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Cuiavian University in Wloclawek
NGSO “Foundation of Public Law Initiatives”
Chernihiv Polytechnic National University
Admiral Makarov National University of Shipbuilding

**HUMANIZATION CONCEPT
OF PUBLIC ADMINISTRATION:
THEORETICAL AND METHODOLOGICAL
FUNDAMENTALS**

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DEMOCRATIC GOVERNANCE: LOCAL DEVELOPMENT

Nikolina I. I.

INTRODUCTION

The progressive development of social life involves the regulation of social relations. The fundamental principles of building modern democratic states are the rule of law, democracy and good governance, which have been established in the same chronological order.

The primary basis of the paradigm of modern public administration and management is human-centrism as a principle and priority of the governing activity of public authorities.

The category of humanism is multidimensional and multifunctional. N. Yershova notes that it is the goal, the way, the condition and the result of the world of human existence at the same time. The researcher emphasizes that the humanistic approach in the field of public administration ensures the implementing into the practice of governance the idea of humanization of the entire social system, all spheres of relations and interactions of participants in the political process¹.

O. Krasivsky and P. Petrovsky, in their turn, state that the necessary task of the subjects of substantiation and implementation of reforms in the public administration sphere is to observe paradigmatic unity in the activities of all participants in democratic governance².

The modern concept of public administration at the local level is characterized by a dualistic combination of strategic and managerial, and service nature of the implementation of public authority on the ground. The guideline for solving issues of local importance is the humanization of subordinate hierarchical relations to enable the local community to institutionalize the local economy and solve local problems independently, in effective forms and for the needs of the individualized representatives.

Ukraine is currently on the way to applying the principles of democratic governance in the field of public administration and management, and in

¹ Єршова Н. Г. Категоріально-понятійна основа гуманістичного підходу у сфері публічного управління. *Держава та регіони. Серія: Державне управління*. 2021. № 1(71). С. 13.

² Красівський О.Я., Петровський П. М. Теоретико-методологічне обґрунтування реформ у публічно-управлінській сфері. *Актуальні проблеми державного управління*. 2021. № 1(59). С. 22.

developing and implementing its own model of decentralization. Based on the study and analysis of global models of the process of reforming local self-government and taking into account the historical experience of the territorial organization of power in Ukraine, it is possible to achieve the provision of quality and affordable public services.

The development of democratic governance at the local level through local policy-making in the context of decentralization and subsidiarity is important both for the development of nationwide democracy and for the improvement of political and managerial processes.

Modern change of paradigmatic attitudes in the system of public administration is connected with the formation of “governance”, which is characterized in contrast to management by the following features:

- expanded number of subjects due to citizens as active participants and informal, public and business structures as full-fledged agents;
- transparency as a key function of public governance;
- multilevel management, availability of self-managed networks;
- production of common interests;
- morality, beliefs, national identity are a construct in the logic of interaction³.

In the multivariate conceptualization of democratic governance, several key approaches can be identified: democratic governance as proper (good) governance; democratic governance as multilevel governance; democratic governance as digital governance.

Previous research. A large number of works by foreign and domestic authors are devoted to the problems of theoretical and methodological substantiation of the process of reforming the public administration sphere on the basis of democratic governance, as this subject of research is multifaceted and complex.

Theoretical provisions of the concept of democratic governance in public administration discourse were studied by the following scholars: A. Androniceanu^{4,5}, O. Amosov and N.Gavkalova⁶, V. Berezhny⁷, A. Guk⁸,

³ Делія О. В. Governance як концептуальний підхід до розуміння публічного управління. *Державне управління: удосконалення та розвиток*. 2015. № 7. URL: <http://www.dy.nayka.com.ua/?op=1&z=869>.

⁴ Androniceanu A. Good Democratic Governance Based on a New Model. *Revista “Administratie si Management Public” (RAMP)*. 2015. № 24. Pp. 44–55.

⁵ Androniceanu A. Transparency in public administration as a challenge for a good democratic governance. *Revista “Administratie si Management Public” (RAMP)*. 2021. № 36. Pp. 149–164.

⁶ Амосов О. Ю, Гавкалова Н. Л. Моделі публічного адміністрування (архетипова парадигма). *Публічне управління: теорія та практика*. 2013. Спец. вип. С. 6–13.

K. Kozlov⁹, N. Krieger¹⁰, H. Kukhareva¹¹, S. Mavee¹², M. Minenko¹³, A. Semenchenko and V. Dreshpak¹⁴, V. Oksin¹⁵, H. Tereshkevich¹⁶, O. Tkalya¹⁷, Yu. Sharov and I. Chikarenko I.¹⁸ [40], H. Shaulska¹⁹ and others.

Research on the implementation of democratic governance at the local level does not lose its relevance, as it reveals the issues of self-government and local democracy, citizen participation in solving local issues, and models the improvement of public administration.

1. Theoretical and legal bases of developing democratic governance at the local level

The concept of “good governance” (Good Governance) – is a determinant of democratic governance. In this context, democratic

⁷ Бережний В. О. Сучасні концепції публічного управління. *Актуальні проблеми державного управління*. 2013. № 2. С. 31–38.

⁸ Бенчмаркінг доброго врядування : практичний посібник / за заг. ред. А. Гука. Київ: ТОВ «Видавництво «Юстон», 2018. 60 с.

⁹ Козлов К. І. Політична модернізація: імплементація принципів Good governance. *Теорія та практика публічного управління*. 2010. Вип. 4. С. 135–140.

¹⁰ Krieger N. Enough: COVID-19, Structural Racism, Police Brutality, Plutocracy, Climate Change – and Time for Health Justice, Democratic Governance, and an Equitable, Sustainable Future. *American Journal of Public Health (AJPH)*. 110(11), pp. 1620–1623.

¹¹ Кухарева Г. П. Належне урядування як шлях до становлення дієвої системи публічного управління в Україні. *Теорія та практика публічного управління*. 2015. Вип. 3. С. 76–83.

¹² Mavee S. Variables Influencing the Relationship between Civil Society Participation and Democratic Governance. *Administratio Publica*. 2021. Vol. 29. No 4. PP. 136–158.

¹³ Міненко М. А. Трансформація системи державного управління в сучасній моделі регулювання суспільства. *Державне управління: удосконалення та розвиток*. 2013. № 6. URL: <http://www.dy.nauka.com.ua/?op=1&z=581>.

¹⁴ Електронне урядування та електронна демократія : навч. посіб. : у 15 ч. / за заг. ред. А. І. Семенченка, В. М. Дрешпака. Київ, 2017.

