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## CONCEPTUAL PRINCIPLES OF DESIGNING PUBLIC ADMINISTRATION SYSTEMS

*Today's realities and challenges in Ukraine increase the importance and significance of public administration systems, especially in the context of scientific and technological progress, digitalization, and uncertainty. This article examines the issues and conceptual foundations of designing public administration systems. The authors argue that designing public administration systems should be based on comprehensive scientific studies of existing management systems and their components. A key component is the formation of a set of development goals for society, business, and government based on consensus. The article stresses that public administration systems must be adaptive to both external and internal societal changes, and must account for anticipated risks and uncertainties. The study reveals the foundations of a comprehensive approach to designing public administration systems, relying on the use of modern methodological tools. The authors emphasize the systemic concept of designing public administration systems, which includes systemic-value-based, systemic-goal-oriented, systemic-functional, systemic-structural, systemic-elemental, systemic-communicative, systemic-integrative, systemic-managerial, and systemic-historical approaches. The paper identifies and analyses the substantive aspects of design, including the unity of key management functions, the integration of public administration levels, complementarity, interaction, and the value-goal coherence of the public administration system and its components. The study defines the regularities, principles, types, levels, and factors influencing the public administration system. It clarifies the main stages of social, institutional, and organizational design. Based on these principles, an integrated generalized model for designing public administration systems is proposed, which serves as the conceptual and methodological basis for developing effective and efficient public administration systems and their components.*

**Key words:** public administration, public administration systems, social design, institutional design, organizational design, integrated design model, public-private partnerships, organizational structure, systemic approach, civil society, technologies, mechanisms of public administration, management system.

### **О. Ю. Оболенський, В. Ю. Косицька, А. М. Рвач. Концептуальні принципи проектування систем державного управління**

*Сьогоднішні реалії та виклики в Україні підвищують важливість і значення систем державного управління, особливо в умовах науково-технічного прогресу, цифровізації та невизначеності. У цій статті розглядаються проблеми та концептуальні основи проектування систем державного управління. Автори стверджують, що проектування систем державного управління повинно базуватися на комплексних наукових дослідженнях існуючих систем управління та їх компонентів. Ключовим компонентом є формування комплексу цілей розвитку суспільства, бізнесу та влади на основі консенсусу. У статті наголошується, що системи державного управління повинні бути адаптивними як до зовнішніх, так і до внутрішніх суспільних змін, а також враховувати передбачувані ризики та невизначеності. Дослідження розкриває основи комплексного підходу до проектування систем державного управління, спираючись на використання сучасного методологічного інструментарію. Автори наголошують на системній концепції проектування систем державного управління, яка включає системно-ціннісний, системно-цільовий, системно-функціональний, системно-структурний, системно-елементний, системно-комунікативний, системно-інтегративний, системно-управлінський та системно-історичний підходи. У статті визначено та проаналізовано суттєві аспекти проектування, включаючи єдність ключових управлінських функцій, інтеграцію рівнів державного управління, взаємодоповнюваність, взаємодію та ціннісно-цільову узгодженість системи державного управління та її складових. У дослідженні визначено закономірності, принципи, типи, рівні та фактори, що впливають на систему державного управління. Уточнено основні етапи соціального, інституційного та організаційного проектування. На основі цих принципів запропоновано інтегровану узагальнену модель проектування систем державного управління, яка слугує концептуальною та методологічною основою для розробки ефективних та результативних систем державного управління та їх складових.*

**Ключові слова:** державне управління, системи державного управління, соціальне проектування, інституційне проектування, організаційне проектування, інтегрована модель проектування, державно-приватне партнерство, організаційна структура, системний підхід, громадянське суспільство, технології, механізми державного управління, система управління.

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**Statement of the problem.** Modern Ukraine faces a set of new challenges that require adaptation and improvement of public-administration systems. The military conflict, economic instability, social and environmental challenges significantly affect the efficiency of public institutions, increasing the importance of evidence-based approaches to management. The development of digital technologies and rapid globalization also stimulate the need to create the adaptive systems that can effectively respond to internal and external changes. In this context, the importance of public-private partnerships (PPPs) is growing, as they can provide both financial and technological support to public administration. The design of modern public-administration (PA) systems should be based on comprehensive scientific research that takes into account the development goals of society, business and the state.

Public management of society has become a feature of the leading countries of the world. National public-administration systems are under the influence of scientific and technological progress, dynamic external and internal economic, social, political, cultural and environmental changes, risks, challenges and uncertainties, in particular, the last ones caused by military aggressions and conflicts. They require adequate and effective rapid responses from society to modernize existing and synthesize new science-based public-administration systems and their components. The issue lies in the fact that previous approaches often fail to address these challenges effectively, leading to a decrease in the performance and efficiency of management processes, limited involvement of civil society actors in decision-making and insufficient adaptability to changing conditions. Therefore, the pressing problem is the development and implementation of a systemic approach to the design of public-administration systems that would ensure a high level of adaptability, performance, effectiveness, societal participation, resilience to risks, and the overcoming of uncertainties. The most critical issue for the countries affected by aggression, including democratic Ukraine, is the development and establishment of a scientifically grounded foundation for synthesizing efficient and effective public-administration systems, adapted to the civilizational principles of the post-war period.

**Literature review.** The issue of public-administration systems appears in numerous foreign and domestic scientific studies. Most foreign scholars, including Ferd H., examine the aspects of uncertainty arising from societal changes and aim to mitigate them [1]. The scientific work by Brezovnik B., Trpin G., Pličanič S. offers a thorough study of public-administration systems, providing a systematic foundation for their future adaptation and proposing new systematic principles for the further development of administrative science [2]. The Chinese scholar Yang L. explores a new, limited, and incremental approach to public-administration systems in his work and analyzes the key characteristics of this approach based on the previous studies of Shangraw and Crow's [3]. According to Yang L., the incremental approach focuses on gradual, small changes and improvements rather than radical, revolutionary transformations. This approach emphasizes management through systematic improvements that contribute to continuous adaptation. Yang's incremental approach builds on prior research and practical experience, enabling the use of existing knowledge and the avoidance of repeating past mistakes. As a result, this approach reduces resistance to change and ensures more stable development of public-administration systems. It aims to balance innovation with stability, ensuring the sustainable development of adaptive public-administration systems.

