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ORIGINAL ARTICLE

Analysis of the modern functional field of effective implementation of public control in the system of public administration in Ukraine

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Abstract

The relevance of this article lies in the fact that the study of the public administration system in Ukraine is an important issue. In modern Ukrainian society there is a clear demand for effective ways to involve the general public and create real mechanisms for implementing democratic principles of public administration through European integration processes. The aim of the study is to analyse the current functional field in the processes of public control in the public administration system of Ukraine. The following research methods were used: analysis and synthesis of information, comparative method, method of sociological research, as well as the method of induction. At the final stage of the study, an analysis of scientific sources on the research topic was carried out. According to the results of the study, it can be argued that the effectiveness of public control in Ukraine directly depends on the state of development of civil society and the level of interaction of its subjects with state authorities and their officials. This largely depends on the motivation of the competent authorities, since state institutions, especially in the legal and organisational spheres, ensure the development of civil society and form the basis for public participation in governance. The practical significance of the research results lies in the fact that the research presented in the article and the analysis of literature sources provides an idea of the implementation of public control in the public administration system in

Ukraine, and also opens up new opportunities for its improvement.

KEYWORDS

administrative reform, democratisation, development of civil society, globalisation, public management mechanism

1 | INTRODUCTION

In modern Ukrainian society, there is a clear demand for effective ways to attract the general public and create real mechanisms for implementing democratic principles of public administration through European integration processes, in order to clean up the public administration system from corruption, eliminating the shadow of the scheme of public administration decisions in narrow corporate interests. One of these methods is public administration, which, since it is, in fact, a form of participation and association of citizens in government, a priori can be an important tool for streamlining the entire system of public administration (Chown, 2020). This statement is based on the fact that in modern democracies of the world, public authorities and their officials, including governing groups, depend on society: the tax base, electoral sympathies, public opinion, which legitimises the existence of a political regime. All of this constitutes a system of public administration (Slagle & Williams, 2018). At the same time, this restriction, without proper guarantees, can significantly reduce the efficiency of state institutions and create conditions for uncontrolled implementation by political and managerial decisions of their officials (Martinkovic, 2021).

The end of 2013 was marked by a major incident in Ukraine that later became known as the Euromaidan (Maidan)—national and patriotic protests in Ukraine, primarily against corruption, arbitrariness of law enforcement and special forces, and in support of the European vector of Ukraine's foreign policy (Ketners, 2020). A significant reduction in reforms (economic, judicial, and constitutional) after the Maidan, the persistence of corruption schemes in the public administration system and other negative factors in 2014–2020 indicate not only the low managerial capacity of public authorities in Ukraine, but also the weak effectiveness of civil society institutions with sufficient resources to adjust the quality of state decisions, which are not able to actively use effective mechanisms of state control, proven by foreign practice. The existence of these problems requires the development of theoretical foundations and practical recommendations to government entities in order to increase the effectiveness of mechanisms of public control over the activities of state authorities in Ukraine (Balakireva, 2015). The main argument is that public control as a form of public participation in the development and implementation of public policy involves providing feedback on state and non-state policies and identifying existing or potential violations that require elimination (Kupriy & Palivoda, 2011). Public participation in public administration can be considered effective only when the problems faced by citizens begin to be resolved by their participation in the decision-making process of public administration. The main conditions are the readiness of the authorities to communicate with citizens and the presence in society of strong and active civil society institutions that express their interests (Sun & Ding, 2020). This context explains that the level of public control in a country directly depends, first, on the state and development of civil society and, second, on the level of motivation of state authorities (and local authorities) (Hamann, 2019). Therefore, in this study, it is appropriate to test this hypothesis and determine promising areas for optimising the interaction of public authorities with the public, which are necessary for the successful implementation of state control in Ukraine.

Scientists who study the current state of development of civil society in Ukraine point to its underdevelopment and generally low initiative of its institutions throughout independence, with the exception of a sharp increase in social activity of broad sections of Ukrainian society (Beel et al., 2022; Biancardi et al., 2023; Dubrovskiy et al., 2020). This is confirmed by a number of sociological studies. According to influential international organisations, the indicators of civil society development in Ukraine over the past 6 years show little positive dynamics. In particular, according to the USAID

Civil Society Organization Sustainability Index (CSOSI), the state of civil society development in Ukraine in 2015–2019 was estimated at 3.2 points (on a scale from 1 to 7), which is 0.2 points more than in 2010–2014. According to the agency's experts, civil society in Ukraine is characterised as transitional and unconsolidated (2019 CSO Sustainability..., 2021), that is, it does not reach the level of developed democracies with the risk of returning to a less developed state. The aim of the study is to analyse the current functional field in the processes of public control in the public administration system of Ukraine.