¹⁵ Оксін В. Ю. Сучасна парадигма публічного адміністрування: логіко-змістове розуміння. *Право та державне управління*. 2018. № 4 (33). С. 244–248.

¹⁶ Терешкевич Г. Удосконалення доброго врядування на цінностях і засадах біоетики в контексті публічного управління. *Збірник наукових праць НАДУ*. 2019. Вип. 1. С. 99–105.

¹⁷ Ткаля О. В. Розуміння належного врядування за сучасних умов. *Вчені записки ТНУ імені В. І. Вернадського. Серія: Юридичні науки*. 2020. Т. 31 (70). № 2. С. 125–130.

¹⁸ Шаров Ю, Чикаренко І. Європейські стандарти публічного управління: проєкція на муніципальний рівень. URL: [http://www.dridu.dp.ua/vidavnictvo/2010/2010_01\(4\)/10suppmr.pdf](http://www.dridu.dp.ua/vidavnictvo/2010/2010_01(4)/10suppmr.pdf).

¹⁹ Шаульська Г М. Сучасні західні управлінські моделі. *Наукові записки Інституту законодавства Верховної Ради України*. 2018. № 3. С. 111–116.

governance is a complex mechanism of democratic activity of institutions and organizations, which together provide state administrative self-organization of society. The concept of good democratic governance allows us to perceive democratic governance as a process aimed at interaction between public authorities and civil society not vertically but horizontally without hierarchy.

The concept of “good governance” has led to the formation of value, political and institutional components of public relations through the interaction of state, civil society and business. The principles of good governance have formed a universal doctrine of guidelines for the progress of the European community and Ukraine, which shares European values. The implementation of good governance is a determinant of sustainable development of territorial communities in Ukraine, the development of local democracy.

The preamble to the “European Charter of Local Self-Government” states that it is local self-government that lays the foundations of a democratic regime and most fully allows to exercise the right of citizens to participate in the management of public affairs²⁰.

O. Burin emphasizes that local democracy is necessary for the effective functioning of democracy at the national level²¹.

K. Burya notes that the key feature of local democracy in terms of public administration is self-government and autonomy, which are established in regulations, from a politological perspective – it is a criterion for the ability of a community to make decisions and solve their own problems²².

In the structure of developing democratic governance at the local level we identify three components: ideological, organizational (institutional) and activity.

The analysis of modern features of the formation of worldview subsystem of local democracy culture, assessment of its development level by value and knowledge criteria in modern Ukraine, allowed M. Tsumarev to affirm the unsatisfactory state of qualitative characteristics of knowledge, ideas, competencies on various aspects of community life, its interests, self-organization, meeting the needs of the community by directly expressing the will of community members, making political decisions at the community

²⁰ Європейська хартія місцевого самоврядування. URL: https://zakon.rada.gov.ua/laws/show/994_036#Text.

²¹ Бурін О. М. Проблеми впровадження концепції локальної демократії в Україні. *Державне управління: удосконалення та розвиток*. 2014. № 9. URL: <http://www.dy.nauka.com.ua/?op=1&z=752>.

²² Буря К. М. Локальна демократія в сучасній Україні: передумови побудови національної моделі. *Гілея: науковий вісник*. 2018. Вип. 131. С. 367–371. URL: http://nbuv.gov.ua/UJRN/gileya_2018_131_98.

level, effective use of institutions and mechanisms of local democracy. Although local authorities have strong beliefs about the importance of citizen participation in local policy-making, the majority of the population is not ready to take an active part in their implementation. On the other hand, a significant number of citizens willing to participate for a reward are evidence of prevalent conformist and paternalistic attitudes in society²³.

The organizational or institutional component of developing democratic governance at the local level is represented by normative and legal, as well as organizational and functional mechanisms of local democracy, in particular, bodies of self-organization of the population, mass media, public organizations, associations of owners of residential and non-residential premises. The ratification of the European Charter of Local Self-Government has become one of the normative factors in the development of the institutional component of building local democratic governance, together with normative activity of the Verkhovna Rada of Ukraine and higher executive bodies. It resulted in the consolidation of local democracy mechanisms in the Constitution of Ukraine, laws of Ukraine, and resolutions of the Cabinet of Ministers; among the factors there is also normative activity of local self-government bodies, the result of which is the adoption of bylaws regulating the peculiarities of the application of local democracy mechanisms at the local level. These include the statutes of territorial communities, regulations on local initiative, regulations on the public budget, concepts of digital participation at the local level, and so on.

Local democracy in sustainable western societies is not a process of adherence to formal procedures and electoral choice, because, according to K.Burya, it is manifested in the inter-election period, and concerns the impact of institutionalized public opinion on the activity of local government²⁴.

The activity component of developing democratic governance at the local level includes political behaviour, participation in the activities of self-organization of the population, and the direct implementation of local democracy mechanisms.

The analysis of practices of application of democratic governance mechanisms at the local level by members of territorial communities is intensified by digitalization processes. It allowed to identify their main

²³ Цумарев М. І. Роль інститутів громадянського суспільства у формуванні культури локальної демократії громадянського типу. *Регіональні студії. Науковий журнал* / гол. ред. М. М. Полінчак. Ужгород : «Видавничий дім «Гельветика», 2018. № 12 (№ 8). С. 72–77.

²⁴ Буря К. М. Локальна демократія в сучасній Україні: передумови побудови національної моделі. *Гілея: науковий вісник*. 2018. Вип. 131. 369 с.

forms: local electronic petitions, public budget, general meetings of citizens at the place of residence, local initiatives, public hearings, public consultations, public reviews.

All of them are at present regulated by current legislation at the national level or by local regulations.

General meetings of citizens are an important form of direct participation in solving issues of local importance. Promoting and taking into account the results of this initiative by local governments in their activities contributes to solving local problems and produces further development of civic culture at the local level. In addition, general meetings are a necessary part of the process of creating neighborhood associations. General meetings of citizens at the place of residence in the territorial community are regulated by the Law of Ukraine “On Local Self-Government in Ukraine”, the Resolution of the Verkhovna Rada of Ukraine “On Approval of the Regulations on General Meetings of Citizens at the Place of Residence in Ukraine”, the statute of the territorial community.

M. Tsumarev considers the mechanism of local meetings to be a potentially effective tool for forming a culture of local democracy²⁵.

Public hearings are a mechanism for developing democratic governance at the local level, due to which members of local communities can hold meetings with deputies of local councils and local government officials. During the meetings community members can hear deputies and officials, raise issues of local importance which are within the jurisdiction of local self-government, and make proposals for their solution.

