

INSTITUTIONAL SUPPORT OF PUBLIC ADMINISTRATION IN UKRAINE: CONSTITUTIONAL AND LEGAL FOUNDATIONS, ANTI-CRISIS MECHANISMS, LEADERSHIP, AND DOCUMENTARY-COMMUNICATION PROCESSES

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Summary

The article provides a comprehensive study of the institutional support of public administration in Ukraine under conditions of governance transformation, digitalization of administrative processes, European integration, and the functioning of the state during martial law. The purpose of the study is to substantiate the theoretical and practical foundations for the development of the institutional capacity of public authorities through the analysis of constitutional and legal mechanisms, anti-crisis management instruments, human resource potential, and documentary-communication support.

The study establishes that the effectiveness of public administration is determined by the level of coherence among legal, organizational, human resource, and information-communication mechanisms that ensure the implementation of public policy, coordination of the activities of public authorities, and interaction between the state and civil society.

The decisive role of constitutional and legal foundations in shaping the institutional architecture of public authority and ensuring the principles of the rule of law, legality, openness, and accountability is substantiated. It is proven that under conditions of security threats and martial law, priority importance is attached to anti-crisis management mechanisms aimed at maintaining the resilience of public institutions, ensuring the continuity of public service delivery, and enhancing the adaptability of the governance system to crisis challenges.

The study determines that improving the effectiveness of public authorities requires the development of professional competence, leadership potential, and ethical responsibility among public servants. The impact of the digitalization of administrative processes, electronic document management, and modern information and communication technologies on the quality of managerial decision-making, transparency of public authorities, and the level of interaction between the state and citizens has been established.

It is concluded that the modernization of the institutional support of public administration in Ukraine should be based on a comprehensive combination of constitutional and legal, organizational, human resource, and digital mechanisms aimed at strengthening the institutional capacity of the state, developing democratic governance practices, and ensuring sustainable social development.

Key words: public administration, public policy, public authority, civil service, constitutional law, territorial organization of power, anti-crisis management, leadership, public service ethics, records management, documentary-communication processes, information resources, professional competence, good governance, civil society, human rights, strategic management, digitalization of public administration.

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1. Introduction

The development of the public administration system in Ukraine is taking place under the influence of large-scale socio-political, legal, and security transformations associated with decentralization, digitalization of administrative processes, implementation of the European integration course, and the functioning of the state under martial law. These processes necessitate the enhancement of the institutional capacity of public authorities, the improvement of mechanisms for managerial decision-making, and the ensuring of an appropriate level of interaction between the state, territorial communities, and civil society institutions.

The effectiveness of public policy implementation depends to a large extent on the quality of institutional support, which encompasses the totality of legal, organizational, human resource, and information-communication mechanisms underlying the activities of public administration entities. At the same time, the current practice of functioning of state authorities and local self-government bodies reveals a number of systemic problems, including insufficient coordination between governance levels, the need to strengthen the human resource potential of the civil service, the uneven pace of digital transformation, and the necessity of enhancing the resilience of administrative institutions to crisis and security challenges.

These issues became particularly pressing following the introduction of the legal regime of martial law, when the effectiveness of the public administration system became critical to ensuring the continuity of public service delivery, coordinating the activities of authorities, mobilizing resources, and implementing state policy under conditions of heightened uncertainty. In such circumstances, the importance of anti-crisis management, professional leadership, digital governance tools, and modern mechanisms of administrative communication has significantly increased.

Despite a considerable body of academic research in the fields of constitutional law, public administration, civil service, and records management, the issues of comprehensive analysis of the interrelationship between the constitutional and legal foundations of public authority functioning, anti-crisis management mechanisms, the development of leadership potential in the civil service, and the documentary-communication support of administrative activities remain insufficiently developed. This gap necessitates a comprehensive study of the institutional support of public administration as an integrated system, since the effectiveness of state institutions and the successful implementation of Ukraine's strategic development objectives depend on its quality.

2. Review of Recent Research and Publications

The transformation processes associated with the reform of the public administration system, the digitalization of administrative activities, the functioning of authorities under martial law, and the implementation of Ukraine's European integration course have stimulated an increase in academic research dedicated to the institutional support of public administration.