2 | MATERIALS AND METHODS

The methodological basis of the presented research is a combination of general scientific methods of cognition. The research methodology is based on theoretical methods of scientific knowledge. Methods of information synthesis and analysis were used. The induction method was also used. In the context of this study, an analysis of the scientific literature on the research topic was carried out. Methods of analysis and synthesis are used in modern natural sciences, humanities and social sciences. These methods are characterised by special applications and modifications depending on their application for each specific industry. Analysis and synthesis are universal, oppositely focused ways of understanding an object, concept, or phenomenon. They are used both in theoretical research and in practice, especially in experimental activities. Through the analysis, knowledge is obtained about individual elements of the subject of knowledge in various aspects of its existence. At the synthesis level, an idea of the structure and properties of the system is formed and a relationship is created between its main characteristics. These methods were used to define the term 'public administration'. The characteristics of the public administration system in Ukraine and the latest trends were considered and analysed using methods of analysis and synthesis.

The method of induction is a method of cognition, which is based on a formal-logical conclusion, which allows obtaining a general conclusion based on individual facts. In other words, it is the way of thinking from the individual to the general. Thus, the main characteristics of public administration in Ukraine were determined using the induction method. In the course of the study, data from sociological surveys for 2015–2020 were analysed. Sociological research is a type of systematic cognitive activity aimed at studying the behaviour of people, groups, relationships, processes of social interaction in various spheres of society and obtaining new information, identifying patterns of social life based on sociological theories, methods and procedures. Sociological research is a system of logical sequential methodological, methodological and organisational-technical procedures focused on in-depth study, analysis and systematisation of social facts, identification of connections between social phenomena and processes, the formation of new knowledge based on information and subject, development management measures, its gradual development.

According to the average indicators of 2015–2020, data on the level of trust in Ukrainian society were obtained on the basis of sociological research. The obtained data were presented in Figure 1 using the graphical method. After analysing the available data of sociological research, at the final stage of the study, certain conclusions were drawn, which were presented in the final section of the study. In addition, in the course of the study, all available data was collected and systematised, both from sociological surveys and data from the scientific literature. Many scientists have studied and analysed the public administration system in different countries, including the public administration system of Ukraine (Komakha et al., 2022; Kryshchanovych et al., 2022; Progoniuk & Husenko, 2022). In the course of the study, the works of Ukrainian and foreign scientists on the research topic were considered and analysed. At the final stage of the study, certain conclusions were formulated.

3 | RESULTS AND DISCUSSION

In general, over the past 50 years, there have been three models of public administration, the traditions of reform of which have been promoted by Western scientists, each of whom advocated a different role of government