Public hearings can be used to legitimize decisions that are not always in the interests of the community. The initiation of such hearings by local government official and deputies of local councils, as well as extensive coverage of their results in local mass media creates in minds of the community the illusion of a democratic process and broad community involvement in local issues.

Quite high rates of participation in the mechanism implementation according to all-Ukrainian studies indicate the prevalence of this mechanism and wide publicity of the results of its application, while its importance as a tool for community influence on local issues remains relatively low.

The essence of local initiative as a mechanism for developing local democratic governance is to exercise the right of the territorial community members to initiate the consideration in the council of any issue (as a local

²⁵ Цумарев М. І. Роль інститутів громадянського суспільства у формуванні культури локальної демократії громадянського типу. Регіональні студії. Науковий журнал / уол. ред. М. М. Полінчак. Ужгород : «Видавничий дім «Гельветика», 2018. № 12 (№ 8). С. 74.

initiative) which is under the jurisdiction of local self-government and regulated by the Law of Ukraine “On Local Self-Government in Ukraine”.

The subjects of the local initiative may also be public organizations, bodies of self-organization of the population, and an initiative group, if such a possibility is regulated at the local level. However, the implementation of this mechanism is complicated or practically impossible in some communities, in particular due to: the requirement to create an initiative group, and inflated quantitative demands for its composition; too many community members who have to support the initiative; additional procedures (regulated by local councils) required for the implementation of the initiative, etc.

The peculiarities of public consultations as a mechanism for developing local democratic governance are as follows: involving citizens in the management of state affairs; providing them with free access to information concerning the activities of executive bodies; ensuring publicity, openness and transparency of these bodies regulated by the Resolution of the Cabinet of Ministers of Ukraine № 996 “On Ensuring Public Participation in the Formation and Implementation of State Policy”. Local governments are recommended to comply with this resolution.

Consultations of local governments with the territorial community members significantly increase the level of public confidence in the council’s work as well as the quality and legitimacy of the decisions made.

Local e-petitions are a relatively new but already widespread tool for developing local democratic governance. It should be noted that the procedure of using electronic petitions is one of the simplest and most accessible forms of civic participation, which requires minimal effort from participants and at the same time allows to convey their demands and positions directly to those in charge of making the necessary decisions. We would like to emphasize that local e-petitions reflect the real needs of the community, so this mechanism can be considered one of the most productive in terms of developing democratic governance at the local level.

According to M. Tsumarev, one of the most productive mechanisms for building local democracy is self-organization of the population. Unlike other mechanisms, the implementation of which is aimed at resolving a certain issue of local importance and is one-time, the activity of the self-organization body is a process of permanent representation of the community’s interests, within the territory of its activity²⁶.

²⁶ Цумарев М. І. Роль інститутів громадянського суспільства у формуванні культури локальної демократії громадянського типу. *Регіональні студії. Науковий журнал* / Гол. ред. М. М. Полінчак. Ужгород : «Видавничий дім «Гельветика», 2018. № 12 (№ 8). С. 74–75.

Bodies of self-organization of the population are representative bodies created by residents who legally reside in the village, town, city or parts thereof, for addressing the tasks provided by the Law “On Bodies of Self-Organization of the Population”. This representation is a manifestation of community participation in local affairs, which can be carried out, in particular, in the following forms: appeals to bodies and officials of state authorities and local governments; representation of community interests in judicial and law enforcement agencies; use of own and provided by local governments material and financial resources for independent solution of issues of local importance, etc.

The creation of bodies of self-organization of the population gives the community an opportunity to use a set of legally established mechanisms, more important than other mechanisms of local democracy, to participate in addressing issues of local importance.

It should be noted that the quantitative manifestations of applying mechanisms for developing local democratic governance are uneven. In some communities, there is an active use of certain mechanisms in contrast to the other ones, which may be due to the low level of worldview component, lack of successful practice of applying the analyzed tools, and obstacles to their implementation by local governments.

The realities show that digital development in the world is an effective tool for fundamental change in public authority. Modern digital technologies and digital communications are increasingly used in management and interaction between the state, regions and communities, local public authorities and residents.

Transformational changes of modern Ukraine are conditioned by global digitalization that reflects the causal connection between the Fourth Industrial Revolution (“Industry 4.0”) and the development of society (“digital society”). The scale and pace of digital transformations have become the main characteristics of economic development²⁷.

Digitalization is aimed at providing every citizen with equal access to services, information and knowledge on the basis of digital technologies. The introduction of digital technologies has a positive impact on the effectiveness and efficiency, quality and cost of public, community and personal activities. Digital technologies open new opportunities for socio-political inclusion of citizens. These technologies are increasingly used in management and interaction between the state, regions and communities, as

²⁷ Про схвалення Концепції розвитку цифрової економіки та суспільства України на 2018–2020 роки та затвердження плану заходів щодо її реалізації: Розпорядження Кабінету Міністрів України від 17 січня 2018 р. № 67-р. URL: <https://zakon.rada.gov.ua/laws/show/67-2018-%D1%80#n13>.

well as in communication between public authorities and residents. Openness, transparency, government accountability and citizen participation in policy making and implementation are the basis for good governance, and digital technologies ensure the accessibility and simplicity of these processes²⁸.

Digital governance is not only an opportunity to bring authority closer to citizens by making it transparent, open and accessible, to establish high-quality interaction between the state and society, but also to provide effective public services and solve complex problems by means of modern digital tools, which has been repeatedly proven by international practice.

The relevance of the research is determined by the modern era of mass communications and digital technologies which has for ever changed the vector of civilizational development of mankind, its scientific and technological progress, culture of communicative interaction. Today, political and sectoral discourses are specified by digital communications: from the simple statement of fact by tools of digital technologies to digital globalization in communicative interaction²⁹.

Digital technologies and numerous media communications they produce have formed a new generation of mass information – digital communications. Digital communications not only perform informational and communicative functions, but also have led to the emergence of new practices, spheres of activity, professions and cultural phenomena. Therefore, the development and implementation of digital communications to ensure effective interaction of all segments and structures of society, including public ones, is an urgent task of sustainable socio-economic growth.

Digital communication is a determinant of digital democracy. Under these conditions, at the level of territorial communities, it is advisable to expand the possibilities of various forms of digital communication with the public through the use of websites and social networks. Their purpose is not only to inform, but also to hold consultations on topical public issues. Digital communication technologies help public authorities obtain up-to-date information on issues voiced/published by citizens; respond proactively to problems that arise in communities; analyze information about the appeals according to various criteria and parameters; conduct public opinion polls

²⁸ Nikolina I.I., Hulivata I.O., Husak L.P., Radzihovska L.M., Nikolina I.I. Assessment of digitalization of public management and administration at the level of territorial communities. *Naukovyi visnyk Natsionalnoho Hirnychoho Universytetu*, 2020, № 5, P. 150.

