of particular importance, because the central government of Ukraine has a significant influence (restoration of ecological objects, stimulation of nature protection by consumers in the regions, development and introduction of waste-free technologies directly by taxpayers and financing of waste disposal, clearing of old landfills, etc.) on both the participants of social relations and the macroeconomics of the regions as a whole. The collection and use of taxes and payments for environmental purposes and the balance of powers on these issues is one of the cornerstones of controversy at all levels of the executive power of the country and its regions.

- Analysis of the social effects of the results and consequences of these reforms is an equally important component of the comprehensive justification of projects for reforming the post-war administrative-territorial structure of the country and state administration and local self-government. Against the background of significant changes in the demographic situation in the country as a whole and in some of its regions, in particular, caused by the war, as well as significant tension as a result of the war in a wide range of socio-economic relations and the emotional and psychological state of the majority of the population, conducting a *social analysis* should highlight the results and consequences implementation of the reform. The specified analysis should highlight the impact of the reforms on changes in such social indicators as: a) the number of jobs, content, conditions and organization of work on them; b) social structure of the population and its cultural and technical level; c) the number of the unemployed population in general and with limited opportunities, in particular, as well as opportunities and directions for their use; d) creation of conditions for social activity of the population and improvement of the socio-psychological climate in communities, districts and the region as a whole, etc. At the same time, it is necessary to evaluate the achievement of both positive and social effects from carrying out reforms in comparison with a fixed degree of maximum permissible social damage. Social analysis in the process of justifying the reform should be carried out in the *following directions*: a) determination of the impact of the reform on the social system of the region as a whole; b) analysis of the necessary changes in the social environment of communities to facilitate the implementation of the reform and the achievement of its goal; c) development of measures for the formation of a social system that will affect the possibility of effective implementation of the reform and obtaining the necessary results (consequences), etc.

- One of the most important parts of the justification of both post-war reforms in general and reforms in relation to state administration and administrative-territorial organization, in particular, taking into account the existing probability of a possible decrease in financial support of Ukraine from a wide range of countries that were its reliable partners and implemented it comprehensive support during the war, there is an analysis aimed at determining the financial capacity to implement the planned reforms and their viability. The *financial analysis* of reforms, which is built on the basis of the calculation of the cash flow generated due to the implementation of the set of measures envisaged by the reform processes, and the determination of the forecast report on the balance of costs and benefits obtained as a result of the implementation of the reform should accompany the

development of reform projects, starting from the initial stage of their preparation. The purpose of financial analysis in the process of justifying reforms is, in particular: a) evaluation of the technical feasibility of the reform from a financial point of view in the conditions of a specific financial and economic environment; b) identification of financial resources available for involvement in the process of implementing the reform in terms of volume and time horizon; c) determination and optimization of the flows of financial resources necessary at each stage of the implementation of the reform; d) identification of all financial consequences of reforms, etc.

- The basis for the final evaluation of the conformity of the possible results and consequences of the reform of state administration, local self-government, the administrative-territorial structure of the country, etc. from the point of view of the implementation of the strategy of post-war revival and development of Ukraine and its territorial communities (populations districts, regions, etc.) should be the economic justification of the specified reforms. According to the results of the conducted *economic analysis* of the reform projects, it is necessary to assess: a) the conformity of the content of the reforms with the economic state of the internal and external environment of the country and its administrative and territorial units; b) regulation of receipt and distribution of income, limitation of expenses; c) measures to stimulate production and trade and other areas of possible activity that directly affect the financial and economic feasibility of the reform in order to achieve the specified goal.

- Taking into account the fact that any reforms (especially reforms carried out in post-crisis conditions) are carried out, as a rule, in the presence of one or another degree of certain uncertainty, it is necessary during their justification to conduct an analysis of the occurrence of risks and their impact on the course the implementation of reforms — the potential for adverse situations to occur and possible unforeseen results and consequences as a result. *Analysis of risks* in the process of justifying reforms should be aimed at: a) identification of risk factors; b) assessment of the importance of each of the factors of uncertainty from the point of view of their possible impact on the outcome of the reform; c) the development of ways and directions, methods and techniques for reducing the identified risks related to the possible action of obtaining unfavorable results and consequences of the implementation of the reform.

Thus, it can be *concluded* that the effectiveness of reforming the state administration and local self-government, the administrative-territorial organization of Ukraine on its European integration path, as well as the effectiveness of the results obtained from the specified reforms requires the mandatory implementation of a thorough justification of the proposed reform projects on the basis of a comprehensive project analysis. Ignoring both the mechanisms and methods of carrying out such studies, as well as the conclusions from them, can not only negate the expected results of reforms, but even make their implementation impossible as a whole.

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