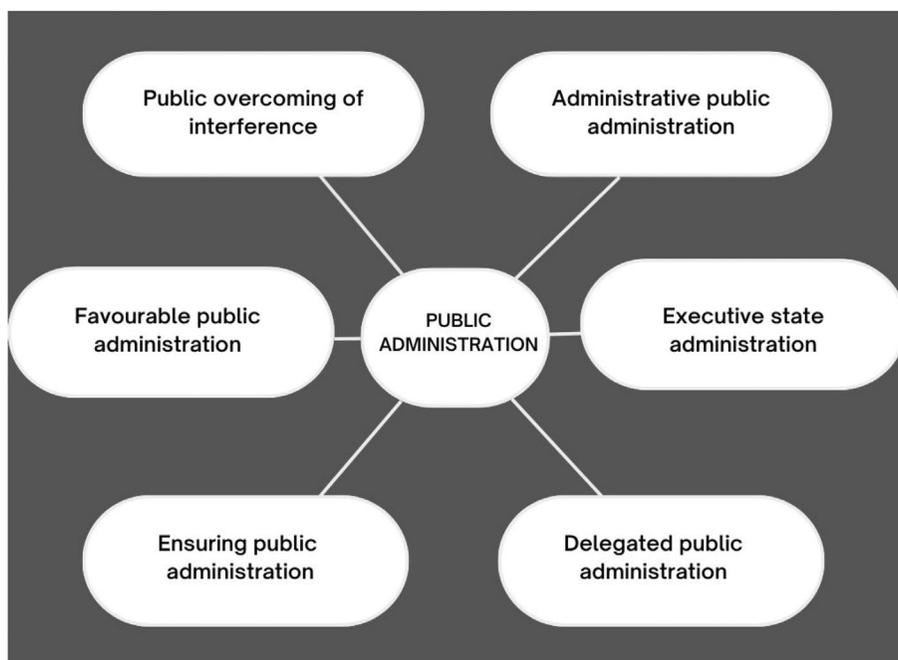


FIGURE 1 The system of public administration.

or bureaucrat. As a result, officials received mixed reports about how they should fit into the metaphorical control machine (Arora & Lodhia, 2017). The choice of the European vector of development of Ukraine means a transition to the European model of civilisation, which provides a full democratic transition to a new quality of a politically organised and responsible society, which gradually increases the level of business and participation in political life and guarantees their rights and freedoms. All these qualitative changes in the structure and content of civil society inevitably lead to changes in the form and content of the state, especially in the system of public administration, which includes, first of all, a radical change in the format of communication between the state and citizens. The basis of a new 'format' of this kind should be the formation of an efficient public administration system that is adequate to Ukrainian reality and global trends (Chung & Low, 2017).

In the classical sense, public administration is defined as the influence of a state body (which has public power) on an object (society, processes, and relations) in accordance with socially important functions and powers assigned to it. This means that public administration arises as a result of a certain public agreement between the state and society, where competence belongs to the competent authorities and officials (Djelic & Etchanchu, 2017). The subject of public administration is civil society, non-state entities, various self-governing structures (public organisations, associations and their bodies), state authorities (Hajnal, 2015). The direct management of subjects is public administration bodies: institutions elected by direct elections and their executive structures; officials elected by general direct voting; officials appointed by institutions and their executive structures (Flammer, 2015).

Public administration is a complex activity that is carried out in many respects, which leads to various legal consequences for the objects of managerial influence. The system of public administration operates on the basis of normative legal acts regulating the activities of subjects and objects of public administration (Figure 1) (Gaur et al., 2018).

Throughout Ukraine's independence, the basic problem for the development of civil society in Ukraine has been the low level of trust in civil society institutions. According to the average indicator for 2015–2020, on the basis of sociological research, the following data were obtained on the level of trust in Ukrainian society. The data obtained are shown in Figure 2.

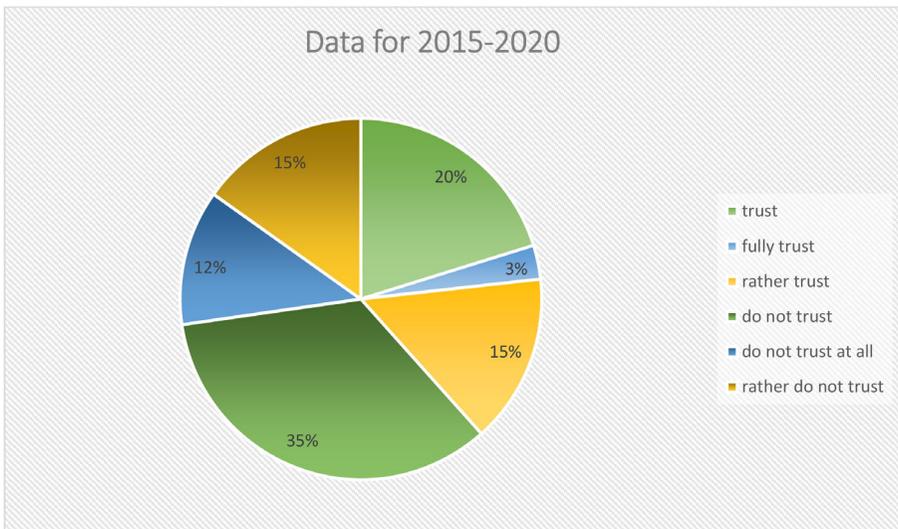


FIGURE 2 The level of trust of the Ukrainian population in the authorities and civil institutions. [Colour figure can be viewed at wileyonlinelibrary.com]

