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СУЧАСНІ ТЕОРІЇ ПУБЛІЧНОГО УПРАВЛІННЯ: ДОСВІД ДЛЯ УКРАЇНИ

Анотація. *Розвиток інтеграції та глобалізації в світі сприяє пошуку сучасних складових моделей публічного управління, які забезпечують гармонійний та стабільний розвиток суспільства та держави сьогодні. Органи публічної влади сьогодні в певному територіальному колективі представляють відносини планування та підпорядкування, а також є усвідомленими суб'єктом. Метою даної роботи є розгляд сучасних теорій публічного управління, а також вивчення світового досвіду з питання публічного управління. Методологічною базою для проведення дослідження стали теоретичні методи наукового пізнання. Були використані методи синтезу та аналізу даних, порівняльно-правовий метод та порівняльний метод. Також було розглянуто наукову літературу з тематики публічного управління на прикладі України та різних країн світу. У даній роботі розглянуто досвід успішного публічного управління в інших країнах. Публічне управління не обмежується діяльністю державних органів та посадових осіб, публічне управління здійснюється за участю установ прямої демократії. Було розглянуто класичні види та принципи публічного управління. Розглянуто український досвід публічного управління на при-*

кладі Запорізької, Львівської та Дніпропетровської областей. У всіх регіонах України процес публічного управління здійснюється за однією моделлю. Процес розвитку публічного адміністрування в Україні вже розпочато, однак органи виконавчої влади мають більше контролювати дане питання та впроваджувати нововведення, які б приводили до позитивних змін в країні та суспільстві. Вивчення досвіду організації та здійснення публічного управління інших країн є важливим для виявлення його найбільш дієвих систем публічного управління. Представлена інформація у даній роботі може бути використана студентами та викладачами вищих навчальних закладів, які спеціалізуються на вивченні державного управління, соціології, юриспруденції, політології та інших суміжних дисциплін.

Ключові слова: суспільні відносини, органи публічної влади, публічне адміністрування, державне управління, децентралізація, публічне управління.

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MODERN THEORIES OF PUBLIC ADMINISTRATION: EXPERIENCE FOR UKRAINE

Abstract. *The development of integration and globalisation in the world contributes to the search for modern components of public administration models that ensure the harmonious and stable development of society and the state today. Public authority in a certain territorial group*

represents the relationship of planning and subordination, and is also a conscious subject. The purpose of this work is to consider modern theories of public administration, as well as to study world experience in public administration. The methodological basis for the study were theoretical methods of scientific knowledge. Methods of data synthesis and analysis, comparative law method and comparative method were used. The scientific literature on public administration on the example of Ukraine and different countries was also considered. This paper examined the experience of successful public administration in other countries. Public administration is not limited to the activities of state bodies and officials, public administration is carried out with the participation of institutions of direct democracy. The classical types and principles of public administration were considered. The Ukrainian experience of public administration on the example of Zaporizhia, Lviv and Dnipro regions was considered. In all regions of Ukraine, the process of public administration is carried out according to one model. The process of developing public administration in Ukraine has already begun, but the authorities need to control this issue more and implement innovations that would lead to positive changes in the country and society. The study of foreign experience in public administration is important for identifying the most effective systems of public administration. The information presented in this paper can be used by students and teachers of higher education institutions specialising in the study of public administration, sociology, law, political science and other related disciplines.

Keywords: public relations, public authorities, public administration, public administration, decentralisation, public administration.

INTRODUCTION

Public power is a special phenomenon and relationship. Public authority in a particular territorial group is a relationship of planning and subordination, and is a conscious subject [1]. According to Marx, public power is the appropriation of another's will [2]. Some political scientists define public power as the ability to defend one's own will despite resistance [3; 4]. However, elements of voluntary coercion may also occur in other non-public groups. The one who acts as the head of a family exercises his will in a family, in some cases by coercion, uses his power, decides on payments and so on. Such power is formed not on the basis of social and public interests, as in a social collective, but on the basis of family, economic and spiritual ties. Public authorities are called to act primarily in the interests of society. Public authorities often use their powers, which dominate a particular team economically, politically and ideologically. In some cases, this can become the personal power of a leader, and the owners of state power can take positions on a team that are directly contrary to the interests of a team.

