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THE ETHICAL CULTURE OF ENSURING THE QUALITY OF THE ADMINISTRATIVE SERVICES PROVISION

The ethical culture of an individual is one of the central internal moral factors that can improve the quality of work of public servants, aimed at achieving the best possible standards in the interests of those who repeatedly use public services. Ethical norms of activity from the point of view of schools of public administration are a set of internal principles that have formed and always exist in the collective and are recognized and implemented by all its members. Such norms of behavior, which can be regulated both at the legislative level and by the public itself, should correspond to a single desire – public interests should always prevail over private interests. Therefore, the study of the ethical component in ensuring the quality of the provision of administrative services is currently relevant.

The main public purpose of the public service and public servants in general is to serve the people and each of its individual citizens. The entire professional and ethical system of public service is formed around the mission of the specialty: principles, values, norms and standards of behavior, requirements for the moral properties of the state.

The mission, values on which the moral and ethical foundations of public service are based and the basic principles of public service are enshrined in the Basic Law of Ukraine and the Laws of Ukraine «On Civil Service», «On Service in Local Self-Government Bodies», «On Prevention of Corruption», General Rules of Ethical behavior of civil servants and local self-government officials. The decisive ethical base in the public service system is precisely the mission of public servants, which consists in the professional performance of state functions and is implemented with the help of protecting national interests and meeting public needs.

The study of the ethical system of the public service of developed countries shows that they have common features: the orientation of the professional activity of employees to guarantee the interests of citizens and society, prevention of possible abuse of power, non-compliance with the law, corruption; consideration of the ethics of public service as the main component of the corporate culture of an organization or institution; developed nature of ethical legislation; increased attention to ethical codes; the possibility of creating special bodies to coordinate activities related to solving ethical problems; the developed character of ethical training of modern public servants; consideration of ethics as a component of an integral system of public administration; definition of the main role of managers-leaders in the formation of an ethical system of public service; involvement of society in solving ethical problems; sustainable development of the ethical system; the presence, in addition to general features and individual national differences, of ethical systems of public service.

The creation of an ethical system of public service in developed countries is aimed, first of all, at the formation of effective structures that would carry out high-quality ethical training of civil servants, ensure control of their activities and create scientific and methodological support for solving ethical problems [1, p. 71].

In Ukraine, issues of public service ethics, among many other issues, are dealt with by personnel services, anti-corruption specialists, and the National Agency of Ukraine for Civil Service. In Ukraine, among civil servants and officials of local self-government, there is no stable tradition of observing ethical norms of virtuous behavior. The double standard, which is the result of the previous stages of the country's development, affects both public administration and the everyday life of people. Historically formed standards of underestimation of a person, neglect of his rights, perception of a citizen as a subject, beggar, dependent or complainer, which lead to dangerous moral consequences, make themselves felt in the activities of executive authorities.

In Ukraine, the desire to «bring more benefit to society and the state», which correlates with the mission of the profession, ranks seventh in the ranking of motives for entering the public service after «guaranteed permanent work, stable salary», «the desire to earn a high pension», «to have connections, which can be useful in life» [2, p. 207]. Thus, the declared guidelines of activity – serving the public good and ensuring human rights – quite often differ from the actual motivation of Ukrainian public servants. And the dominance of only a pragmatic and materially interested orientation can become the basis for the distortion of the values of public servant ethics and inappropriate behavior.

In Ukraine, the activity of centers for the provision of administrative services (CPASs) has today become one of the world's best practices for transforming the system of providing public services to the population and businesses. The basic principles of their activity have been created, electronic services and services, etc., are being implemented. At the same time, the processes of improving their functioning are still ongoing.

One of the key aspects of improving the operation of this system is the ethical norms and rules of behavior of officials. After all, cooperation with the public is always accompanied by a human factor, so it is important that such relations are formed without conflict, on the basis of complete mutual understanding. That is why the issue of ethical norms of behavior in CPASs is extremely important. Since CPASs, according to the law, is a working body or subdivision of authorities, it should become the face of the service, with approaches used by international companies.

The qualification requirements for employees in the field of administrative services include, in particular, a physical and mental state of health sufficient for a person to properly perform official duties, including a restrained temperament and personal moral qualities necessary for conflict-free communication with the subjects of the application, in particular, respect for their honor and dignity, benevolence, unbiased attitude towards all persons without exception and at the same time readiness to take into account their specific problems and specific circumstances of cases. The requirements also include an appropriate level of communication culture,

the ability to concisely and clearly explain organizational and legal issues, as well as to help draw up the necessary documents [3].

A component of the implementation of the idea of serving the public good in public administration is respect for the person. The right to respect for the human dignity of a person is a moral right and a requirement for creating proper conditions for providing services to citizens.

Thus, in the system of criteria for assessing the quality of the provision of administrative services, respect for a person implies a polite attitude towards the recipient of administrative services, his honor and dignity. The criterion «respect for the person» also includes: the readiness of the employees of the authorized body to provide the relevant administrative service, to help the recipient in filing the appeal, to provide relevant advice, etc.; observance of the principle of equality of citizens; availability of household amenities in the authorized body.

As noted by experts of the Center for Political and Legal Reforms, regardless of the way in which a private person – a consumer of an administrative service communicates with an administrative body – an important aspect, especially in Ukrainian conditions, is respect for the individual. Usually, this criterion is quite subjective, because in most cases it is based on the consumer's own life experience. However, there are completely objective grounds for assessing the quality of the provision of administrative services according to this criterion, in particular, if this criterion includes not only respectful treatment of the person, but also compliance with the principle of equality.