Despite such negative trends on the territory of Ukraine, public trust in civil society institutions is increasing, especially with regard to the use of these institutions as a means of protecting the interests of citizens. A survey conducted in 2015 showed that non-governmental organisations in this area are more effective than appeals to political parties (2.1% of respondents believe so), and appeals to ‘shadow’ structures are considered more effective by 4.6% of respondents (Stepanenko, 2015). The growth of confidence in public organisations in the first years after the Maidan is confirmed by a public opinion poll conducted at the Razumkov Centre from April 21–26, 2017. However, the results of this study show only a small positive trend. Compared to 2013, in 2017, the number of citizens who do not trust non-governmental organisations (completely and previously) increased by 4.1% (Attitudes of Ukrainian..., 2021). In the following years, opinion polls showed different level of trust in non-governmental organisations. Thus, after all, in 2020 (October–November), according to a Razumkov Centre survey, the ratio of trusted to non-trusted enterprises was 42.8% and 42.5% (Citizens' assessment of..., 2020). A similar trend is shown by the self-assessment of representatives of the public sector in terms of their impact on things in the country and society. This is evidenced by a survey conducted by the Democratic Initiative Foundation. In 2019, representatives of public organisations significantly increased the influence of organised civil society.

This happened immediately after the Revolution of Dignity—from 2.2 points (from 5 points) to 4 points. However, it is important to note that in the future it will gradually decrease to 3.2 points, starting in 2019 (Has the Revolution of..., 2021). The negative dynamics observed in these studies are an example of a change in the priorities of a large number of citizens in terms of survival in the face of rapid deterioration of the socio-economic situation in the state and complete disillusionment with state institutions. Ukraine demonstrates almost all sociological monitoring, which cannot significantly change the situation in the state. Thus, it can be argued that over the past 4 years, despite the growth of social activity of Ukrainians, which reached its peak in 2014–2015, the overall picture of the level of trust in NGOs at the end of 2020 has not changed much. Over the years, a temporarily positive growth trend in the public trust in non-governmental organisations can be observed, which in 2017–2020 changed again with a downward trend, which, as a rule, does not lead to the conclusion that such growth is stable. In this regard, the average level of trust of civil society remains lower than, for example, in Georgia (45.6%), not to mention the Eastern European countries in the EU (European Union).

Due to the low level of trust in civil society institutions, there is a low level of participation of citizens in their activities. A really low level of readiness for public activity in Ukrainian society is paradoxically recorded against the background of generally high demands for social changes in the state. Thus, it can be concluded that in Ukrainian society, despite some positive changes in the history of Ukraine after the Maidan, dangerous social passivity to protect the rights and interests of citizens remains against the background of clear social requirements for social changes and the need for control by the authorities. This trend is directly reflected in the degree of influence of civil society institutions, the development and implementation of state policy and the control of its subjects, which cannot be assessed as high, as evidenced by recent sociological studies.

Many scientists have studied and analysed the public administration system in different countries, including the public administration system of Ukraine. In the course of the study, the works of Ukrainian and foreign scientists on the research topic were considered and analysed. One of the considered works examines theoretical approaches to the place and role of risk management in the field of public economic management. The concepts of 'risk' and 'risk management' related to the activities of public authorities are defined. The problems that arise in the field of public finance management, as well as issues related to the experience of applying the methodology for assessing fiscal risks associated with the activities of state-owned enterprises, are identified. The authors identified the possibility of implementing in Ukraine international risk management standards and best practices of risk management in public administration, which are used by EU member states. This article presents the results of an expert survey on the issues and ways of implementing risk management in the activities of the Ministry of Finance of Ukraine. The survey showed that the sphere of public finance in Ukraine requires the introduction of modern approaches to risk management (Starostina et al., 2019).