Among domestic scholars, the work of Ivanova V. [4], is particularly notable. She explores the design of a public-administration system within the context of Ukraine's foreign economic security, analyzing the current state of public-administration in foreign economic activities and proposing the introduction of a conceptual model for developing the public-administration system in state governance practice. Bakumenko V., Popov S., Lakhych M., and other scholars have also devoted significant attention to this issue in their works.

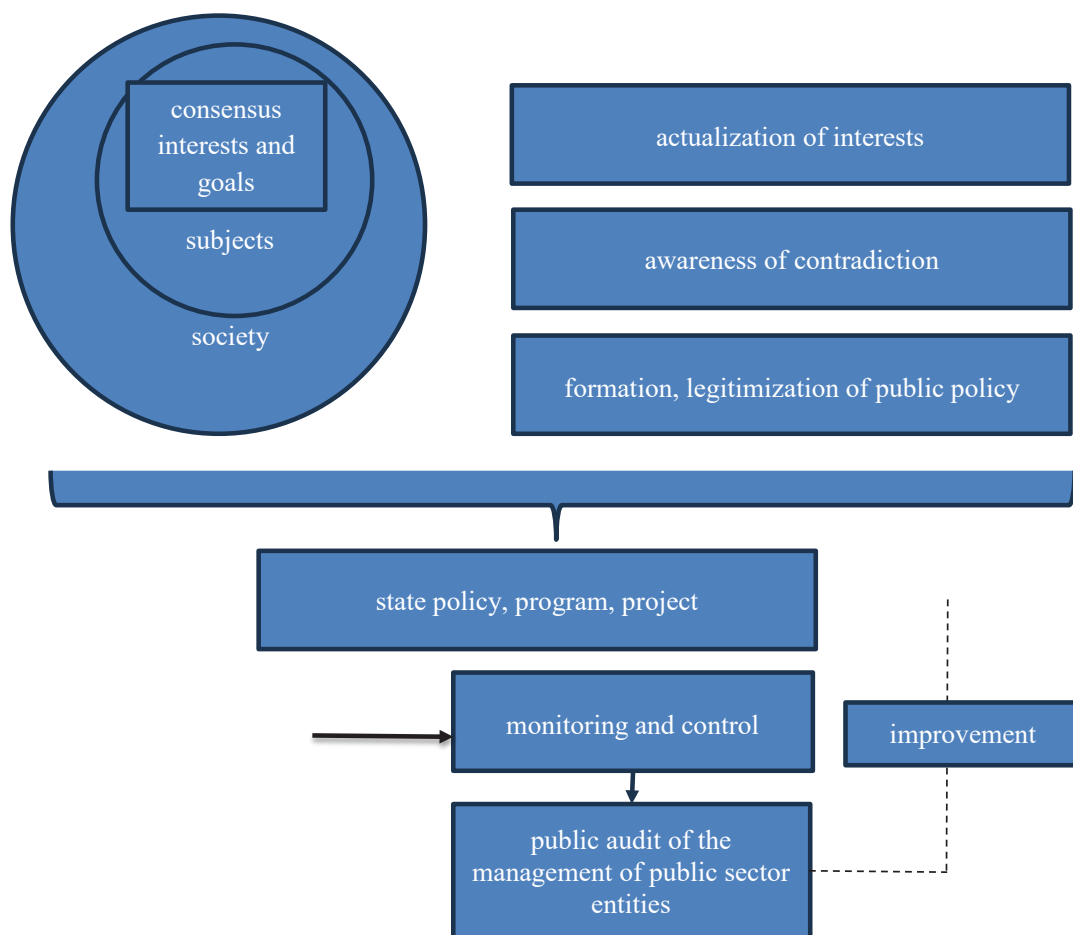
**Identification of unsolved aspects of the overall problem.** It is important to note the limited focus on the scientific justification for the design of public-administration systems, largely due to the significant influence political actors have on their formation and operation. An analysis of research in this area reveals a gap in the theoretical underpinnings and practical application of public-administration system design. Such systems would enable rapid response and adaptation to social, economic, cultural, technological, and environmental needs and changes, as well as address (or prevent) crises (including global crises, wars, the imposition of martial law, pandemics, etc.) without compromising the effectiveness and efficiency of management processes. Furthermore, there is an insufficient understanding and information regarding the identification and implementation of forms of interaction between public-administration entities and civil society, which would ensure a higher level of stakeholder involvement (business, the public, and other civil society actors) in the decision-making and implementation processes. Additionally, the development of systematic approaches to evaluating and monitoring the implementation of management decisions is necessary to assess their effectiveness and adjust management processes as needed. These unresolved issues underscore the need for further research in the field of public-administration system design to enhance their effectiveness, efficiency, and alignment with civilizational and national needs.

**The goal** of the research is to substantiate the conceptual foundations for designing public administration systems capable of adapting to rapidly changing socio-economic conditions, taking into account both external and internal factors (such as the functioning of the state and society under war, martial law, and/or emergency situations, and the influence of international

and cross-border cooperation, among others). The study seeks to identify key challenges, analyze needs and issues, and develop recommendations for the design of effective public administration systems. Particular attention is given to the implementation of innovative approaches in the context of sustainable and resilient societal development, which enhances the effectiveness, efficiency, transparency, and accountability of public administration systems while ensuring the provision of public goods.