²⁹ Nikolina I.I., Ocheretianyi V.V. The communication dimension of activities of public institutions in the digital environment. *East European Scientific Journal (Wschodnioeuropejskie Czasopismo Naukowe)*. 2021. № 3(67), Part 3. P. 22.

and post announcements for citizens; exercise control over the employees responsible for the registration and consideration of citizens' appeals. As a result, the formation of modern digital governance with an emphasis on customer orientation is accelerating.

Today in Ukraine, digital transformation contributes to greater involvement of citizens in socio-political participation, confident steps are being taken to establish a system where two-way digital communication is provided. Digital transformation at the local level is seen not only in terms of technical but also institutional support.

The decentralization model of governance is considered as a relative indicator of democratic character of governance. In public administration discourse, decentralization means the process of transferring some power, resources and responsibilities from public authorities to local governments in accordance with the principle of subsidiarity, according to which decisions on local issues are made at a level that can perform tasks, solve problems or provide services most efficiently.

Decentralization of services consists in bringing services as close as possible to direct consumers on the ground, which leads to their improvement and, as a consequence, to ensuring the socio-economic growth of territories. Of particular interest are management and social services, at the same time the latter ones improve their quality under the decentralization model of democratic governance, are able to clearly predict the priority areas of provision, to plan demand for them.

Thus, the processes of decentralization of power and digital transformation accelerate the development of democratic governance at the local level, contribute to the gradual growth of trust among the population of Ukraine to them and their more effective use.

The introduction of good governance in Ukraine at the local level is a reflection of the positive European experience in terms of modernizing the model of public administration and management.

K. Kozlov notes that political modernization takes place in inseparable unity with the evolution of management concepts: in different periods political modernization was based on the principles of the concept of public policy, which was considered the most progressive one³⁰.

It should be noted that public administration today can be represented, on the one hand, as a process of interaction between authorities and society, which results in decisions that are important for the state (region, community). On the other hand it is an open public sphere of social interests in which all public institutions, citizens can be not only in the role of

³⁰ Козлов К. І. Політична модернізація: імплементація принципів Good governance. *Теорія та практика публічного управління*. 2010. Вип. 4. С. 136.

management objects, but also to act as subjects, autonomous units in relations with bodies of authority and administration. Therefore, we agree with V. Berezhny that modern public administration is management of society together with society³¹.

It is appropriate to consider democratic governance through different concepts. The most common concepts of governance in the public sector, which in the process of society development gradually replaced each other, are: the classical model of governance (Old Public Management); New Public Management; Good Governance.

The father of the classical (bureaucratic) model of management (Old Public Management) was Max Weber. This model can be characterized by procedural activities of government officials, is often burdened with excessive bureaucratic methods and fixed hierarchies of authority, and is effective in standard administrative processes.

With the evolution of the management paradigm, a new approach has emerged – New Public Management. The principles of private economy are integrated into the basis of the new public management, which allowed to increase the efficiency and effectiveness of public policy development³². The concept was notable for applying managerial and customer-oriented business rules in the authorities' activities. The main steps in the implementation of this system were: removal of individual administrative subdivisions outside the unified structure or their autonomization; privatization and elimination of excessive regulation; introduction of elements of competition in administrative activities³³.

Good Governance as a paradigm was first recommended in the 1980s by the World Bank, the International Monetary Fund, the United Nations Development Program and the Organization for Economic Co-operation and Development as a tool to ensure that countries could achieve development goals in the context of globalization, rapid changes in context, crisis manifestations of natural man-caused and political character, further reducing the resource base, increasing citizens' needs for high quality services and the need to ensure the standards of the rule of law and pluralistic democracy, which were becoming integral features of modern era³⁴.

³¹ Бережний В. О. Сучасні концепції публічного управління. *Актуальні проблеми державного управління*. 2013. № 2. С. 37.

³² Кухарева Г. П. Належне урядування як шлях до становлення дієвої системи публічного управління в Україні. *Теорія та практика публічного управління*. 2015. Вип. 3. С. 78.

³³ Амосов О. Ю, Гавкалова Н. Л. Моделі публічного адміністрування (архетипова парадигма). *Публічне управління: теорія та практика*. 2013 Спец.вип. С. 9.

³⁴ Терешкевич Г. Удосконалення доброго врядування на цінностях і засадах біоетики в контексті публічного управління. *Збірник наукових праць НАДУ*. 2019. Вип. 1. С. 101.

For a meaningful understanding of this concept, it should be noted that “governance” is a broader category than “management”. According to the generalization made by M. Minenko, “governance” is, on the one hand, the process when the government (authorities) performs their functions to regulate social processes, implement public policy, allocate resources, etc. On the other hand, it is social or systemic governance which means management activity as public coordination that enables and facilitates collective actions through collective decisions, no longer in the vertical but in the horizontal dimension³⁵.

Good governance appeared at the request of time, developed from the principles of the formation of the EU and the practice of its functioning. This paradigm differs both from classical administration, in which the only source of political decisions is political leadership, and from the new public management with its vector towards profit maximization. Good governance can more effectively meet public needs and make socially significant decisions.

The concept of Good Governance was detailed in UN policy documents in the late XX century and introduced in the EU at the beginning of the XXI century. It is focused on the implementation of democratic, legal, transparent and accountable, responsible and effective management of state and public affairs at both the national and local levels.

Therefore, O. Tkalya notes that Good Governance is also a concept of multilevel governance, which was approved in 2008 by the Committee of Ministers of the Council of Europe³⁶.

H. Shaulska summarizes the features that describe the democratic content of the concept of “governance”: “democratic”, “new”, “perfect”, “good”, “proper”, “ethical and transparent”, “effective”, “network” governance. Hence, Good Governance is governance that meets the requirements of a democratic, open and just society and regulates relations between official institutions (government) and non-governmental circles (business, public)³⁷.

“Governance” and “public participation” are evolving concepts that developed and changed over decades, along with government administration. These terms therefore come with considerable prior theoretical and/or ideological baggage³⁸.

³⁵ Міненко М. А. Трансформація системи державного управління в сучасні моделі регулювання суспільства. *Державне управління: удосконалення та розвиток*. 2013. № 6. URL: <http://www.dy.nayka.com.ua/?op=1&z=581>.

