

HISTORY OF BACKGROUND OF THE ADMINISTRATIVE SERVICES PROVISION OF THE FOREIGN COUNTRIES

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Abstract.

Purpose: the article is devoted to the consideration of the history of the formation of the system of providing administrative services in foreign countries, taking into account the transition to a model of "service state", useful innovations, problems that arise during the reform of the system of providing administrative services. **Methods:** it also considers a different from the Ukrainian basic approach to the development of the system itself of the state apparatus and of individual bodies that provide administrative services in foreign countries. But the service ideology is considered as the theoretical basis of administrative services both in foreign countries. **Results:** process of developing administrative services in the theory of administrative law of different countries and in practice is a complex and multilevel process. **Discussion:** there are many ways governments have chosen to implement state programs by adjusting the system for providing administrative services. Providing services serves not only as an explicit process of interaction between the state and citizens, but also as a lever of influence, which the state can regulate social processes.

Key words: administrative services; the history of the formation of administrative services; service role of the state; decentralization; the quality of providing administrative services; service public administration; formation of public services.

1. Introduction

Ukraine is at the stage of creating a new format of relations between the state and citizens. A new stage in the development of the Ukrainian state began, where everyone should feel a citizen who is appreciated and respected whose interests are taken into account and that Article 3 of the Constitution of Ukraine [1] was not only a declarative norm, but also realized in life.

Particular attention should be paid to the issue of integration and harmonization of Ukrainian legislation in accordance with European standards.

Particular attention should be paid to the revision of approaches to providing administrative services to the population, taking into account the positive experience of the EU countries. Despite the fact that, after independence, the concept of a "public service" state began to develop in Ukraine, and significant changes have taken place in this direction; at the current stage, the format of relations between the state and the citizen should change more

radically to achieve compliance of Ukrainian legislation with European standards of public administration.

2. Problem and its connection with scientific and practical tasks

The formation of public services as a social and legal institution began in the countries of Western Europe and the United States in the middle of the nineteenth century, when the national states, generated by the revolutions of the previous century, are already mature enough to rethink their role and place in society, and the liberal bourgeois ideology, conquering the consciousness of all enlightened humanity, has already lost its absolute significance and began to give way to new political and legal views. The formation of a new institute took place under the influence of the following main factors:

1) The processes of industrialization and urbanization have radically changed the economic and social conditions of social life. The growth of industrial production demanded more and more labor re-

sources, which concentrated in cities, generating new social problems and exacerbating social contradictions;

2) The formation of an administrative state, which assumed more and more functions in the management of the affairs of society. The growth of the bureaucratic apparatus, coupled with the rethinking of the nature and functions of the state in the light of new socio-philosophical doctrines, led to the formation of a phenomenon such as state social policy;

3) A sharp increase in social contradictions at the expense of increasing pressure from new social groups that need public recognition and inclusion in socio-political life.

In the administrative legal doctrine of the EU countries, the legal institute of administrative services is not singled out separately. Scientists from the EU Member States define administrative services as "public services", "services of general interest" (services of general interest), "services of general economic interest" (services of general economic interest), "services for citizens" (services for citizens), which include services that are classified in Ukraine as administrative services.

"Territorial association is one of the key features of the development of the modern state" [2, c.87].

"A completely decentralized approach to public service will lead to the disappearance of the state and make it invisible" [3, c.29].

"The development of administrative services is part of the process of national construction on the path of coercion and homogenization [4, c.43].

Administrative services are what makes the state visible to its citizens. Public services are a direct line of citizens to the government. They make the interaction with the state tangible for citizens through almost everyday interaction, direct or indirect. "States are formed by images and practices, and public services contribute to the creation of these images and practices" [5, c.16]. Public services have played a decisive role in building states in Western Europe. Several processes in the European state, and in general, the state-building of the 19th century contributed to the growth of the importance of services: post offices, town hall, police stations, hospitals, schools, etc. were built in many

places; People were hired as police, rural teachers, railway station heads, civil servants, etc., this created a sense of loyalty and proximity to the state; Works in the field of public infrastructure have made previously unavailable centers of power more accessible.

Institutions such as compulsory schooling or mass prizes have contributed to the socialization of the population in the value of the state, while new physical networks (railways, roads) and network services (post offices) have contributed to the physical and mental integration of the national territory. These institutes and networks have created a distinct distinction between national and foreign governments and have helped to establish clear territorial boundaries in the EU. This definition of limits is also due to small things such as changes to road markings or road signs, in the same way, the presence or absence of certain commercial "marks" means that you left a certain area or country. Administrative services in this case contribute to the relationship between the state and citizens.