**Materials.** The public-administration system must primarily address societal challenges and effectively implement the development goals of society. The design of public-administration systems should be grounded in comprehensive scientific research on existing management systems and their components, the self-organizing structures of society and business, an analysis of civilizational trends in societal and governance development (thereby taking into account societal values and defining development goals), adapting global experiences, and realizing the societal development objectives. A fundamental aspect of designing a public-administration system (across all branches and levels of government) is the establishment of a set of development goals for society, business, and government, based on consensus that aligns with their interests and the real tasks facing public authorities. This consensus approach to goal-setting also dictates the extensive implementation of public-private partnerships at all levels of public-administration and within all components of the public sphere.

The successful achievement of the goals of society and civil society actors is possible only through the formation of consensus-based interests and objectives. At the current stage of development, this is achievable through the implementation of the following public administration model (see Picture 1):



Picture 1. Effective Public-Administration Model for Achieving Societal Goals and the Objectives of Civil Society Actors

Source: Developed by the authors

- Identification of interest and/or issues,
- Emergence of contradictions and/or problems,
- Awareness of contradictions and/or issues by civil society actors,
- Development of public policy,
- Legitimization of public policy,

- Formulation of state policy (program/project) based on this,
- Implementation of state policy (program/project),
- Monitoring and control over the implementation of state policy (program/project),
- Public audit of public-administration by actors in the public sphere and civil society.

This set of goals must be closely linked with the functions (actions), structures, interrelations, rights, duties, and responsibilities of public authorities at all levels and branches. The public administration system is inherently characterized by unity, which governs the core processes of its functioning, formation, and development. This unity is reflected in the seamless chain of relationships between the creation and implementation of public policy, as well as in the integration of goals, mechanisms, functions, and management methods.

The system must be both dynamic and resilient, able to respond swiftly to changes in development objectives, shifting circumstances, and the emergence of crises and uncertainties.

The formation of the conceptual foundations of the design and its program implementation, as well as the legislative and regulatory support for the introduction of a new system, should be carried out by professional structures (including professionally trained analysts) in accordance with the goals of the new system and the principles underlying its formation and implementation.

The evolving interests and objectives of civil society actors, as well as changes in both the external and internal environments of society and the public-administration system shape the design goals. These goals may involve creating a new system, partially improving or modernizing the existing one, or even implementing a radical transformation of the current system. Designing public-administration systems must rely on modern methodological tools, including: unified information support systems (which can integrate technologies like artificial intelligence), management technologies, the horizontal and vertical alignment of algorithms to achieve objectives, continuous monitoring and control, and effective feedback mechanisms.

The design of public-administration systems remains a key issue in all countries. However, excessive politicization continues to undermine the potential and appeal of public-administration. At the same time, there is a growing recognition of the need to design a more efficient public-administration system as a whole, which requires further efforts to improve its functioning [5].

When considering the creation (or even the mentioning) of an effective public-administration system, it is essential to account for several interrelated factors: managerial competencies, the alignment of direction, and the shared goals of public-administration actors; human resources, factors that weaken or support the system, as well as intervening elements; oversight and control mechanisms, organizational regulations, knowledge management, and sustainable development as key contextual components. Additionally, attention must be given to issues such as organizational justice, economic reforms, and the rule of law, political reforms, and the outcomes of implementing good governance practices. These outcomes include public trust, reduction of economic challenges, improved efficiency, organizational transparency, and other factors tied to each of these indicators [24]. As noted by H. B. Saburova, complex state policy challenges often require comprehensive solutions that address multiple dimensions and interdependencies. The restructuring of public administration is directly linked to a reorientation toward a new system of priorities, founded on the democratization of public life [6]. At the same time, the systemic approach to designing efficient public-administration systems must integrate various social, economic, cultural, political, and environmental factors, particularly in times of crisis.

A key concept central to the application of a systemic approach in this research is the notion of a “system.” *A system is defined as a set of selectively engaged elements whose interactions and relationships promote collaboration toward achieving specific objectives (the goal or set of goals driving the system’s operation).* These objectives act as the *system-forming elements*. The systemic nature of public-administration, seen as a cohesive entity composed of interconnected elements and processes, represents an essential feature of public-administration, crucial for ensuring the stable and sustainable development of society and achieving its objectives.

The essence of the systemic approach to the design of public-administration systems can be more clearly illustrated through the detailed aspects provided in Table 1.

The systemic nature of public-administration is expressed through several fundamental regularities, which should be comprehensively reflected in the conceptual framework of its design:

1) *Unity of Core Management Functions*: This includes goal-setting, forecasting, planning, information dissemination, organization, coordination, regulation, activation, control, synthesis, and evaluation of outcomes at all levels of public administration. The coherence of these functions constitutes the overall management process. The internal interrelationship among these functions arises from the rational nature of management as an activity, as well as from the system-forming political and normative foundations of public administration;

2) *Unity across Management Levels*: This pertains to the central, regional, and local levels of public administration;

3) *Complementarity of Public-administration and Self-Governance*;

4) *Interaction within a Unified Process of Vertically and Horizontally Divided Management Centers and Subjects*.

5) *Unity of General and Specific Public-administration Systems*: Specific public-administration systems are built upon the overarching national management system and represent its concrete realization in particular sectors and domains of public life.



Public-administration is carried out by public authority bodies, which include the legislative, executive, and judicial branches, as well as local self-governing bodies. Based on the definitions of the concepts of “system” and “public administration” the system of public-administration can be defined as a set of public authority bodies whose activities are aimed at exerting a series of rational, well-defined influences on the functioning and development of social groups (i.e., programmed and categorized according to specific criteria, while considering the external environment). These activities are based on management programs and information regarding the behavior and condition of the management object, aimed at supporting, improving, and developing the management object in order to achieve a predefined goal or set of goals.