In the performance of public administration functions, there are state-administrative relations that ensure the existence of the subject of management, which has the authority and responsibility for the management and the subject of management. The subject of management is the active beginning of the management process. Such an entity may be the state itself, acting on its behalf, bodies and officials (parliament, president, government), local governments and officials (local council, mayor), bodies of public associations, if it is a public team or elements of a public body, such as the central committee of a political party, which determines the rules of administrative procedure [5].

The object of the relationship in public administration is what the entity does. Finally, such actions are carried out for the purpose of acquiring or providing any material or spiritual goods, their restriction, appropriation, separation, alienation or deprivation of rights. These benefits apply to citizens, foreigners, stateless persons, persons with multiple citizenships and their groups in connection with the realisation of their interests. The subject of management is the regulations of the head of state, president or monarch, which apply to all persons or certain groups of people. Such acts may be state regulations or decisions of the constitutional court and others. The powers, governing body and responsibilities of a governing body are determined by the documents required by a particular social group. For the state, and hence for society, the constitution is such a document. It defines the powers of public authorities, their responsibilities and the administrative boundaries within which they can act in regulating life in society [6]. Such documents include laws, orders of the head of state, government decrees. Some of these acts are adopted by federal authorities, autonomous authorities of a political nature. For many other groups of the territorial community or groups with elements of public administration the main internal document is the statute, the statute of self-government, the statute of the political party, although the basic legal provisions of these groups are regulated by constitutions and laws [7]. Documents regulating the procedure of public administration contain not only provisions on the powers of institutions and officials, but also on their responsibilities. Bodies and appointed officials created by a community are created to perform public tasks on behalf of society. The purpose of this work is to consider modern theories of public administration. This study will also take into account the experience of successful public administration in other countries. The Ukrainian experience of public administration is considered on the example of Zaporizhia, Lviv and Dnipro regions.

1. MATERIALS AND METHODS

Theoretical methods of scientific knowledge were used to study the concept of public administration, its types and principles, as well as foreign and Ukrainian experience of public administration. Scientific publications on public administration were studied and analysed. Methods of synthesis and analysis of information were used, comparative law method and comparative research method were also used. A theoretical review of the scientific literature on public administration and foreign experience was also conducted.

Using such methods as synthesis and analysis, the concept of public administration was considered. Types and principles of public administration in Ukraine and the world were considered. Using the method of synthesis, the foreign experience of public administration was regarded, as well as the existing shortcomings and advantages of the public administration system. Using the method of synthesis, it is possible to combine abstract aspects of a particular topic and display it as a whole. The method of synthesis involves the study of a particular concept, object or phenomenon in general. In the

process of scientific research, the method of synthesis is related to the method of analysis, because it allows combining all the parts of a subject, which can be further discussed in the process of analysis. The method of synthesis involves establishing a relationship between all parts and knowledge of a subject, phenomenon or concept as a whole. The method of analysis helped to analyse the concept of public administration and the principles using which it becomes possible to regulate and implement public administration in public regulation. The method of analysis is a method of cognition, by which the object is studied imaginary or actual, divided into basic elements and components. The method of analysis studies the main properties of the object, its characteristics and relationships between them, each of the selected elements is considered separately. The Ukrainian and foreign experience in public administration was studied with the help of the comparative legal method. The comparative law method requires the use of special research methods determined by the nature of an object, such as the normative nature of law on specific issues. The application of this method to the sources of law in administrative proceedings allowed obtaining new scientific results in the analysis of the sources of law of different legal systems. The next method used was the comparative method, it was used to compare modern theories of public administration in Ukraine and the world. The comparative method is one of the main scientific methods, which through comparison establishes the general, special and different in the studied phenomena, concepts and objects, as well as in the laws of their development. The comparative method was used to consider and analyse the types of public administration in different countries. Using a comparative method, it was studied that for Western countries the modern concept is the concept of "Governance" and its variants: "Good governance", "Responsive governance" and "Democratic governance".