Some scientists trace the implementation of 'Best practices for managing public environmental expenditures in countries with economies in transition', proposed by the United Nations Economic Commission (UN) for Europe in the Ukrainian context. Their study illustrates that Ukraine adheres to the best practices of the UN Economic Commission for Europe on some points, but its actual indicators regarding environmental efficiency, governance efficiency and fiscal prudence are half that of the leading states. Full success in copying the best practices of the UN Economic Commission for Europe was not observed in the Ukrainian case. However, it is possible to suggest plausible conditions for successful copying to develop a roadmap to remedy the management of environmental projects in Ukraine. The purpose of this document is to call for further research on internal and external factors and barriers to modernising public finance management in Central and Eastern European countries. Previous studies discussing the context of Central Europe show that the issue of correlation between economic growth and environmental protection at the state and municipal levels has become increasingly important in recent years, for example in the case of the Czech Republic. However, since independence, Ukraine has become the main recipient of external assistance not only financially, but also in the form of knowledge, advice, recommendations, best practices, and so forth. The work under consideration is based on the perspective of Revik's translation into knowledge transfer to illustrate how 'good practice of managing public environmental spending in countries with economies in transition' proposed by the UN Economic Commission for Europe has been reproduced by the Ukrainian government and how this policy translation can be explained in the Ukrainian context (Hajnal, 2015).

The following study analysed the current state of civil society development, the specifics of changes made to the legislation of Ukraine in this area in the context of European integration and global trends, and suggested ways to further improve civil society institutions on Ukraine's path to the European community. The authors revealed the essence of communicative interaction between state authorities and the public. The authors substantiated the role of information and communication technologies in the development of communication with the public. Taking into account the priorities of the association agreement between Ukraine and the EU, conclusions are drawn and recommendations are given on the tasks for state bodies to quickly study and apply new communication methods and tools. Prospects for improving legislative and regulatory acts on public relations and civil society development are outlined. As part of an innovative approach applied to a region of the world whose research is still in its infancy, the following article under consideration identifies the dominant traditions of administrative reform inherent in the

administrative elites responsible for administrative reform in Eurasia. The authors' contribution is twofold. First, they create a mechanism for measuring the perception of administrative reform by bureaucrats, which can be replicated in other regions by determining the extent to which the three dominant Western civil service traditions (traditional public administration, new public administration and new public administration) have been embedded in Eurasian societies. Thus, the article demonstrates the effectiveness of these twists in public administration, so that they can be 'studied' and embedded in the psyche of elite-level bureaucrats in these Eurasian post-Soviet regimes. The article argues that although members of these elites hold several general ideas about governance, the understanding of administrative reform varies markedly between bureaucrats and generally corresponds to different aspects of the three dominant areas in public administration. It is therefore recommended to make some change in the balance between international/regional public policy measures and the intervention of the public administration. While public policy measures are certainly necessary, the administrative framework on which they are built (or learned) requires more attention to the needs, skills, and relationships of practitioners. The understanding of administrative reform varies markedly among bureaucrats and is generally consistent with different aspects of the three dominant areas in public administration (O'Connor & Carmichael, 2019).

The establishment of a democratic political system has been declared one of Ukraine's top priorities since independence in 1991. However, three decades later, democracy in Ukraine remains ineffective and superficial. Thus, it is productive and appropriate to look for an alternative method of studying such a complex and multidimensional issue. This article uses the 'causal layered analysis' (CLA) developed by Futures Studies to provide additional information on the reasons for Ukraine's failure to complete and halt democratisation. CLA aims to investigate the root causes of issues and includes analysis on four 'levels': litany, system, worldview and myth, metaphor. As demonstrated in the paper, this method can be applied to better understand the democratisation of Ukraine—or rather, its absence. The authors of the study summarised the main facts and data on democracy in Ukraine. The second stage of the study was related to the study of the transition to democracy based on the approaches of various academic disciplines and theories. The study involves interpreting the problem within five worldviews. At the deepest level, the authors have identified and characterised some of the myths underlying the above-mentioned worldviews. Based on this analysis, key problems are identified and prospects for the future democratisation of Ukraine are outlined (Turchyn et al., 2020).

The following article identifies patronage networks in three regions of Ukraine and develops some ideas about the relationship between these networks, economic and political transparency, and the provision of public goods. This paper is a large empirical study linking business and politics in three regions (Kharkiv, Mykolaiv, and Ivano-Frankivsk) with varying levels of transparency and democratic reforms. Formal and informal links between politics and business are identified using primary (interview) and secondary data. Focusing on the local rather than national level in Ukraine, the article compares different levels of patronage and network types. This study links the empirical study of patronage networks in the post-communist environment to the broader theoretical structure of restricted access orders. The authors' findings demonstrate that, while the multiplicity of networks may be a necessary condition for opening up access to political and economic resources, it is not sufficient. The authors found that one dominant network provides a relatively high level of citizen satisfaction with the provision of public services, while the presence of several networks is not necessarily associated with citizen satisfaction with the provision of public goods (Mazepus et al., 2020).