The concepts and principles outlined are fundamental to the design of effective public-administration systems. The design process is a critical stage in public-administration that should be aligned with the laws of social development and rooted in a set of civilizational values, which are implemented at both national and local levels. Notably, a key role in this process is attributed to the value-based self-determination of society, which shapes personal life values and strategies. This self-determination stimulates the development of motivational frameworks for the self-regulation of social relations, thereby generating a synergistic effect.

It is necessary to consider the following fundamental principles in designing public-administration systems:

- 1) The dependence of public-administration on global development trends, the progression of world civilization, and national-specific features;
- 2) The systemic and institutional foundations of public administration, which are shaped by the core values of society.
- 3) The systemic nature of public administration;
- 4) The value-oriented, situationally responsive framework of public administration;
- 5) The need for enhanced regulation and management of societal processes;
- 6) The inherent diversity of governing influences;

Table 1

**The Systemic Concepts of Designing Public-Administration Systems**

The Systemic Aspect and Its Essence	Defining Systemic Concepts of Designing Public-Administration Systems
1	2
<i>Systemic-Value-Based:</i> Public management of society is based on the prevailing fundamental values within society.	Values are ideas, norms, processes, and relationships of both material and spiritual order that have objective positive significance and are capable of satisfying certain human needs (basic values). Fundamental European values include [7]: respect for human dignity, freedom, democracy, equality, the rule of law, and the protection of human rights, including the rights of persons belonging to minorities.
<i>Systemic-Goal-Oriented:</i> The goal serves as a system-forming factor and is decomposed into the components of the system.	The objectives of public-administration are determined by the fundamental values of society and are categorized into socio-political, social, economic, spiritual, and other types. In terms of timeframes, they are divided into strategic, tactical, and operational.
<i>Systemic-Functional:</i> Achieving the goal requires specific actions – the functions of the system and its components.	The technologies of the management process are characterized by the unity of the core management functions: goal setting, forecasting and planning, information management, organization, coordination and regulation, activation, control, generalization and evaluation of results at all levels of public administration. The unity of these functions forms the overall technological management process. The internal interconnection of these functions is determined by the very nature of management as a rational activity, as well as by the system-forming political and normative-integral foundations of public administration.
<i>Systemic-Structural:</i> The set of functions and their hierarchical arrangement allow the system to be represented as an organized structure, derived from its goals and functions	The systemic structural aspect involves the potential decomposition of a system into components, establishing relationships between them, and determining the orderliness and organization of the system. It defines its structure, the organizational structure, and ensures the unity of levels of public administration: central, regional, and local. The management structure can be either two tiered or multi-tiered, with management units (bodies) being either linear (directly performing comprehensive management of an object: a public authority body of various levels such as central, regional, and local, a subject of civil society, or an entity of economic activity) or functional (separate parts of the management apparatus that carry out one or more management functions). Therefore, three main types of organizational structures are distinguished: linear, functional, and mixed (linear functional). The unity of the systems of public-administration and their subsystems is ensured by their construction based on the national management system and is a specific implementation of its goals in various spheres and sectors of human life.

Table 1 (continued)

1	2
<i>Systemic-Elemental</i> : Each element of the system, in turn, is a system of a lower level (subsystem) and consists of specific relatively elementary components	The system of public-administration consists of the following subsystems: the management mechanism <sup>1</sup> , the object of management <sup>2</sup> , the management functions <sup>3</sup> , the organizational structure <sup>4</sup> , the management staff <sup>5</sup> , the management process <sup>6</sup> , and the public-administration body as an open subsystem of public administration.
<i>Systemic-communicative</i> : The system is not isolated; it is connected to a variety of other systems and non-systemic formations through numerous links. The system operates and develops within an external environment, maintaining a multitude of communications with it <sup>7</sup> .	The system is characterized by the existence of a complex system of external and internal communications. Along with causal relationships, functional and correlational connections, development schemes, and others have been recognized. Information is the means of communication between the elements of the system, between each element and the system as a whole, and between the system as a whole and the environment.
<i>Systemic-integrative</i> : The integrity of the system is characterized by the presence of an integrative effect arising from the interaction of its elements, which is not simply additive to the properties of the individual elements.	The system is open and is influenced by external factors. Therefore, alongside the specific selection of elements, specific internal organization, structure, and so on, there are system-preserving integrative factors and mechanisms within the system that can complement each other through self-management.
<i>Systemic-management</i> : One of the features of the system is the presence of a controlling center as both a subject of management and an element of the system.	Effective achievement of goals and rational use of system resources are possible through purposeful management and the application of program-targeted methods of strategic and tactical management by the management center.
<i>Systemic-historical</i> : Each system is not irreplaceable or given once and for all. It not only functions but also moves and evolves. Every system has its beginning and its end; it goes through stages of emergence, formation, development, decline, and eventual collapse. This means that time is an essential characteristic of the system, making each system historical.	The evolution of the system occurs in the direction of achieving full integrity and realizing its essence, embedded in the system of objective possibilities. The movement of the system towards integrity involves: a) covering all socially significant processes of public life with its influence; b) ensuring the optimal possible completeness of the implementation of management functions in their interconnection, as well as a unified direction in the managerial activities of subjects from different branches and centers of power; c) eliminating contradictions between the elements of the system that hinder its normal functioning; d) establishing institutions that are currently lacking.

7) Active citizen engagement, the involvement of interest groups, and the broader public in the governance process to enhance accountability, effectiveness, and overall governance performance;

8) The role of social-professional stratification and the mechanisms of social mobility, as well as the formation and functioning of elite groups;

9) The self-sustaining development of the public-administration system.