A theoretical review of the scientific literature on public administration was conducted. Several scientific papers on public administration in Ukraine and around the world were considered. In the first paper, the researcher examined how public participation in environmental planning and management generates democratic legitimacy. Distinguishing between the literature on optimistic and critical participation, the author argued that both areas of research tend to disregard public opinion on the issue. The author concluded that the continued involvement of research on public expectations and governance experiences may reveal a critical understanding of the potential and challenges for implementing the results of democratic planning. In the following paper, the author proposed to consider the concept of urban governance, which includes decentralisation, support for entrepreneurship and democracy and which is designed to promote sustainable and inclusive urban development. This concept was proposed as a tool for participation and interaction between different stakeholders. The last considered work was devoted to the issues of decentralisation on the territory of Ukraine. As a result of the study, the authors found that the Institute of Local Self-Government established in developed democracies is a unique area that promotes the introduction of such features of democracy as common tasks, shared responsibility, common agree-

ment, brotherhood, tolerance and equality. The authors noted the necessity for local democracy, and also emphasised that it should be developed and strengthened in all directions. The authors found that an active form of citizen participation in community affairs is the implementation of the idea of participation budget or state budget.

2. RESULTS

2.1 Principles and types of public administration

Public administration and its principles are classified by various researchers, A. Fayol presented the most complete classification of the principles of public administration. Most of the principles put forward by scholars are used in public administration, but some need to be revised. The scientist identifies nine basic principles governing public administration. The first principle of public administration is the assertion that the performance of public administration requires power, authority, will and bodies to ensure the execution of orders. Powers and authority at the levels of public administration and self-government differ significantly. They differ within voluntary public associations, such as parties and trade unions. The second principle is the division of managerial work and the unity of leadership. The division of labour provides specialisation and, consequently, the quality of management, it should be noted that without a single leadership, chaos reigns. The third principle is the uniqueness of the performers and the uniformity of the order. In the presence of many managers who give instructions on the same problem, there is a mess, as without defining an executor specifically an order will not be fulfilled. The fourth principle is the subordination of the interests of other persons in the civil service to the interests of public administration. A civil servant, a municipality and a public association have different goals and interests, but in the performance of their duties it is important to set priorities and prioritise the interests of the state. The fifth principle is the presence of the necessary degree of centralisation and a hierarchical management system that will ensure the stability and unity of the management mechanism. The sixth principle is the stability of the leadership, which is an important principle, because the constant changes of leaders and administrative staff are detrimental to the common cause. Support and punishment must be proportionate, reasonable, lawful and understandable. This is the basis of the seventh principle, according to which management must be fair and impartial to subordinates and other employees of the governing body. The eighth principle of management is important, which provides feedback in management. This means that a leader must take into account the results of their actions and adjust them if the feedback indicates the need. The last, ninth principle, provides for remuneration for management work, i.e. the work should be paid in accordance with its public benefit, quantity and quality of management services provided.

The main type of public administration, especially the functioning of the state team, is primarily community administration. Community administration is carried out by bodies established by the world community, in particular the United Nations. Com-

munity administration is primarily exercised by the UN Security Council and the UN General Assembly. Community administration can also be carried out by regional international associations, if they are given management functions through state agreements. Community administration can be global and regional in nature [8]. In both cases, it will be obtained from countries that have established a competent international body. The second type of public administration is public state administration. Public state administration can be carried out in a state-organised society in a particular country. Public administration can also be carried out in government agencies that have not been recognised by the world community. Such government departments may have a president and parliament, as well as other government agencies and officials, may monitor the situation in a particular area, and manage human groups in an unrecognised state. For example, such a situation may occur in the territory liberated from the coloniser during the war of liberation. Similar situations have been observed in Angola, Mozambique and Guinea-Bissau. This type of public administration is also called public administration, which literally means one that is similar to public administration. A special type of public administration is management, which exists in the subjects of the federation. The territories that are part of the federation can be called states and have their own presidents. Another type of public administration is public administration, which exists in autonomous units. Examples are Scotland in the United Kingdom and the Åland Islands in Finland. Autonomous entities, unlike federal ones, do not have joint powers, they have an autonomous state non-government [9]. The last existing type of public administration is public administration of municipalities that represent the territorial collective. The federation or state system must provide in the constitution and relevant laws for the extent to which the municipal administration applies and which is a public non-state municipal administration.