By equality, experts of the Center for Political and Legal Reforms understand the principle of non-discrimination established by the Constitution of Ukraine, that is, the prohibition of granting privileges or other advantages, as well as the unjustified establishment of restrictions. Therefore, the administrative service must be provided with the same quality for all consumers at the same time, with the same requirements for all consumers [4, p. 32].

In state-administrative interactions, respect for citizens is specified, in particular, in benevolence, readiness to take part in solving personal affairs; in politeness and correctness (absence of demonstration of excessive busyness; attentive listening and the ability to correctly understand the visitor; able to interact with elderly people; providing the citizen with the opportunity to express his point of view; clear, concise, consistent, correct presentation of information; arguments oriented towards the peculiarities of perception person); in accuracy (punctuality, precise wording, timely provision of answers and services, execution of decisions within specified terms, keeping one's word), etc.

Respect for the citizen must be inherent to representatives of all subordinate levels of public administration, because the observance of this principle in the upper echelons of the public service and its neglect in the lower structures (and vice versa), as well as the fulfillment of this requirement by employees of one institution and non-fulfillment by employees of another institution, affects the general the image of public administration, to establish trust relations with the public. After all, citizens should be confident that when they turn to public bodies, they will be assisted in solving their problems, will be helped in all their legitimate actions and demands [5].

Observance of moral and ethical rules of conduct by public servants forms a client-oriented approach in the field of providing administrative services, the main principles of which are the client-oriented ideology of the institution, the psychological readiness of the team to meet the needs of the client: the implementation of high quality service, a personal approach in matters of meeting the needs of the client, and this is possible only under the condition of a motivated, well-trained team with a developed level of ethical culture.

Customer orientation is not some isolated actions aimed at finding and satisfying the needs of customers to improve their commitment to the organization, that is, the so-called marketing technique that provides competitive advantages. Customer orientation is also not a one-time action, it is rather a way of thinking and existence. This is the attitude towards people, as they said before, «in a human way»: with kindness and benevolence, with a desire to listen and help, to complete the tasks undertaken on time and completely, with a primary focus on consumers as specific individuals.

The introduction of a client-oriented approach into the practice of the CPASs is necessary, because it is related to a change in the understanding of the client's value for the institution and takes into account the client's advantages and interest as much as possible. This approach is reflected in the individual approach to any client, the selection for him of an exceptional set of services and the means of obtaining them, when everything is done to make life easier for the client, his time is valued, needs are met, opportunities are taken into account, when every client is a buyer of services who feels exceptional.

Since the administrative reform involves bringing all important services closer to the population, in our opinion, in order to improve the quality of the provision of administrative services from an ethical aspect, it is necessary: regularly raise the level of individual culture of employees of administrative service centers, update values that strengthen customer orientation. This can be done at the expense of, for example, holding regional CPASs flash mobs for public and religious holidays; introduction of various technologies to ensure proper feedback from customers; to ensure the continuous development of the competence of managers and employees of the Central National Academy of Sciences, to attract specialists to conduct thematic trainings and seminars, to participate in short-term programs of professional development based on the Centers for training and professional development, to study in specialized institutions of higher education, in particular in the system of NASS and its regional institutes, to participate in specialized distance learning, aimed at forming a cadre of competent employees, determined to serve citizens in the conditions of a modern information society; to introduce the entrance testing of candidates during employment at the National Center for Social Security, which should include a test program – tests for stress resistance; tests to determine the psychological type, features of memory, speed of reaction, work capacity, interpersonal relations in the team; it is important to carry out the initial training of newly hired employees of the CPASs in two stages: group training on the basis of the CPASs training center and independent study of the work process at the employee's workplace with the participation of a specialist-mentor; since ethical requirements are

an integral part of the professional competencies of public servants, therefore, in our opinion, it is important, in addition to professional competencies, to pay attention to ethical and psychological qualities that help to establish positive contact with service users during the selection of personnel in CPASs; since the implementation of the idea of service at the level of each public servant requires close attention to the personal world of employees, it is necessary to carefully study the motives for entering and staying in public service, including the position of the administrator of the Central Administrative Service, and to encourage employees to work virtuously.

Although the issue of legislative regulation of administrative ethics is quite complex, because many behavioral actions by their nature cannot be regulated by legal norms and prescriptions, as they are regulated by moral and ethical norms, however, there is a need to create the conceptual foundations of professional ethics and adopt a separate regulatory and legal act that would concern purely ethical issues.

It is appropriate to adopt a code of ethics for public servants, because the General Rules of Ethical Behavior of Civil Servants and Local Self-Government Officials, currently operating in Ukraine, are formulated quite abstractly, sometimes in the form of principles, include a very limited range of ethical issues and cannot serve as instructions for public servants in specific situations. Clearer norms, designed for a wide range of situations, are needed. Such rules could be enshrined in the code of ethics. The code of ethics should be a kind of «table book» of a public servant, which regulates the general moral principles of the behavior of the servant, the ethics of the professional activity of the servants, including in the field of providing services to the population.

Increasing the level of professional competence of CPASs administrators, their compliance with ethical norms of behavior will contribute to the formation of a client-oriented system of providing administrative services, the main principles of which are: a single open space, clear and accessible procedures, clearly defined deadlines for the preparation of documents and maximum effectiveness.

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