<sup>1</sup> The management mechanism is the aggregate of goals, principles, methods, techniques, forms, and incentives of management, whose interdependent influence ensures the most effective development of a social group, organization, and society as a whole. The quality of the management mechanism and its alignment with the laws of social development and management primarily depend on the professionalism of the management personnel;

<sup>2</sup> The object of management is a complex of human activities singled out from the social environment either as a link in the social system (e.g., an enterprise) or as a specific function requiring a specialized management mechanism (e.g., management of finance, personnel, etc.). The most important role in the formation of management objects is played by interconnected economic, organizational, social, and technical-technological factors, which reflect the requirements of the objective laws of social development and management;

<sup>3</sup> The functions of management are specific activities that reflect the key stages or areas of purposeful influence on the relationships and interactions among individuals within the context of social systems and their management. The primary functions of management include planning (forecasting), organizing, coordinating (regulating), motivating (stimulating), training (instruction), and monitoring and controlling performance;

<sup>4</sup> Organizational structure reflects the composition and subordination of various elements, links, and levels of public administration, which operate to achieve a specific goal;

<sup>5</sup> Management personnel are employees who perform management functions or contribute to their implementation, meaning they professionally participate in the management process and are part of the management apparatus. According to the basic classification, management personnel are divided into three main groups: managers, specialists, and support staff (technical performers);

<sup>6</sup> The management process is the influence of management bodies and personnel on the object of management through selected methods to achieve planned goals. The management process is determined by objective social laws and, at the same time, depends to some extent on subjective factors;

<sup>7</sup> Science has come to realize not only the multiplicity of communications of the object but also the diversity of their types.

Principles of Public-administration System Design: The design of public-administration systems should adhere to fundamental principles, including systemic integration, result orientation, complexity, scientific rigor, stakeholder engagement, optimality, continuity, and completeness [8].

In scholarly discourse, prominent researchers such as Hermus M., Alvarez D., and others identify three main types of public-administration system design: social, institutional, and organizational [9; 10]. In practice, these design types are interrelated, mutually reinforcing, and often interdependent.

During crisis situations, addressing social issues and ensuring the stability of social parameters, such as access to essential goods and services (e.g., indicators of the necessary consumption of food, non-food products, healthcare, education, housing and utilities, and socio-cultural services) becomes a priority. The radical transformation of social institutions, the development of new social processes and phenomena, is central to the concept of social design in public-administration systems [22 and 23 ].

Social institutions, as historically formed and stable organizational structures for joint human activity, include institutions such as the family, marriage, state, law, economy, education, media, culture, religion, and others. These institutions serve as systems of values, norms, rules of behavior, statuses, roles, customs, and inherent in the social community, as well as complexes of formal and informal behavioral rules, cultural norms that regulate various spheres of individual activity in society (such as the economy, politics, education, etc.), limiting people's actions in accordance with societal interests. Social institutions encompass a certain collective of people and organizations tasked with addressing important societal development goals.

Social Processes refer to a series of phenomena of interaction among people, or a series of phenomena occurring within an organization, the structure of groups, that change the relationships between people or between the constituent elements of a community. The social process takes place under the influence of both internal and external factors, has a stable order of interaction of its components, a duration over time, and a direction towards a certain state of the object.

In this context, social phenomena (German: soziale Erscheinung) is a phenomenon of interaction among people, occurring in the social space, either directly within a contact group or through individuals' involvement in communities, social organizations, or institutions. Thus, the design of public-administration systems takes on a systemic and comprehensive character.

Given the decentralization of state and societal affairs, social design covers the macro level, which relates to the country as a whole, and/or the meso level, which concerns a specific territory (a certain region, area) or sector of activity, and/or the micro level, which pertains to a city or territorial community. The macro level exerts managerial influence on the social component of all subsystems of society and represents management of changes. The micro level becomes especially significant in terms of regulating the social behavior of individuals in the context of the overall social vision of the future of society and the local community, as well as the quality and comfort of life.

Moreover, the criteria for evaluating social design (socio-economic efficiency, ecological optimality, social integration, etc.) should be defined based on the actual practice of functioning territorial communities. Institutional design is applied to achieve the goals and address the challenges at a particular stage of societal development. This process involves transforming the institutional environment by modifying its components, such as norms, rules, standards, laws, mechanisms, and public-administration technologies. From the perspective of public-administration processes, institutions can be conditionally classified into the following main groups: legal institutions, regulatory institutions, institutions for the development of social institutions (including human capital), and institutions for coordination and risk and uncertainty distribution.

In institutional design, the key requirement is to ensure the stability of the entire public sphere and its components: social, economic, political, cultural, and ecological.

The public-administration system is influenced by both exogenous and endogenous factors, both formal and informal. Exogenous factors include globalization processes, the state of the global political, economic, and ecological situation, scientific and technological development, national regulation of public sphere components, ecological processes, innovative technologies, the emergence of new markets, and so on. Endogenous factors include the quality and compliance of the regulatory and legal support for public administration, the professionalism of public (civil) servants (in Ukraine these are state officials and local government officials), the quality and purposefulness of strategic management, the orientation of public authorities' leadership towards implementing innovative technologies in the management system and the sphere of management, and others. The process of institutional design includes certain stages (Picture 2).

Notably, institutional changes have a positive impact on the growth process. According to Isterli W. and Levin R., the "institutional development index" plays a key role, aggregating various institutional characteristics, such as:

- Accountability: the degree of civil liberties, political rights, and press independence.
- Political stability and violence: an indicator of the likelihood that the national government may be replaced through unconstitutional means;
- Corruption – the use of power for private interests.