Contemporary scholarly works may be broadly divided into several interconnected directions. The first direction covers research on the modernization of the public administration system and the development of institutional capacity of public authorities. In particular, N. Honcharuk and A. Cherednychenko substantiate the necessity of updating public administration mechanisms in the context of war and post-war state recovery, emphasizing the introduction of European governance standards, the enhancement of authority effectiveness, and the strengthening of state-civil society interaction (*Honcharuk, Cherednychenko, 2022: 46–54*). The researchers stress that the modernization of the administrative system should be implemented comprehensively and encompass the regulatory, organizational, human resource, and digital components of public administration.

The second direction of research concerns the issues of anti-crisis management and ensuring the institutional resilience of the public authority system. In the works of Ye. Romanenko and I. Chaplai, anti-crisis management is examined as a set of mechanisms for responding to crisis phenomena, aimed at ensuring the continuity of authority functioning, maintaining the controllability of social processes, and adapting managerial decisions to conditions of heightened uncertainty (*Romaniuk, 2022: 45–47*). A similar approach is evident in recent studies on national resilience, where emphasis is placed on the ability of institutions to ensure the performance of public functions under military and security challenges.

The third direction comprises research on the digital transformation of public administration. In contemporary works, digitalization is viewed as one of the defining factors in the modernization of public authority, providing increased transparency of governmental activities, the development of e-government, the optimization of administrative procedures, and expanded opportunities for citizens to access public services (*Halych, Lukach, 2024: 30–34; Ioffe, 2024: 7–8*). Particular attention is paid to the regulatory support of digital processes, the development of digital competencies among civil servants, and the integration of modern information and communication technologies into the management system.

A separate group comprises studies on leadership in public administration. In scholarly works, leadership is considered an important factor in enhancing the effectiveness of public authorities, developing human resource potential, and ensuring the successful implementation of administrative reforms (*Masyk, 2022: 52*). Researchers emphasize the need to develop strategic thinking, managerial accountability, the capacity for decision-making under uncertainty, and the communicative competencies of public sector managers.

At the same time, an analysis of the contemporary academic literature indicates that the majority of studies are devoted to individual components of the public administration system. The issues of comprehensive interaction among the constitutional and legal foundations of public authority organization, anti-crisis management mechanisms, the development of leadership potential in the civil service, and the documentary-communication support of administrative activities remain insufficiently explored. The absence of a comprehensive approach to the study of these components necessitates further scholarly reflection on the institutional support of public administration in Ukraine and defines the relevance of the chosen research topic.

Purpose of the Article. The purpose of the article is to conduct a comprehensive study of the institutional support of public administration in Ukraine, to identify the specific features of the functioning of constitutional and legal, organizational, human resource, and information-communication mechanisms of public authority, and to substantiate directions for improving their effectiveness under conditions of martial law, digital transformation, and the implementation of the state's European integration course.

3. Presentation of the Main Research Findings

The institutional support of public administration is a complex, multi-level system whose functioning is determined by the constitutional principles of public authority organization, the regulatory mechanisms for the exercise of powers, and the totality of institutions responsible for the formation and implementation of public policy. Under conditions of martial law and the continuation of European integration processes, the question of the conformity of the national public administration system with the principles of the rule of law, good governance, accountability, and institutional resilience takes on particular significance.

An analysis of contemporary academic research demonstrates that the institutional support of public administration is increasingly understood not merely as a set of governmental bodies and regulatory acts, but as a complex of interrelated mechanisms ensuring the implementation of the state's administrative functions. In particular, O. Pavlenko emphasizes that the effectiveness of institutional support directly depends on the coherence of competencies among public administration entities, the quality of legal regulation, and the capacity of institutions to adapt to changes in the external environment (*Pavlenko, 2021: 300*).