³⁶ Ткаля О. В. Розуміння належного врядування за сучасних умов. *Вчені записки ТНУ імені В. І. Вернадського. Серія: Юридичні науки*. 2020. Т. 31 (70) № 2. С. 129.

³⁷ Шаульська Г М. Сучасні західні управлінські моделі. *Наукові записки Інституту законодавства Верховної Ради України*. 2018. № 3 С. 114

³⁸ Mavee S. Variables Influencing the Relationship between Civil Society Participation and Democratic Governance. *Administratio Publica*. 2021. Vol. 29. No 4. P. 154.

Good governance is a kind of modernization of the concept of new public management, which gave impetus to the development of productive relationships in the sectors of interaction (G2G, G2B, G2C, G2E), where society is not only a consumer of public services but also a participant in all governance processes.

The main principles of “Good Governance” in the UN Program are the following: participation in public administration decisions; consensus in decision making; feedback; efficiency in conducting public policy; responsibility of all participants in the process; transparency; equality; rule of law; strategic vision³⁹.

The Sustainable Development Goals, which entered into force in January 2016 and will underpin UNDP policy and funding for the next 15 years, outline the main areas of democratic governance that should be applied at all levels of implementation, including human rights, transparency and integrity, parliamentary reform, civil society and youth work, health care reform and support for public procurement, digital transformation⁴⁰.

Today, in addition to the principles mentioned above, some scholars highlight the following principles of “good governance”:

- the sensitivity principle – institutions and processes should serve stakeholders in a reasonable time period within compliance and capacity;
- the principle of equality and inclusiveness – involvement of all groups of society, including the most vulnerable ones, in the state policy implementation;
- the principle of compliance (coherence), consistency – policies and all measures should be consistent with each other and well understood;
- the predictability principle – the activities of public administration bodies include planning, the ability of the population to participate in the formation of tasks for local government bodies;
- the principle of intolerance to corruption;
- the principle of sound financial management, etc.⁴¹.

According to V. Halunko, the principle of good governance is so important for public administration because it sets standards and encourages public servants to ensure the public interest⁴².

³⁹ Strategy on innovation and good governance at local level. URL: https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=09000016805d47c5.

⁴⁰ Демократичне врядування. URL: <https://www.ua.undp.org/content/ukraine/uk/home/democratic-governance.html>.

⁴¹ Ткаля О. В Розуміння належного врядування за сучасних умов. *Вчені записки ТНУ імені В. І. Вернадського. Серія: Юридичні науки*. 2020. Т. 31(70) № 2. С. 128.

⁴² Адміністративне право України. Повний курс : підручник / В. Галунько та ін. 2-е вид. Херсон : Олді-Плюс, 2019. С. 39.

Reforming of the public administration system in Ukraine is carried out with due regard for the European standards of good administration developed by the SIGMA Programme. The SIGMA Programme (Support for Improvement in Governance and Management) is one of the most prestigious thinktanks in the European Union, launched in 1992 at the initiative of the Organization for Economic Co-operation and Development and the European Union.

In 2018, at the initiative of the Cabinet of Ministers, a baseline assessment of the public administration system of Ukraine was conducted using SIGMA principles. For Ukraine, SIGMA experts used the criteria applicable to EU candidate and potential candidate countries: 9 key requirements for the quality of public administration. Our generalizations of trends in the application of good governance in Ukraine according to these 9 indicators are shown in Fig. 1.

The Government Portal notes that the mechanism of regular assessment of the public administration system allows setting goals for the country and regular analysis of progress in the application of the principles, covering six key areas that describe the principles of good governance⁴³. In Ukraine, the Strategy for Public Administration Reform for 2022–2025 has been developed for the gradual and balanced implementation of good governance,

The Strategy, approved by the order of the Cabinet of Ministers of July 21, 2021 № 831-p states that good governance is one of the main factors of the competitiveness of the state, its economic development and a prerequisite for European integration.

The legislation of Ukraine demonstrates norms that are consistent with the principles of good governance^{44, 45}.

At the local level, in the rule-making of local governments we can also see trends towards entrenching the principles of democratic governance⁴⁶.

Participative democratic governance requires that the participation of citizens should be inclusive and fair. The people must be free from discrimination regarding ethnicity, socio-economic status, gender, or any other characteristic⁴⁷.

⁴³ Урядовий портал. URL: <https://www.kmu.gov.ua/news/prezentovano-kompleksnu-ocinku-sistemi-derzhupravlinnya-ukrayini-ta-yiyi-vidpovidnosti-principam-derzhanogoupravlinnya-yes>.

⁴⁴ Навчальний дистанційний курс «Належне врядування». URL: <https://e-learning.in.ua/storage/111/Програма-курсу.pdf>.

⁴⁵ Стратегія реформування державного управління України на 2022–2025 роки : Розпорядження Кабінету Міністрів України від 21 липня 2021 р. № 831-р. URL: https://zakon.rada.gov.ua/laws/show/831-2021-p?find=1&text=належне+врядування#w1_1.

⁴⁶ Стратегія розвитку Вінницької міської територіальної громади до 2030 року. URL: <https://www.vmr.gov.ua/Branches/ContentLibrary/792eccf1-4802-4756-ae13-b2280969f6cf/321/Рішення%20194.pdf>

⁴⁷ Mavee S. Variables Influencing the Relationship between Civil Society Participation and Democratic Governance. *Administratio Publica*. 2021. Vol. 29. No 4. P. 147.