- Rule of law – the level of protection of individuals and property from violence and theft, independence and effectiveness of judges;
- Efficiency of public-administration system operations – the quality level of public services, competence of public servants, and the degree of politicization of civil service;
- Regulatory policy – the level of government intervention in the functioning of commodity markets and the banking system, the degree of administrative control over new business establishment, monitoring of private sector operations, and foreign trade activities;

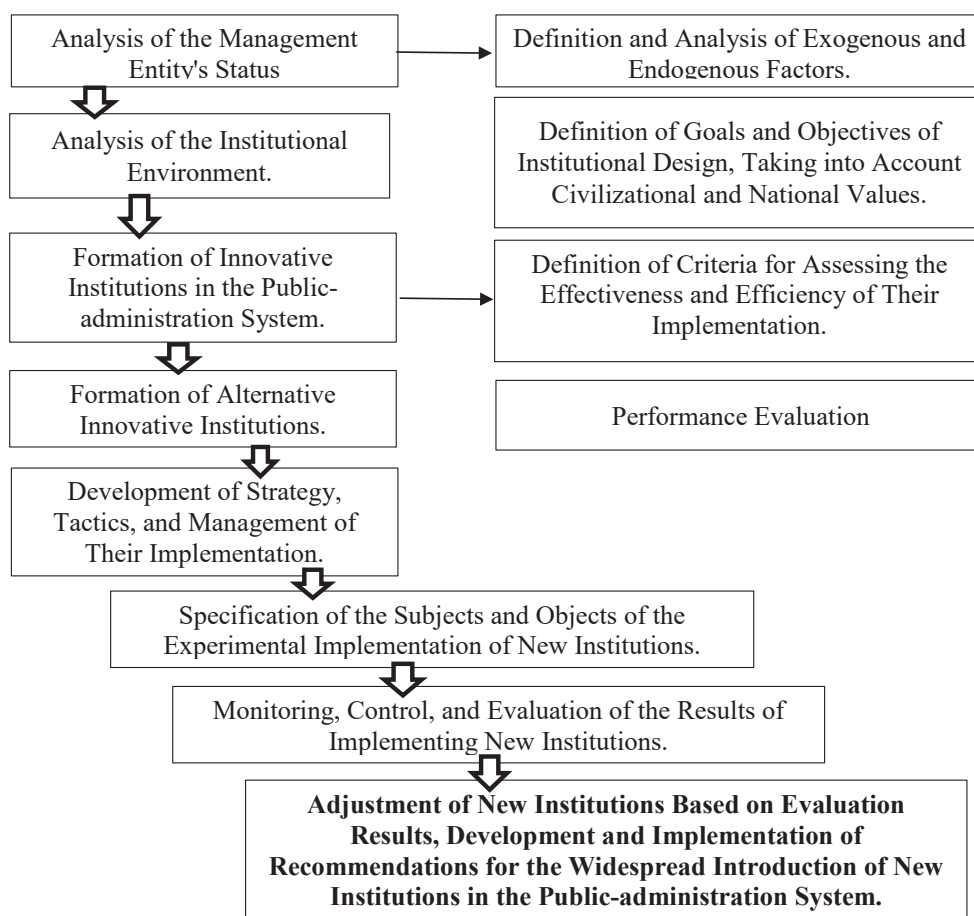
Organizational design plays a central role in the design of public-administration systems. The emergence of organizational design as an independent field of knowledge has been driven by the growing demands of practice to model a sustainable management system in line with the requirements of both the external and internal environments. Organizational design has a long history, emerging at the beginning of the 20th century, and has been reflected in modern scientific works dedicated to public administration, such as those by J. Galbraith [11], O. Dudkina [12], and O. Skoryk [13], among others [14-20] and in enterprise management.

Organizational design in public-administration is applied activity aimed at forming, modernizing, or improving the organizational system for managing public affairs, state governance, the public sphere, and their components.

Organizational structure of management is a category of management science that reflects the organizational aspect of management relations between the management subjects at all levels and the objects of management. In practical terms, the organizational structure of management is a system of organized relationships and connections between the levels of public administration, bodies, and management objects.

The organizational system of public-administration consists of two components:

- a) mechanisms of relationships with the external environment, including subsystems necessary for the successful implementation of public policies (external, internal, state, and local government bodies, etc.), and effective interaction with civil society actors to develop and implement goals of societal development;



Picture 2. Stages of the Institutional Design Process in Public-administration Systems

Source: Developed by the authors



b) the mechanism of internal functioning aimed at achieving the development goals of management objects and ensuring effective and efficient management processes.

The key factors influencing the organizational design of public-administration systems include social values and their consensus-driven goals; the external environment; constitutional, legislative, and regulatory frameworks for the functioning and design of the system and its subsystems; management process technologies; and the culture of governance.

Notably, the goals, functions, and structure of management are inseparably interconnected and interdependent components of a single whole – the management system, which represents the content and form of the management process. The process of forming the organizational structure is primarily the organizational distribution of goals, tasks, functions, and responsibilities across management levels and bodies, as well as subdivisions of the management bodies. The management structure may be two-tiered or multi-tiered, with management levels (bodies) being linear (performing direct integrated management of the object, such as ministries, corporations, enterprises, departments, or teams) and functional (distinct parts of the management apparatus that perform one or more management functions).

The methodological foundation of organizational design for public-administration systems is the systems approach, which integrates value-goal, functional-structural, element-communication, and other features.

The result of organizational design for the public-administration system should be the formation of a rational and organic management structure.

The rationality of the structure is reflected in the following:

- the alignment (adequacy) of the management system's goals with those of society, the state, the development of the public sphere, and its components, and the individual;
- focus on the prospects for the development of innovations and their adaptation to national conditions;
- the alignment of the structure with the system's goals, functions, and their achievement;
- the application of management decisions, programmed and selected based on certain criteria, considering the state of the external and internal environments;
- the ability to modernize in response to new societal needs that may arise;
- the concentration of functional units in functional hubs of the system;
- prevention of redundancy and duplication of functions, ensuring effective feedback;
- the effectiveness of the monitoring and control system.