Following the outbreak of full-scale war, the issue of ensuring the institutional resilience of the public authority system became particularly pressing. In contemporary research, institutional resilience is understood as the capacity of public administration bodies to ensure the continuity of their functions, maintain the controllability of social processes, and adapt to crisis challenges. M. Blikhar argues that the key factors of institutional resilience include the level of institutional capacity of authorities, the transparency of administrative procedures, the quality of legislative support, and the effectiveness of state-civil society interaction mechanisms. Among the primary threats identified are insufficient coordination among authorities, regulatory instability, and the low adaptability of certain administrative institutions to crisis conditions (*Blikhar, 2024: 182*).

The process of reforming the public authority system in the context of European integration has a substantial impact on the development of the institutional support of public administration. Academic literature emphasizes that the contemporary model of public administration should be built on the principles of good governance, which presuppose openness of authority activities, accountability of managerial decisions, public participation in policy-making, and an orientation toward results-based management. Research by M. Koroshchenko demonstrates that the implementation of good governance principles contributes to improving the quality of public policy and strengthening institutional trust in public authorities (*Koroshchenko, 2024: 57–61*).

At the same time, the results of the analysis reveal a number of problems in the sphere of institutional support of public administration. These include, first and foremost, insufficient coherence of competencies among individual public authority entities, the complexity of coordinating administrative processes under martial law, the uneven pace of digital transformation among authorities, and the need to further improve strategic planning mechanisms. Under such conditions, the effectiveness of the public administration system increasingly depends on the

capacity of state institutions to ensure the adaptability of administrative mechanisms and to respond promptly to changes in the security environment.

Thus, the constitutional and legal foundations of the institutional support of public administration form the regulatory basis for the functioning of the public authority system; however, contemporary challenges require the further improvement of institutional mechanisms aimed at strengthening the resilience of state institutions, enhancing the effectiveness of managerial decisions, and ensuring good governance under martial law and in the context of Ukraine's post-war recovery.

Martial law has become a serious test for Ukraine's public administration system and, at the same time, a kind of indicator of the effectiveness of state institutions. The experience of recent years has demonstrated that the performance of public authorities is determined not only by the quality of regulatory frameworks or organizational management structures, but above all by the capacity of institutions to quickly adapt to crisis conditions, ensure continuity in the performance of public functions, and maintain an appropriate level of administrative coordination.

In contemporary academic literature, institutional resilience is understood as the capacity of the public administration system to maintain functionality under external and internal threats, to respond promptly to crisis challenges, and to restore administrative processes following exposure to destabilizing factors. Unlike traditional approaches to crisis management, the modern concept of institutional resilience presupposes not only a response to crisis, but also the formation of preventive mechanisms aimed at minimizing risks and ensuring the long-term stability of public authority functioning.

Inter-institutional interaction is one of the key elements of anti-crisis management. The experience of governmental functioning under martial law confirmed that the effectiveness of managerial decision implementation is directly dependent on the level of coordination between central executive bodies, military administrations, local self-government bodies, and civil society institutions. Researchers emphasize that it is precisely the coordinative capacity of state institutions that ensures prompt responses to crisis situations and creates the preconditions for the effective use of available resources (*Bychkov, 2025: 18*).

Strategic planning is an important factor of institutional resilience. An analysis of contemporary public administration practice reveals that traditional planning mechanisms, oriented primarily toward predictable development conditions, proved insufficiently effective under conditions of high uncertainty. In such circumstances, risk-oriented management approaches, scenario planning, and the development of contingency mechanisms for managerial decision-making become particularly important (*Bychkov, 2025: 19*).

The issue of human resource support for anti-crisis management warrants separate attention. The effectiveness of public authority functioning depends to a significant degree on the professional training of officials, their capacity to work under uncertainty, to make prompt decisions, and to coordinate the activities of different administrative entities. Contemporary research underlines the necessity of developing new managerial competencies related to crisis management, strategic thinking, and risk management (*Honcharuk, Cherednychenko, 2022: 48*).

Alongside the human resource factor, the digital component of anti-crisis management plays an important role. The introduction of electronic information systems, digital interaction platforms, and analytical tools makes it possible to increase the speed of information processing, improve the quality of managerial decisions, and ensure the prompt exchange of data among public administration entities. The practice of digital service functioning during martial law confirmed their important role in ensuring the continuity of public service delivery and maintaining an appropriate level of interaction between the state and citizens (*Mediannyk, 2025: 227*).