2.2 Experience of public administration in the world

Public administration is not limited to the activities of state bodies and officials, public administration is carried out with the participation of institutions of direct democracy. Institutions of democracy include elections in which citizens make decisions and elect the party that forms the government, as well as elect a candidate for the highest public office [3]. In some countries, citizen participation in public administration is achieved through the removal of voters by deputies and heads of municipalities. Citizens can adopt a constitution or other law by voting in a referendum. Public debates on important issues of public administration are used, in small municipalities city councils are used to solve local problems, congresses are held in political and other associations, general meetings of members of local organisations are held to make administrative decisions. In Japan, every citizen has the right to receive a copy of every administrative act, including government decisions, for a small fee (2-3 US dollars), if the act is not secret. There are also many other forms of public administration. Mass demonstrations with demands to the authorities, with a simple appeal of a citizen to a state body or local

self-government body, can be a form of direct participation in power. Society can use specific institutions in the system of public administration [10]. In such countries of Muslim fundamentalism as Iran, Saudi Arabia, Qatar, Oman, religion plays a huge role in controlling the behaviour of the population, so the Koran plays the role of the basic law, is above the constitution, there is religious moral police – Mutawa. In many countries in Africa, in some countries in Asia, in some parts of Latin America, important tools of governance are tribal institutions, represented by leaders, elders, tribal councils, tribal customs. In some countries, public associations are used for governance, such as in Cuba and in some other countries of totalitarian socialism, and a separate association in the field of culture and sports has taken over some functions of state bodies.

For Western countries, the modern concept is the concept of “Governance” and its variants: “Good governance”, “Responsive governance” and “Democratic governance”. This concept develops the previous concept and is based on: greater attention of a state to the interests of civil society, expanding the participation of its subjects in public administration (citizens, public organisations, business structures), openness of the government to public control, based on cycles of self-organisation and interdisciplinary networks, which are characterised by interdependence, exchange of resources and weak dependence on the state. The main tools for implementing the principles of the Governance concept are aimed at: decentralisation of public administration, partnership with business structures, interaction with the public in the provision of services involving non-state resources, citizen participation in policymaking and implementation, transition from “guardianship state” to “partner state”, etc. In the modern dimension, the concept of “good governance” has expanded in the form of the principles of the European Innovation Strategy and good democratic governance at the local level.

Based on the analysis of key trends in social development and internal driving forces of public administration, researchers identify the main components of their long-term and radical reform, which include: public authorities, their management relations, relations and their organisation, leadership, leadership functions, communication projects, management ideas and theories, leadership training [11]. Analysing the nature of these changes, it can be assumed that possible forms of objectification of the main innovations of public administration, which will provide: democratisation of power, its partnership with the population in decision-making, development of forms and methods of their interaction, strengthening government openness, horizontal coordination, associative forms of organisation and management, coordination. It is also possible to increase public participation in decision-making, dialogue, communication with influential public and opposition structures, the right balance between centralisation and decentralisation, corporatisation of public administration, management focused on social values, decision-making technology, strengthening the role of communication, organisational culture, leadership, motivation, management style, social responsibility, group dynamics and business ethics. Effective planning, motivation and coordination, regulation, deregulation and self-regulation, self-control and external

control, as well as rational allocation of resources to achieve a certain result, use of project management goals, provision of quality social services, including through partnerships, information sources, state domination in various spheres of society in partnership with public structures. It is possible to introduce effective management of administrative-territorial reform on the basis of optimising the ratio “centralisation – decentralisation”, creating concepts of “breakthrough” to overcome crisis and stagnation processes that will provide the country's leadership, combining ideologies of organisational-administrative, information-analytical, social services and public communication. Probably the creation of national concepts of governance and public administration based on the experience of foreign management, the formation of politically neutral, professional, honest, sensitive to the requirements of citizens, employees and public managers with modern management knowledge, developed innovative worldview, able to operate in conditions of uncertainty [12]. In recent decades, some of these innovations have been introduced into the practice of public administration in various countries during the implementation of reforms. Based on the analysis of their diversity, four models of administrative reform were developed. The constant recording of their consequences created trends in the development of this system, according to which innovative changes mainly affected the subjects of the public administration system, management activities and functions. In the United Kingdom, France, Mexico, Germany, Poland, and Hungary, reform has taken place by combining several models of these reforms. At the same time, none of the reforms was aimed at centralising power. According to scientists, models are introduced that ensure reforms: the subjects of public administration through its decentralisation, management through the spread of public administration tools, management functions through the adaptation of public policy to globalisation, the principles of civil service by universalising management principles, management processes decisions by increasing public participation in government. Ukrainian practice of public administration reform in 2011-2013 was focused mainly on: optimisation of public administration, improvement of management (introduction of public administration tools) and streamlining of management functions, development of civil service principles, professional training and e-government, as well as gradual implementation of elements public participation in decision making. The current model of internal reforms, the “new public administration policy”, focuses mainly on decentralisation and public administration reform, regional policy and local self-government, and civil service development.