Organic structure means the system's ability to adapt to changing conditions, manage large-scale social and economic programs and projects, sufficient and necessary management levels, flexibility, and adaptation of management subsystems, as well as the presence of programmatic (project) management subsystems (i.e., temporary structures for the implementation of a specific program or project). The rationality and organic nature of the public-administration structure determine the need for scientific support not only for the system's design processes but also for the functioning of the system itself.

The adoption of a generalized integrated model for designing public-administration systems, which synthesizes the conceptual principles of social, institutional, and organizational design with a methodology rooted in systems theory, will contribute to the formation of a robust and resilient public-administration framework. This framework will be capable of effectively responding to both internal and external challenges, ensuring its sustainability in a dynamic global environment and under conditions of conflict and extraordinary circumstances.

Concurrently, the integration of public-administration systems in the contemporary context must leverage advanced methods, including the application of artificial intelligence (AI). AI has emerged as a transformative technology with profound potential to revolutionize various sectors, particularly in government operations. A dedicated study by S. Maleka [25] explores the integration of AI into strategic planning and management processes within public institutions, demonstrating its capacity to enhance operational efficiency and facilitate informed decision-making. Maleka's research highlights how AI technologies can optimize data analysis, generate valuable insights, and streamline resource allocation, thereby improving outcomes and overall governance. For example, AI can significantly enhance numerous processes by providing actionable intelligence and predictive analytics.

AI can also be instrumental in the development and implementation of public-administration systems, as it ensures the precise and rapid analysis of vast datasets, identifies complex patterns and emerging trends that may affect decision-making, and facilitates proactive responses to evolving circumstances. The integration of AI in public-administration design represents an essential innovation that should be applied across all domains of social, institutional, and organizational design. By utilizing AI, public-administration can achieve greater efficiency in management processes, optimize resource utilization, forecast the outcomes of policy decisions, and respond swiftly to changes in the external environment. Moreover, AI facilitates the automation of routine tasks, reducing administrative burdens, enabling a focus on strategic priorities, and enhancing both transparency and accountability in governance.

Table 2

Based on the above, the authors propose the following integrated model  
for the design of public-administration systems:

№/№	Analysis of the Existing Public-administration System	Social Design	Institutional Design	Organizational Design
1	2	3	4	5
<b>1</b>	<b>THE PURPOSE OF THE COMPONENTS OF THE PUBLIC-ADMINISTRATION SYSTEM DESIGN MODEL</b>			
<b>1.1</b>	The analysis of the existing public-administration system and its modernization is an ongoing process driven by global changes, civilizational shifts, socio-economic development of society, and aimed at achieving the development goals of society.	Radical transformation of social institutions, development of new social processes and phenomena – the purpose of social design in public-administration systems.	To achieve the goals and address the tasks at a specific stage of societal development, institutional design is applied. This involves changing the institutional environment (institutions) or its components – norms, rules, standards, laws, mechanisms, and technologies of public administration, among others.	Organizational Structure of Management is a category of management science that reflects the organizational aspect of the relationships between management subjects at all involved levels and management objects. In practical terms, the organizational structure of management refers to the system of organized relationships and connections between the levels of public administration, authorities, and the objects under management.
<b>2</b>	<b>THE COMPONENTS OF THE PUBLIC-ADMINISTRATION SYSTEMS DESIGN MODEL AND THEIR INTERDEPENDENCE</b>			
<b>2.1</b>	.	Justification, conceptualization, formation, and institutionalization of the public-administration system design goals.		
<b>2.2</b>	The civilizational and value-based component of the public-administration system.	Formation of the Civilizational and Value-Based Component of the Public-administration System.		.
<b>2.3</b>			Ensuring the Rationality and Organic Nature of the Formation and Functioning of the Public-administration System and Its Bodies.	
<b>2.4</b>	Analysis of the Implementation and Assurance of Compliance with the Provisions of the Constitution and Laws of Ukraine by the Public-administration System and Its Bodies.		Ensuring the Compliance of the Institutions of Formation, Functioning, and Public Control of the Public-administration System and Its Bodies with the Provisions of the Constitution and Laws of Ukraine.	
<b>2.5.</b>	Analysis of Value Orientation	Formulation and Definition of the Societal General Needs	Implementation of the system of values, goals, norms, rules of behavior, statuses, roles, customs, and traditions inherent in the social community; definition and implementation of principles for value-based goal setting, functioning, and public control of the public-administration system and its bodies.	Ensuring the alignment of the system's goal structure with the structures of functions for their achievement and with the system structure itself. The ability to implement large-scale complex social, economic, cultural, and other programs and projects.
<b>2.6.</b>	Analysis of Goal Orientation	Formulation of the System of Values, Goals, Norms, Behavior Rules, Statuses, Roles, Customs, and Traditions Characteristic of a Social Community		

Table 2 (continued)