The analysis conducted provides grounds for asserting that the contemporary model of anti-crisis management is gradually transforming from a predominantly reactive approach into a proactive system for ensuring institutional resilience. Under such conditions, inter-institutional coordination, strategic planning, professional competence of administrative personnel, and digital tools for supporting administrative processes become critically important. It is precisely the comprehensive combination of these components that forms the foundation of public administration system resilience and ensures its capacity to function effectively in the face of contemporary challenges.

The transformation of the public administration system in Ukraine is accompanied by substantial changes in the requirements for the professional activities of civil servants. Under conditions of martial law, digital transformation, and the implementation of reforms, the issues of developing the human resource potential of public authorities, cultivating administrative leadership, and enhancing the institutional capacity of the civil service become especially significant. In such circumstances, the professional competence of officials is viewed not merely as a component of human resource provision, but as one of the key factors in the effectiveness of the entire public administration system.

In contemporary academic research, the institutional capacity of the civil service is defined through the ability of authorities to ensure the implementation of state policy, to effectively use available resources, and to achieve defined strategic goals (*Romaniuk, 2022: 45–49*). An important component of this capacity is the professional competence of civil servants, which encompasses a system of knowledge, practical skills, managerial abilities, and professional values necessary for the performance of official duties in complex and dynamic conditions.

Contemporary challenges have substantially changed approaches to understanding leadership in public administration. While traditional management models were based primarily on administrative influence and formal hierarchy, modern concepts place emphasis on the leader's capacity to form a strategic vision for organizational development, ensure team interaction, and effectively manage change (*Pidlisna, 2021: 158–162*). In this context, leadership is increasingly viewed as an instrument for enhancing the institutional effectiveness of authorities and ensuring the performance of administrative activities.

The issue of leadership has become particularly pressing under conditions of martial law. The practice of public authority functioning demonstrated that the effectiveness of managerial decisions depends to a significant degree on the capacity of managers to act under high uncertainty, to promptly respond to crisis situations, and to coordinate the activities of different administrative entities. Researchers note that a contemporary manager in the field of public administration must combine strategic thinking, managerial accountability, communicative skills, and the capacity for rapid decision-making (*Kolesnyk, 2019: 174–177*).

At the same time, research findings point to a number of problems in the sphere of developing human resource potential in the civil service. Among the most common issues are an insufficient level of leadership competency development, a mismatch between certain professional training programs and the contemporary needs of public administration, and the necessity of improving mechanisms for the evaluation of officials' professional activities (*Rudenko, 2024: 116–118*).

The development of digital leadership as a new direction in administrative activities warrants separate attention. The active introduction of digital technologies into the public administration system gives rise to the need to develop new competencies related to the use of information and communication technologies, the management of digital change, and ensuring effective interaction in a digital environment. According to researchers, digital leadership is

becoming one of the defining factors in the successful implementation of digital transformation processes within public authorities (*Harkavyi, Fediunin, 2024: 150–152*).

The analysis conducted leads to the conclusion that, under contemporary conditions, leadership and professional competence function not merely as components of human resource provision, but also as important factors of the institutional resilience of the public administration system. The effectiveness of authority activities, the quality of public services, and the successful implementation of state policy depend to a significant degree on the level of professional training, the capacity for strategic management, and the effective organization of teamwork.

The effectiveness of the public administration system depends to a great extent on the quality of the documentary-communication support of administrative activities. Under contemporary conditions, documentary-communication processes serve not only as a means of recording managerial decisions, but also as an important instrument for organizing interaction among public administration entities, ensuring transparency of authority activities, and forming a unified information space for state administration.

The transformation of the public administration system under conditions of digitalization has contributed to a substantial shift in approaches to the organization of document management and administrative communications. The traditional model of documentary support, oriented primarily toward paper-based document flow, is gradually giving way to digital information management technologies, which provide prompt data processing, increased decision-making speed, and the optimization of administrative procedures (*Pospelova, Marukhlenko, Rudenko, 2024: 523–526*).