3. Analysis of result research

The development of the institution of public services is due to the growth of state regulation, the rise of humanistic ideals (in the postwar period) and the formation of the so-called "social state" (Welfare State) [6]. This tendency was dominant throughout the western world in the postwar years and peaked in the 60s and 70s of the last century. The ideology of the social state has intensified and expanded the original social content of the Institute of Public Services in the West.

It is appropriate to note the theory of public goods (Public goods), which had a significant impact on the development of the institution of public services during this period. At the root of this theory were American scientists, Nobel laureates J. Buchkanen [7] and P. Samuelson [8], as well as R. Masgrev (USA) [9] et al. According to scientists, public goods differ from ordinary products by the following features:

1) appointment - for the common good, and not for the benefit of individuals; indivisibility in consumption;

2) impossibility to exclude anyone from the use of these goods through, for example, non-excludability;

3) the ability to meet the needs of additional consumers without reducing quality.

An important conclusion from this theory was that, without state intervention, the market as a mechanism is not able to provide production of public goods due to their commercial unprofitability. At the same time, the production of public goods, including in the form of administrative services, is necessary for society's life and requires financing, as well as the production of ordinary goods and services. Therefore, only the state can provide public goods for society. Essentially, in the provision of public goods is the appointment of a social state.

The study of considerations about the role of public services in state and national construction, for developing countries, may benefit analysis of the processes of state and national construction in Western Europe. The literature and conceptual works of Rokkan [10] and Tilly [4], in particular, reveal three main processes that help to explain the role of public service in public and national construction. These processes are penetration, standardization and placement. Public services can contribute to the integration of the provinces and the consolidation of the territory; they can promote standardization, thus supporting exchange, mobility and justice; They can be used as a tool for mediation, interaction and coexistence.

Penetration refers to the process of establishing control and determining the presence, authority and visibility of the state or the governing authorities. S.E. Finner identified him as "the ability of the government to act directly on the population by its own agents, and not through intermediary local authorities" [11, c.1611]. The purpose of the penetration is to promote the unification and legitimacy of the state through the process of political and territorial socialization and, according to Max Weber, establish a "monopoly of the lawful use of physical force in this territory" [12, c.78].

Public services are an important tool in this "penetration" process, through which states establish an effective presence and control of the nation-

al territory and socialize their inhabitants [13, c.9]. In Europe of the XIX century, this process was clearly visible through the creation of disparate public services and infrastructure networks. The development and modernization of national administrations led to the creation of a series of decentralized offices and services. This strengthened the presence of the center in rural, remote and peripheral areas, or even made it really visible for the first time.

As a result of state modernization and subsequent penetration not only in European countries of the 19th century, but also in the colonies of these countries in the middle of the 20th century, "even in the most remote corners of the country was a significant state influence, in remote villages there is a state police, state tax inspectors, credit unions, marketing co-operatives, schools, health care and more" [14, p.55]. The establishment of the "flight service" apparatus greatly facilitated the conduct of policy and control over local jurisdictions [14, c.9].

The key process in this penetration is the "border construction", in which the territory of the influence of public and private institutions is clearly delineated. In this territorial sense, it's easy to define boundaries. In its social sense, the boundary separates "the state from other non-state or private factors and social forces" [14, c.17]. In the context of mixed government and non-state administrative services, and especially in situations where geographical boundaries are uncertain, challenged, or changing, such border construction may be complicated and have an adverse effect on penetration capacity and, consequently, on state and national construction.

These examples show that the penetration process is not harmonious and indisputable. It is about establishing control. It should be noted that in his work on state-building Charles Tilly also used the term "compilation of statistics". This applies to the forced penetration process, attacking, eliminating and neutralizing internal rivals [15, c.54; 16, c.181]. The process may involve the introduction of a bureaucracy on the basis of a system of merit to limit the power and privileges of other dominant groups in the organization of public services [17, c.175]. Frequent use of the terms "center" and "periphery"

in the European literature of state and national construction points to the attitude of subordination of the periphery of the center. This process requires States to replace or control alternative sources of power or power sources that may be a barrier to its benefits.

The second key process, which is essentially different, but related to penetration, in state and national construction is standardization.

Standardization, implemented through public services, contributed to the creation of a common culture due to the presence of similar and understandable for the perception of administrative services. Standardization is expressed through similar administrative procedures for all citizens; Use of identification documents [18]; Statistical system of classification of citizens, groups and territories [19]; etc.