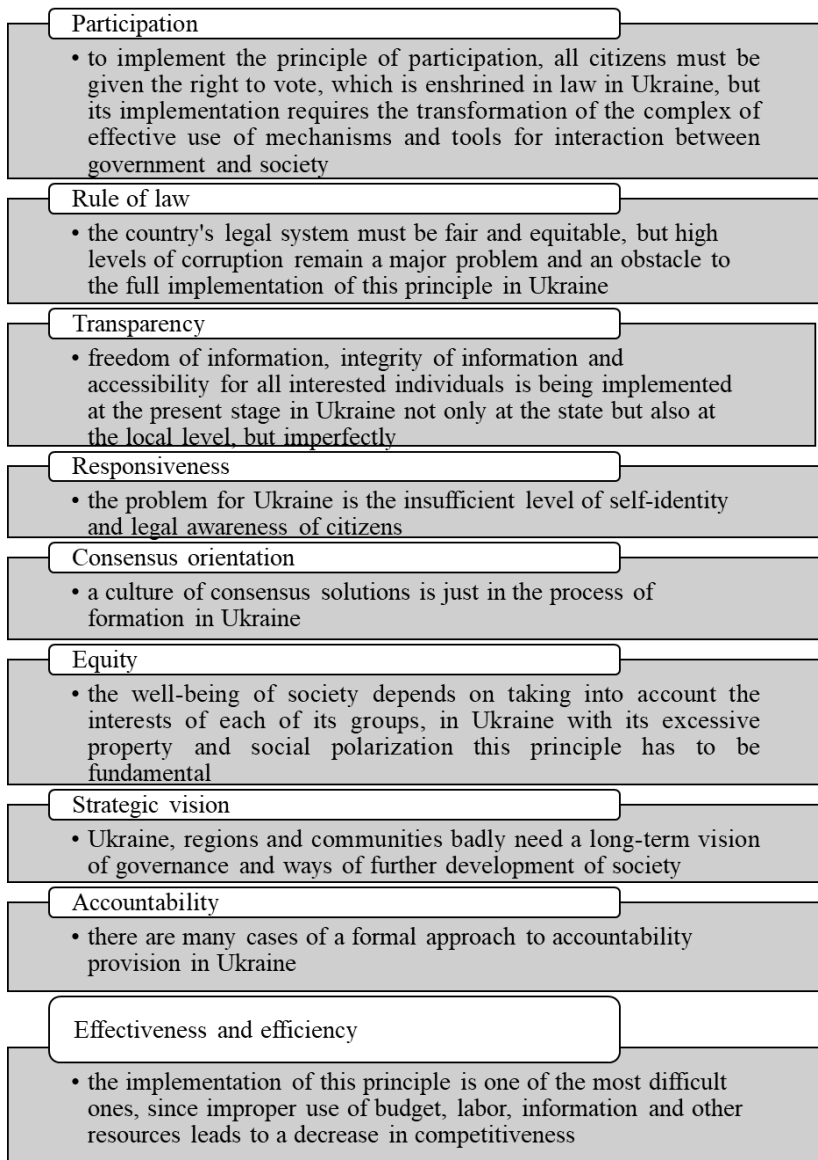


Fig. 1. Trends in applying democratic governance in Ukraine

Democratic governance is a set of nationally established principles, standards and practices that promote effective public administration and management, democracy and sustainable development through a regulated procedure of partnership between local authorities and the private sector on the basis of equality, mutual responsibility for decisions made and results of their implementation.

The formation of democratic governance at the local level consists in the importance of creating a system of governance that would promote and support the human potential of the community. That is, the essence of democratic potential comes down to the promotion of developing legal, social, initiative culture of the public. Thus, having considered the main theoretical and legal aspects of applying democratic governance in public administration and management, we can identify this concept as a promising area of administration for carrying out effective public activities. This requires adherence to the principles of good governance and building a strong and balanced “human-society-state” relationship on the basis of multilevel governance.

2. A Comparative analysis of democratic governance implementation at the local level

Democratic governance involves total influence and strict control by civil society over the activities of the authorities and their officials. In order to apply the principles of proper governance at the local level, a corresponding concept has been developed – Good Urban Governance, which was first declared at the II HABITAT Conference in June 1996 in Istanbul.

The concept of good democratic governance at the local level defines the framework for the effectiveness and efficiency of local authorities, which influences the public policy and decisions concerning public life. The HABITAT initiated a discussion on the introduction of the “good urban governance” concept involving cities, partners and the international community. Good Urban Governance means the integration of direct interrelations between citizens, public and private sectors, planning and management of common affairs of the city through the cooperation of official institutions, informal agreements and social capital of citizens⁴⁸.

It should be mentioned that digital transformation can be considered as one of the priority directions of establishing and implementing democratic

⁴⁸ Джинчарадзе Н. Розвиток «доброго врядування» у публічному управлінні та місцевому самоврядуванні. *Проблематика процесу децентралізації надання послуг в об'єднаних територіальних громадах* : збірник матеріалів круглого столу, Київ, 18 квітня 2018 року / за заг. ред. Войтович Р. В., Ворони П. В. Київ, ІПК ДСЗУ, 2018. С. 12. URL: <https://ipk.edu.ua/wp-content/uploads/2019/07/materialy1.pdf>.

governance at the local level. Since it provides reliable mechanisms of achieving openness and transparency – new forms of communication between citizens, business and authorities, unimpeded access to public information, promotes citizens’ participation in making and implementing of local politics, as well as in providing and receiving quality services.

To cover this problem in detail, we will analyze the implementation of the principles of good democratic governance on the example of individual urban territorial communities of Ukraine with an emphasis on Vinnytsia City Territorial Community (CTC).

The evaluation indicators can be selected from the 12 principles of good democratic governance at the local level⁴⁹, (Table 1) according to which we managed to collect quantitative and qualitative data.

Also, using comparative analysis, we will compare the activities of local governments of Vinnytsia CTC with other communities: Lviv CTC, which is to some extent a reference point for Vinnytsia CTC; Kherson, Zhytomyr and Khmelnytsky City Territorial Communities that have commensurate starting positions – Khmelnytsky CTC and Zhytomyr CTC are neighbouring communities of the oblast level, Kherson CTC is similar to Vinnytsia CTC by population (Table 2).

Table 1

Interpretation of the principles of good democratic governance at the local level

№	Principle	Essence of the principle
1	2	3
1.	fair elections, representation and participation	providing real opportunities for all people to have the right to vote in local public activities
2.	feedback	so that local executive bodies and local self-government authorities would meet the legitimate expectations and needs of people
3.	effectiveness and efficiency	ensuring the achievement of goals with the most optimal use of resources
4.	openness and transparency	ensuring public access to information and promoting understanding of how local public activities are implemented
5.	rule of law	ensuring fairness, impartiality and predictability
6.	ethical behaviour	to ensure that public interests take precedence over private ones

⁴⁹ Бенчмаркінг доброго врядування: практичний посібник / за заг. ред. А. Гука. Київ: ТОВ «Видавництво «Юстон», 2018. С. 11.

Table 1 (ending)

7.	competence and ability	to ensure that local councilors and public officials are able to perform their duties well
8.	innovativeness and openness to change	ensuring the benefits from new solutions and best practices
9.	sustainable development and strategic orientation	for considering the interests of future generations
10.	sound financial management	to ensure the prudent and productive use of resources of the state and territorial communities
11.	human rights, cultural diversity and social cohesion	to ensure that all people are protected and respected and that no one is discriminated against or excluded / ignored
12.	accountability	to ensure that local council deputies and public officials are held accountable for their activities

Table 2

Basic data on the analyzed territorial communities⁵⁰

№	Community	Number of settlements	Area, km²	Population, people
1	Vinnitsia CTC	9	256,6	388204
2	Lviv CTC	20	311,4	780804
3	Khmelnitsky CTC	25	493,9	293223
4	Kherson CTC	16	452,6	322557
5	Zhytomyr CTC	2	93,4	266853

Let's consider the principle of participation, which should be analyzed today in relation to digital communications. The following main levels of public participation are known:

- informing – providing citizens with free access to information;
- consulting – the level at which citizens can hear and be heard;
- joint action – citizens negotiate and seek consensus with local authorities;
- delegation of authority – the level at which citizens receive authority and make full use of the decision-making mechanism.