Contemporary academic research demonstrates that the digitalization of documentary-communication processes is systemic in nature and encompasses virtually all levels of public administration. The introduction of electronic document management systems, the use of digital interaction platforms, and the integration of state electronic registers create the preconditions for enhancing the effectiveness of authority activities, reducing the time required for administrative information to be processed, and minimizing administrative costs (*Medianyk, 2025: 229*).

Information resources, which provide informational support for the processes of preparing, making, and implementing managerial decisions, constitute an important component of the institutional support of public administration. Under contemporary conditions, the quality of information provision is increasingly determining the performance of public authorities. This is driven by the need for prompt analysis of large data sets, risk forecasting, and the formation of well-grounded managerial decisions based on reliable information (*Saprykin, 2025: 82*).

Documentary-communication processes have acquired special significance under conditions of martial law. The necessity of ensuring the continuity of authority activities, the rapid exchange of information, and the coordination of actions among different administrative entities has accelerated the digital transformation of the public sector. The practice of authority functioning over recent years has confirmed the effectiveness of electronic document management, digital services, and information-analytical systems in supporting administrative activities even under significant security constraints (*Korniienko, 2025: 156*).

Alongside the positive outcomes of digitalization, a number of problems requiring further resolution persist. These include, above all, ensuring the information security of state information resources, protecting personal data, unifying the information systems of different authorities, and raising the level of digital competencies among civil servants. The existence of these problems underlines the need for a comprehensive approach to the development of the digital infrastructure of public administration and the improvement of the regulatory framework governing information relations in the public sector (*Sorokina, Filatov, 2025: 79*).

The analysis conducted provides grounds for asserting that documentary-communication processes are gradually transforming from an auxiliary element of administrative activities into one of the key factors of the institutional effectiveness of the public administration system. The further development of digital information resources, the improvement of electronic document management, and the introduction of modern communication technologies will contribute to enhancing the quality of managerial decisions, strengthening the institutional capacity of authorities, and ensuring the resilience of the public administration system in the face of contemporary challenges.

4. Conclusions

The research conducted has established that the institutional support of public administration in Ukraine constitutes a complex system of interrelated constitutional and legal, organizational, human resource, and information-communication mechanisms, the functioning of which is directed at the implementation of public policy and the ensuring of effective activity by public authorities. Under conditions of martial law, digital transformation, and European integration, the significance of the institutional capacity of state institutions substantially increases, since the effectiveness of managerial decisions and the stability of the public administration system depend precisely on its level.

It has been established that the constitutional and legal foundations remain the bedrock of the institutional support of public administration, defining the principles of public authority organization, the competencies of its entities, and the mechanisms for the exercise of powers. At the same time, contemporary challenges require the further improvement of the regulatory framework governing the activities of public authorities, taking into account the needs of ensuring institutional resilience and the adaptability of administrative mechanisms.

It has been substantiated that anti-crisis management is gradually transforming from a system for responding to crisis phenomena into a comprehensive mechanism for ensuring the institutional resilience of the state. The key components of this transformation are inter-institutional coordination, strategic planning, risk-oriented management, and the development of national resilience mechanisms.

It has been proven that leadership and professional competence of civil servants are important factors of the institutional capacity of the public administration system. The effectiveness of authority activities depends to a significant degree on the level of development of strategic thinking, the capacity for managerial decision-making under uncertainty, change management, and the coordination of the activities of different public administration entities.

It has been determined that documentary-communication processes and digital information resources are becoming one of the key elements of contemporary institutional support for public administration. The introduction of electronic document management, digital interaction platforms, and information-analytical systems contributes to increasing the promptness of managerial decisions, the transparency of authority activities, and the quality of public service delivery.

Based on the research results, it has been established that the further improvement of the institutional support of public administration in Ukraine should be directed toward developing adaptive management mechanisms, strengthening the institutional resilience of authorities, improving the system of professional development for civil servants, expanding the use of digital technologies, and ensuring the integration of modern documentary-communication tools into public policy implementation processes.

The prospects for further academic research should be connected with the development of models for evaluating the institutional capacity of public authorities, the study of the impact of digital transformation on public administration effectiveness, and the improvement of interaction mechanisms among state institutions, local self-government bodies, and civil society institutions.

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