2.3 Features of public administration in Ukraine

Among the tools of interaction between public authorities, civil society institutions and citizens in Ukraine are: public consultations, citizen participation in the work of the Public Council, conducting public examinations, participation in competitions for financial support and participation in training and public events. In Ukraine, public administration is carried out equally in all regions [13].

The Lviv Regional State Administration is carrying out a number of measures within the framework of the decentralisation project and in order to improve the process of public administration. In particular, public consultations are held in the Lviv region. Citizens can participate in the discussion of regulations and drafts of regional target programs. Citizens are also provided with reports from the main budget managers, in order to inform the community about the expenditures of the regional budget for the past year. The purpose of public consultations is to involve members of the local community in the implementation of local self-government. Public consultations should help to establish a systematic dialogue of local governments with residents of the region, improve the quality of preparation of decisions on important issues in the field of local government, taking into account public opinion, creating conditions for participation of members of the local community in drafting such decisions. The consultations were initiated by the executive bodies of the Lviv Regional Council, its deputies and the chairman. The subject of public consultations may be draft regulations of the Lviv Regional Council and its executive bodies. Public consultations are mandatory before the Lviv Regional Council or its Executive Committee makes decisions on: adoption of the Statute of the territorial community of the Lviv region; adoption of the program of social and economic development and cultural development of the region; approval of the list of objects for which expenditures will be made at the expense of the budget in the next year; placement of ecologically dangerous objects on the territory of the region, issuance of permits, which belongs to the competence of the Lviv regional council. Public consultations can last from seven days to one month. During this period, an official document that is the subject of discussions must be submitted. During the consultations, citizens can submit comments and suggestions.

Citizens of the Lviv region may also be involved in the work of the Public Council under the Lviv Regional State Administration and joint working groups consisting of representatives of the executive authorities, the legislature and local authorities. On February 10, 2011, pursuant to the Resolution of the Cabinet of Ministers of Ukraine No. 996 of November 3, 2010 “On Ensuring Public Participation in the Formation and Implementation of State Policy”, the first public council at the Lviv Regional State Administration was established amounted 192 people, which powers ended on February 10, 2013. The main tasks of the Public Council are: promoting the implementation of the constitutional right to participate in the management of public affairs, promoting the consideration of public opinion by the regional state administration in the formation and implementation of state and regional policy, facilitating the involvement of stakeholders and monitoring and regional policy, conducting public monitoring of the activities of the regional state administration in accordance with the legislation, prepara-

¹ Resolution of the Cabinet of Ministers of Ukraine No. 996 “On Ensuring Public Participation in the Formation and Implementation of State Policy”. (2010, November). Retrieved from <https://zakon.rada.gov.ua/laws/show/996-2010-%D0%BF#Text>

tion of expert proposals, conclusions, analytical materials on the formation and implementation of state and regional policy [14].

Citizens of Lviv region also have the right to participate in conducting public examinations of the activities of the regional state administration. Public examination of the activities of executive bodies is a component of the mechanism of democratic governance, which provides for civil society institutions, public councils to assess the quality of executive bodies, the effectiveness of decision-making and implementation of such bodies, preparation of proposals for solving socially significant problems in order executive authorities include it in their work. An important tool of public administration in Ukraine is the opportunity for citizens to participate in competitions for financial support for the implementation of their programs, projects and activities. Support from the state budget is provided for the implementation and realisation of programs, projects and activities at the national level, and local budgets – programs, projects and activities of the relevant administrative-territorial level. According to the decision of the tender commission, the implementation of national programs, projects, activities by public associations of persons with disabilities at the expense of the state budget may be carried out at the regional, district and city levels. Residents of Lviv region can also participate in trainings and public events, which are held at the expense of Lviv region.