In many cases, meetings between citizens and administrations and government agencies have contributed to the creation of a common language. Riggs speaks in this context of state nationalism [20, c.351], where the state creates a nation. Public services disseminate cultural symbols of statehood and nation. They are symbols of state presence. In the process of homogenization, this standardization tries to build moral unity [4]. The state, using that which has a monopoly on some of its services, creates an imaginary community; It produces and nourishes the images, and provides a package of ideals. Thus, public services are part of "everyday nationalism" [22, c.46].

Bureaucracy is to a large extent a negative factor that impedes the implementation of a particular process, but it is also a means of controlling the tendencies of divergence in autonomous bodies, institutions and organizations and, thus, their integration.

4. Presenting main materials

Standardization may require the destruction or suppression of alternative autonomous centers of power or alternative mechanisms for the exercise of power (for example, through local influential people) who compete for community loyalty and commitment [4]. It may even mean changing, eliminating or neutralizing well-functioning service delivery mechanisms. It can also lead to the suppression

of divergent regional or local identities (the former French centralist approach aimed at suppressing regional languages is a good example). This standardization helps to identify itself with the state and thus also attempts to destroy identification with alternative bodies (such as other states, regional or local interests or competing leaders). The modernization processes associated with European state-building in the 19th century are characterized by intolerance to diversity [23, c.130]. This applies to those who work in the civil service. It is not enough that someone carries out their service responsibilities, the employee must also be identified with a wider state apparatus and show solidarity and communication with other public sector employees. Such a standardization process is probably relatively simple in the context of rapid modernization, when many administrative services are new, and not substitute for existing ones.

5. Conclusions

Thus, we can conclude that the process of developing administrative services in the theory of administrative law of different countries and in practice is a complex and multilevel process. There are many ways governments have chosen to implement state programs by adjusting the system for providing administrative services. Providing services serves not only as an explicit process of interaction between the state and citizens, but also as a lever of influence, which the state can regulate social processes. As an example, the language policy of France. Taking into account the experience of foreign countries in the field of administrative services, our government should draw many gains to stabilize the situation in the country and control the masses, through influence through the system of providing administrative services.

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ІСТОРІЯ СТАНОВЛЕННЯ СИСТЕМИ НАДАННЯ АДМІНІСТРАТИВНИХ ПОСЛУГ В ЗАРУБІЖНИХ КРАЇНАХ

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Мета: стаття присвячена розгляду історії формування системи надання адміністративних послуг в зарубіжних країнах з урахуванням переходу до моделі «стану обслуговування», корисних інновацій, проблем, що виникають в ході реформи система надання адміністративних послуг. **Методи:** він також відрізняється від українського базового підходу до розвитку самої системи державного апарату і окремих органів, які надають адміністративні послуги в зарубіжних країнах. Але ідеологія обслуговування розглядається як теоретична основа адміністративних послуг як в зарубіжних країнах. **Результати:** процес розвитку адміністративних послуг в теорії адміністративного права різних країн і на практиці є складним і багаторівневим процесом. Обговорення. Уряду вибрали безліч способів реалізації державних програм шляхом коригування системи надання адміністративних послуг. Надання послуг служить не тільки як явний процес взаємодії між державою і громадянами, а й як важіль впливу, який держава може регулювати соціальні процеси.

Ключові слова: адміністративні послуги; історія формування адміністративних послуг; службова роль держави; децентралізації; якість надання адміністративних послуг; державне управління послугами; формування громадських послуг.

ИСТОРИЯ СТАНОВЛЕНИЯ СИСТЕМЫ ПРЕДОСТАВЛЕНИЯ АДМИНИСТРАТИВНЫХ УСЛУГ В ЗАРУБЕЖНЫХ СТРАНАХ

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Цель: статья посвящена рассмотрению истории формирования системы предоставления административных услуг в зарубежных странах с учетом перехода к модели «состояния обслуживания», полезных инноваций, проблем, возникающих в ходе реформы система предоставления административных услуг. **Методы:** он также отличается от украинского базового подхода к развитию самой системы государственного аппарата и отдельных органов, которые предоставляют административные услуги в зарубежных странах. Но идеология обслуживания рассматривается как теоретическая основа административных услуг как в зарубежных странах. **Результаты:** процесс развития административных услуг в теории административного права разных стран и на практике является сложным и многоуровневым процессом. Обсуждение. Правительства выбрали множество способов реализации государственных программ путем корректировки системы предоставления административных услуг. Предоставление услуг служит не только как явный процесс взаимодействия между государством и гражданами, но и как рычаг влияния, который государство может регулировать социальные процессы.

Ключевые слова: административные услуги; история формирования административных услуг; служебная роль государства; децентрализации; качество предоставления административных услуг; государственное управление услугами; формирование общественных услуг.