In today's world, effective scientific communication increases society's ability to develop, seek breakthroughs and innovate; it consolidates the nation and unites people and science. This way of communicating through the media can influence society's understanding of scientific and technological development, explore ways to overcome challenges, improve the quality of life, and achieve improvement and prosperity. Mass media is an important source of scientific content and the main translator of social stereotypes about the image of science and scientists. Based on a survey of a wide age range of media consumers, the study reveals a social demand for the saturation of Ukrainian media with scientific content. However, the results of the study indicate that the current state of science does not fully meet the needs of the Ukrainian audience and does not contribute to the critical thinking of media

consumers. In addition, it turned out that people would prefer to expand the range of thematic coverage of science and reporting topics that are socially relevant and useful for the public. Finally, the study shows that Ukraine needs qualified scientific journalism, including compliance with professional standards, preventing the spread of pseudoscience and supporting public requests, for quality coverage of science (Harmatiy, 2021). The purpose of the next article in question is to rethink the question raised by Rogers and Rogers, namely whether public administration fellowships are 'disciplined purists'—public administration scholars who conduct public administration research. The methodology differs from the previous analysis by studying the classification of research on doctoral theses, rather than publications of teachers. At the same time, Biglan classification of disciplines was used as a framework to determine disciplinary classifications of 'undisciplined' or interdisciplinary scholarship. There are not only changes in the direction of a particular discipline, but also a steady decline in the production of doctoral research in public administration outside the discipline. The analysis showed a statistically significant increase in the categorisation of public administration scholarships in subjects generally recognised as the core (Slagle & Williams, 2018).

The connection between public administration and behavioural economics goes back to H. Simon, who recognised the tension between the institutional demands of rational efficiency and the reality of individuals' alternate objectives. Currently, active research work is underway at the intersection of behavioural economics and public administration following recently published data on favourable synergistic interaction. Public administration can use behavioural economics in a variety of implementations, from boosting public service motivation to improving policy compliance. The article in question reviews the current discourse on the development of behavioural public administration, describes some dominant concepts currently being applied. The author notes that behavioural public administration is a developing theory that may enable practitioners to employ alternative approaches to policy design and implementation. Using behavioural economics concepts that describe individual decision-making with goals alternative to traditional utility maximisation, behavioural public administration shifts the reliance on traditional causal models away from rational ideals and toward real behavioural patterns that are associated with empirically obvious biases (Oliver, 2018).

4 | CONCLUSIONS

It can be argued that the effectiveness of public control on the territory of Ukraine primarily depends on the state of development of civil society and the level of interaction of its subjects with state authorities and officials. This largely depends on the motivation of the competent authorities in public institutions, especially in the legal and organisational spheres, which ensure the development of civil society and form the basis for public participation in governance. At the same time, it should be noted that, given the scale of these tasks in the context of improving compliance with the principles, adequate organisational, financial, regulatory support for interaction between public authorities and the public is necessary, as well as transparency and openness. These aspects from the point of view of public administration, which are the key to creating favourable conditions for the functioning of public control mechanisms.

The general state of civil society and the level of interaction between state authorities and the institutions of these institutions mean an urgent need to create conditions without which effective public control is impossible. Increasing the level of motivation of state authorities to interact with civil society institutions, ensuring the institutional capacity of state institutions and civil society organisations, improving the resources of state authorities (especially their structural divisions responsible for public relations), improving the main mechanisms of civil society, society and public policy; therefore, they should come to the fore in modern conditions, in contrast to the haphazard and unbalanced approach to the development of state policy in the field of support for civil society and its most important mechanisms, namely, public control. Delays in the implementation of relevant measures in Ukraine will significantly diminish further public trust in public events, support for reforms, poor quality of public administration

decisions, a further increase in the share of public decisions that benefit a narrow circle of people, as well as many other factors.

DATA AVAILABILITY STATEMENT

The data that support the findings of this study are available from the corresponding author upon reasonable request.

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