⁵⁰ Територіальні громади: перелік та основні дані. URL: <https://decentralization.gov.ua/newgromada>.

The official website of Vinnytsia City Council⁵¹ presents tools for informing the population, contains a Development Strategy, you can take a direct part in certain processes of self-government. Among e-services are the following: petitions and appeals of citizens; registration for kindergarten; payment for utilities, etc. The community budget and all decisions on it were also presented to the public, and the opportunity to participate in the formation of the public budget was presented. Similar information is available on the official websites of the Lviv City Council⁵², Kherson City Council⁵³, Khmelnytsky City Council⁵⁴, Zhytomyr City Council⁵⁵.

Vinnytsia City Council with the support of the Swiss-Ukrainian program “E-Governance for Accountability and Participation” (EGAP) implemented by the Eastern Europe Foundation in partnership with the Ministry of Digital Transformation of Ukraine has introduced a new tool for the community – municipal chatbot “SVOYI”⁵⁶.

Lviv Territorial Community actively uses similar chatbots on various platforms to better interact with the population. Among them: Lviv City Helper bot (based on the Facebook Messenger and Telegram platforms), “Temperaturka bot” (“Temperature Bot”, based on the Facebook Messenger platform), “Lvivskiy Transport” (“Lviv Transport”, Telegram).

For a detailed analysis of the official websites of city councils of selected territorial communities, we will use the Transparency Rating Methodology 2021⁵⁷. Table 3 summarizes the data obtained as a result of independent analysis of various indicators in such areas as: information on the work of local government; access and participation; procurement; housing policy; budget process; financial and material assistance, grants; social services; personnel issues; anti-corruption policy and professional ethics; land use and construction policy; utilities; communal property; education; investment and economic development.

The best results in the analysis of the official website of Vinnytsia City Council can be traced in the following areas of evaluation: access and participation – 6.00, budget process – 5.00, financial and material assistance, grants – 4.00, social services – 3.00, personnel issues – 2.00, land use and construction policy – 8.00, utilities – 6.70, education – 4.00.

⁵¹ Офіційний сайт Вінницької міської ради. URL: <https://www.vmr.gov.ua/>.

⁵² Офіційний сайт Львівської міської ради. URL: <https://city-adm.lviv.ua/>.

⁵³ Офіційний сайт Херсонської міської ради. URL: <https://miskrada.kherson.ua/>.

⁵⁴ Офіційний сайт Хмельницької міської ради. URL: <https://khm.gov.ua/>.

⁵⁵ Офіційний сайт Житомирської міської ради. URL: <https://zt-rada.gov.ua/>.

⁵⁶ Муніципальний чат-бот «СВОЇ». URL: <https://www.vmr.gov.ua/Lists/ChatBot/Default.aspx>.

⁵⁷ Оновлена методологія рейтингування прозорості, як оцінюватимуться міста у 2021? URL: <https://ti-ukraine.org/research/onovlena-metod2021/>.

Drawing conclusions from our own evaluation of the website, we can identify the main shortcomings in the work of Vinnytsia local authorities in such areas as procurement, housing policy, anti-corruption policy, investment and economic development.

Analyzing the results of evaluation of the Lviv City Council website, we can see that it occupies a leading position in all areas, except such as budget process – 4.50, personnel issues – 1.50, land use and construction policy – 7.50 and utilities – 6.00. However, it takes the lead in the overall evaluation of the website analysis among the selected cities. The official website of Kherson City Council shows the lowest results among the surveyed sites.

The results in the following areas are satisfactory: access and participation – 5.00, financial and material assistance, grants – 4.00.

Table 3

Comparative analysis of official sites of Vinnytsia, Lviv, Kherson, Khmelnytsky and Zhytomyr City Councils

Areas	Vinnytsia	Lviv	Kherson	Khmelnytsky	Zhytomyr
Information on the work of local governments	6.00	7.50	4.40	5.00	4.40
Access and participation	6.00	6.00	5.00	4.00	5.30
Procurement	2.00	3.00	0.25	1.25	1.25
Housing policy	3.00	4.00	1.00	3.20	1.70
Budget process	5.00	4.50	3.00	5.00	3.00
Financial and material assistance, grants	4.00	4.00	4.00	2.50	3.50
Social services	3.00	3.00	1.00	1.00	1.00
Personnel issues	2.00	1.50	1.00	1.50	1.00
Anti-corruption policy and professional ethics	5.00	7.99	2.50	3.66	4.16
Land use and construction policy	8.00	7.50	4.00	7.50	6.50
Utilities	6.70	6.00	2.70	6.00	2.00
Communal property	5.50	5.66	3.00	3.50	2.50
Education	4.00	4.00	2.50	3.50	3.50
Investment and economic development	10.00	11.00	5.50	10.00	7.50
Total	70.2	75.95	39.85	57.61	50.31

The analysis of the official website of Khmelnytsky City Council shows differences in content and operation. The weakest areas in the evaluation were: access and participation – 4.00, financial and material assistance, grants – 2.50, social services – 1.00. In addition, there are high results, for example, in such areas as investment and economic development, utilities, land use and construction policy, and the budget process.

The website of Zhytomyr City Council is not the worst in terms of functionality, but it cannot be considered the leader in evaluation. Rather high scores were set in the following areas: investment and economic development – 7.50, land use and construction policy – 6.50, financial and material assistance, grants – 3.50.

The results of the study of the functionality of the official websites of Vinnytsia, Lviv, Kherson, Khmelnytsky and Zhytomyr City Councils will be presented in the form of visualization (Fig. 2).