1	2	3	4	5
2.7.	Structural Analysis of Priorities and Goals and Their Decomposition by Levels, as well as Management Process Technologies	Formulation of Priorities and Goals for: The Macro Level, Concerning the Country as a Whole; The Meso Level, Concerning a Specific Territory (a Certain Region or Area of Activity); The Micro Level, Concerning a City or Territorial Community;	Institutionalization of priorities and goals for different levels and areas of governance. Orientation towards the prospects of innovation development and their adaptation to national conditions. Ability to modernize in accordance with new goals and	Organizational distribution of priorities, goals, tasks, and functions of the public-administration system among its levels, areas of governance, and bodies. Presence of program (project) subsystems of governance (i.e., temporary for the implementation of a program or project). Concentration of functional links in the functional nodes of the system.
2.8.	Analysis of the Relations Between the Public-administration System and Its Bodies and the External Environment	Conceptualization of Relations with the External Environment and Mechanisms for Their Implementation	Institutionalization of relations with the external environment and mechanisms for their implementation.	Distribution of mechanisms for the relations between the public-administration system and its bodies with the external environment according to management areas.
2.9.	Analysis of the Mechanisms of Relations Between the Public-administration System and Its Bodies and the External Environment <sup>8</sup>			
2.10.	Analysis of the Mechanisms of Internal Functioning of the Public-administration System and Its Bodies <sup>9</sup>		Institutionalization of mechanisms for the internal functioning of the public-administration system and its bodies.	Ensuring flexibility and adaptation of the public-administration system, its subsystems, and management bodies Modernization of the mechanisms of internal functioning of the public-administration system and its bodies.
2.11.	Analysis of the Legal Framework and Functioning of the Public-administration System and Its Components i.e. Public-administration Bodies	Institutionalization of Norms and Rules, Procedures, i.e., Their Adoption and Practical Application	Formation and institutionalization of legal institutions, management and regulatory institutions, development of social institutions and coordination institutions, governance process technologies, and the distribution of risks and uncertainties for the macro, meso, and micro levels of public administration.	Ensuring the alignment of the organizational structure of the public-administration system, its subsystems, and bodies with management levels, institutionalized mechanisms of relations with the external environment, mechanisms of internal functioning, management process technologies, and the subsystem for preventing and holding accountable violations of public-administration institutions.

<sup>8</sup>These mechanisms include subsystems necessary for the successful implementation of public (external, internal, state, local government, and other) policies and for the effective interaction with the subjects of civil society to reach a consensus on the formulation of development goals and their implementation.

<sup>9</sup>These mechanisms are aimed at achieving the development goals of management objects and ensuring effective and efficient management processes. They also involve the modernization of technological processes for justifying, formulating, legitimizing, implementing, controlling, monitoring, and publicly auditing management decisions.

Table 2 (continued)

1	2	3	4	5
2.12.		Identification of Exogenous and Endogenous Factors Influencing the Public-administration System and Its Bodies, Both Formal and Informal		
2.13.	Functional Analysis. Analysis of the Completeness of Management Process Technologies	Development of Management Process Technologies for Macro-, Meso-, and Micro-levels.		
2.14.	Analysis of the control system and the effectiveness of preventing violations of public-administration institutions and corresponding accountability.	Development of Mechanisms for Public Control and Audit of Management Decisions.	Institutionalization of mechanisms for public control and audit of management decisions.	
2.15.	Analysis of the criteria for the functioning of the public-administration system and its bodies.	Definition of Criteria for the Effectiveness and Efficiency of the Functioning of the Public-administration System and Its Bodies.	Institutionalization of the criteria for the effectiveness and efficiency of the functioning of the public-administration system and its bodies.	Ensuring effective and efficient feedback.

**Conclusions.** The design of public-administration systems necessitates an innovative strategy that represents a targeted and scientifically grounded plan for the implementation of innovations across the core design dimensions: social, institutional, and organizational. The social dimension is focused on addressing societal challenges and ensuring the support of key social parameters; the institutional dimension is dedicated to achieving defined goals and objectives; and the organizational dimension aims at modeling a resilient management system in alignment with the evolving demands of the external environment. The foundational principles of public-administration systems underpin the development of the corresponding program, which outlines the goals, tasks, stages of implementation, and is characterized by interdependencies in terms of timelines, resources, and responsible parties.

1. It is established that public-administration systems are inherently dynamic, capable of responding to shifts in developmental goals. The design of these systems must be underpinned by comprehensive scientific research into the functioning of existing management systems and their constituent components, the self-organizing structures within society and the business environment, the analysis of global societal trends, the adaptation of international best practices, and the achievement of broader societal development goals.

2. It has been identified that the design of public-administration systems represents a critical issue worldwide. The authors articulate the foundational principles of a comprehensive approach to the design of these systems, which should include clear design objectives, the application of advanced methodological tools, and adherence to established principles and regularities. Furthermore, it is recognized that public-administration systems exhibit distinct types and operate at various levels.

3. A systemic approach to the design of public-administration systems encompasses a multi-faceted framework, including systemic-value, systemic-goal, systemic-functional, systemic-structural, systemic-elemental, systemic-communicative, systemic-integrative, systemic-managerial, and systemic-historical dimensions. In its entirety, the systemic nature of public-administration is reflected in a set of inherent patterns and dynamics.

4. To develop and implement a comprehensive approach to public-administration system design, it is essential to ensure a high level of adaptability in the face of constant changes, improve efficiency, involve the public, stakeholders, and communities in the development, implementation, and evaluation of government policies and programs, and address the uncertainty arising from both endogenous and exogenous factors.

5. The integrated model for designing public-administration systems proposed by the authors will facilitate the optimization of governance processes, adaptation to change, the incorporation of innovations, public engagement, the strengthening of social institutions, the assurance of effective control, and the establishment of strategic goals and priorities. This model serves to enhance the overall efficiency and resilience of the public-administration system. By unifying the analysis of existing systems with social, institutional, and organizational design into

a cohesive strategy, the model ensures coherence at all levels of governance. This approach promotes effective collaboration among all stakeholders, accommodates external and internal factors affecting system performance, and guarantees the system's adaptability to socio-economic changes, thereby improving the overall effectiveness of public administration.

6. The role of artificial intelligence (AI) in the integration of public-administration systems in the modern era is paramount. AI's potential lies in its capacity to automate routine processes, enhance decision-making through the analysis of large datasets, improve transparency and accountability within government structures, optimize resource allocation, and provide rapid responses to socio-economic challenges through predictive modeling and adaptive algorithms. Furthermore, AI enables greater citizen engagement in governance processes through digital platforms, which fosters the development of e-government initiatives and strengthens public trust in governmental institutions.

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