3. DISCUSSION

Ukrainian and foreign researchers are increasingly turning to issues of public administration, decentralisation and other related issues. In *The democratic legitimacy of public participation in planning: Contrasting optimistic, critical, and agnostic understandings*, the researcher examined how public participation in planning and environmental management generates democratic legitimacy. Distinguishing between the literature on optimistic and critical participation, the author argues that both areas of research tend to disregard public opinion on the issue. This has in fact given rise to a purely normative and essentialist understanding of democratic legitimacy, which views legitimacy as an integral part of the process or essence of public administration. Based on the anti-essentialist understanding of democratic legitimacy, which is primarily based on modern social ideas and expectations of democratic institutions, the author outlined a normative agnostic basis for the study of how legitimacy is generated through participation. Using this framework to study the experience of Swedish citizens in governance processes, the author emphasised how democratic legitimacy can be understood as multidimensional, temporary and conditional, which individual citizens can provide and withdraw in many ways. Based on this, the author concluded that the continued involvement of research on public expectations and governance experiences can reveal a critical understanding of the potential and challenges for implementing the results of democratic planning [4].

The following study examines the concept of urban governance, which includes decentralisation, support for entrepreneurship and democracy, and aims to promote sustainable and inclusive urban development. This concept is used to evaluate the management practices of the city of Tamale in Ghana. The study identified significant gaps in practice, especially with regard to the application of the principles of decentralisation and democratic governance, although entrepreneurship has made a clear contribution to the development, in particular, of the informal sectors that dominate the city's economy [15]. This work may be interesting for studying the experience of decentralisation and democratic governance, an analysis of the most effective management measures in this concept can be performed.

The last considered work was devoted to the issues of decentralisation of power in Ukraine, unification of territorial communities, development of democratic local self-government, establishment of local democracy and factors influencing the process of citizen participation in solving everyday life of the community [16-19]. The purpose of this work was to reveal the mechanisms of decentralisation of power at the local level, as well as to identify the main trends that arise during its implementation, to find ways to improve local governance and local democracy in a crisis. As a result of the study, the authors found that the Institute of Local Self-Government established in developed democracies is a unique area that promotes the introduction of such features of democracy as common tasks, shared responsibility, common agreement, brotherhood, tolerance and equality. The authors emphasised the need for local democracy, and emphasised that it should be developed and strengthened in all directions. The authors found that an active form of citizen participation in community affairs is the implementation of the idea of participation budget or state budget. The project was supported in almost all regions of Ukraine, thanks to which people managed to solve a large number of local cases under its responsibility, while increasing the transparency and accountability of management structures and deepening decentralisation processes.

CONCLUSIONS

Public authority in a certain territorial group represents the relationship of planning and subordination, and is also a conscious subject. In the performance of public administration functions, there are state-administrative relations that ensure the existence of the subject of management, which has the authority and responsibility for the management and the subject of management. In the context of this work, the basic principles and types of public administration were considered. Nine basic principles of public administration were considered. Two main types of public administration were also considered, the first type of public administration, in particular the functioning of the public team, is community administration. By nature, public administration can be global and regional. The second type of public administration is public state administration, it can be carried out within the state-organized society of a particular country.

Also, in the context of this work, the foreign experience of public administration is considered. It was established that public administration is not limited to the activities of state bodies and officials, public administration is carried out with the participation of institutions of direct democracy. It is also determined that the institutions of democracy include elections in which the citizens of the state decide and elect a party to form a government, as well as the selection of a candidate for the highest public office. It was studied that in some countries the participation of citizens in public administration is carried out by dismissing deputies and heads of municipalities, while in others citizens can adopt a constitution or other law by voting in a referendum.

The mechanism of public power in Ukraine on the example of Lviv, Zaporizhia and Dnipropetrovsk regions was considered. It is established that the tools of interaction between public authorities, civil society institutions and citizens in Ukraine are: public consultations, citizen participation in the work of the Public Council, conducting public examinations, participation in tenders for financial support and participation in training and public events. In Ukraine, public administration is carried out equally in all regions. In general, it should be noted that the issue of public administration has not yet been thoroughly studied. However, Ukrainian and foreign scientists study this and related issues and learn from positive experiences from around the world. The process of developing public administration in Ukraine has already begun, but the authorities need to control this issue more and implement innovations that would lead to positive changes in the country and society.

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