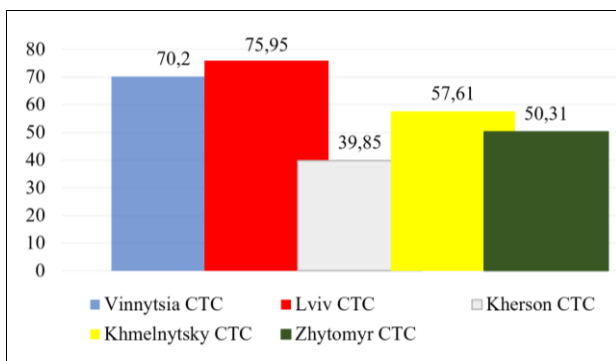


Fig. 2. Visualization of the results of the analysis of the official websites of the studied city councils

The principle of participation is leading in countries with democratic governance, since it is the participation of population in the discussion and decision-making on important issues of social development and the possibility of real influence of population on public policy-making that make it possible to ensure consensus. The analysis of the information on the studied communities contained on the E-DEM Platform for Electronic Democracy⁵⁸, which provides free, easy and convenient access to the use of certain tools of digital participation, is shown in Fig. 3.

⁵⁸ Платформа електронної демократії EDEM. URL: <https://e-dem.ua/>.

It is worth noting that the residents of Vinnytsia CTC use their interactive Internet resource “Мапа Звернен” (“Map of Appeal”»)»⁵⁹ which is similar in content to “Vidkryte Misto” (“Open City”) of the E-DEM platform and operates according to the principle “Identify the problem. Get the result. Influence the future”.

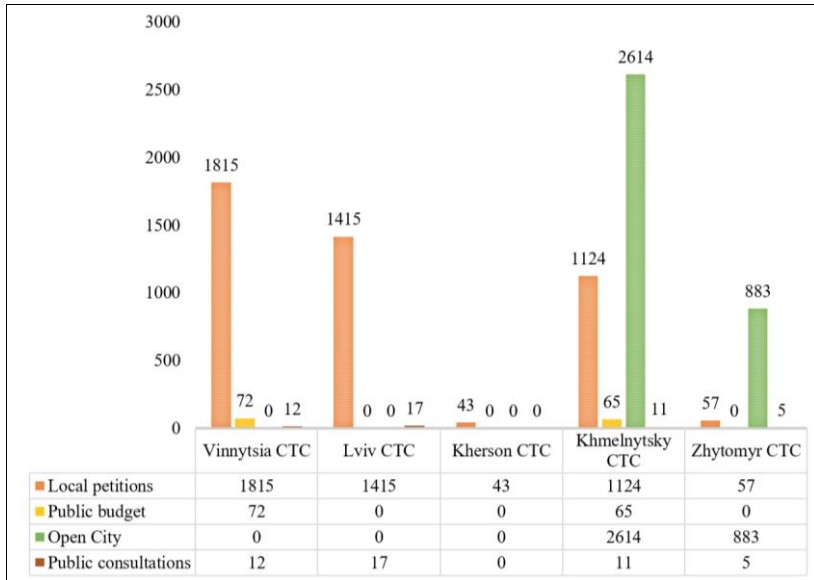


Fig. 3. Quantitative dimension of public participation in Vinnytsia, Lviv, Kherson, Khmelnytsky and Zhytomyr City Territorial Communities according to the E-DEM platform

Let’s conduct a comparative analysis of the data based on the ratings of transparency and accountability for 2020^{60, 61} concerning the surveyed communities to assess the implementation of the principles of democratic governance.

Based on the research⁶², it can be stated that Lviv City Territorial Community is stronger than Vinnytsia, Kherson, Khmelnytsky and Zhytomyr communities (Table 4).

⁵⁹ Геопортал Вінниці. Мапа звернень. URL: <https://www.vmr.gov.ua/мапа>.

⁶⁰ Рейтинг підзвітності. URL: <https://transparentcities.in.ua/accountability-rating>.

⁶¹ Ibid.

⁶² Рейтинг прозорості. URL: <https://transparentcities.in.ua/compare-cities/79,226,396>

Table 4

Transparency rating for 2020

Cities	Vinnytisia	Lviv	Kherson	Khmelnysky	Zhytomyr
Total score	76.60	85.20	49.40	68.00	56.20
Rating position	4	2	39	14	26
Dynamics compared to the previous year	+1	+4	+10	0	-14

To better understand the transparency of administration in certain areas of work of the studied communities there should be considered a detailed rating of transparency, the results of which are presented in Table 5.

Table 5

Detailed rating of transparency in various areas

Areas	Vinnytisia	Lviv	Kherson	Khmelnysky	Zhytomyr
Information on the work of local governments	6.30	7.50	4.40	5.10	4.40
Access and participation	6.70	7.50	5.40	5.50	5.30
Procurement	1.30	3.00	0.30	1.30	1.30
Housing policy	3.20	6.00	1.00	5.20	1.70
Budget process	6.00	4.00	3.00	5.00	3.00
Financial and material assistance, grants	6.00	6.00	5.50	4.50	4.00
Social services	1.50	3.00	1.00	1.00	1.00
Personnel issues	3.00	2.50	1.00	2.50	3.00
Anti-corruption policy and professional ethics	7.00	8.70	5.50	4.80	6.40
Land use and construction policy	7.50	10.50	4.50	7.00	6.50
Utilities	8.70	6.50	5.00	8.00	3.00
Communal property	5.30	6.00	3.70	4.50	2.70
Education	4.00	3.80	2.50	3.50	3.80
Investment and economic development	10.20	10.30	6.70	10.20	10.20

The best indicators of transparency belong to Vinnytsia compared to four other cities, in such areas as budget process – 6.00 points, financial and material assistance – 6.00 points, personnel issues – 3.00 points, utilities – 8.70 points, education – 4.00. At the same time, the worst indicators of community transparency are in the area of procurement (1.30 points) and housing policy (3.20 points).

To analyze the implementation of the principle of accountability, we will conduct an appropriate comparative description of the activities of five cities on the basis of the rating of accountability of cities in Ukraine (Table 6)⁶³.

Table 6

Detailed accountability rating					
Areas	Vinnytsia	Lviv	Kherson	Khmelnytsky	Zhytomyr
Information on the work of local governments	1.00	0.00	0.00	0.00	0.00
Access and participation	2.00	2.00	1.00	0.00	0.00
Procurement	0.00	0.00	0.00	0.00	0.00
Housing policy	0.00	0.00	0.00	0.00	0.00
Budget process	2.00	0.00	0.00	0.00	0.00
Financial and material assistance, grants	0.00	0.00	0.00	2.00	0.00
Social services	0.00	0.00	0.00	0.00	0.00
Personnel issues	1.00	1.00	1.00	1.00	1.00
Anti-corruption policy and professional ethics	4.00	4.00	0.00	0.00	0.00
Land use and construction policy	4.00	11.00	4.00	8.00	6.00
Utilities	2.00	2.00	2.00	2.00	2.00
Communal property	0.00	0.00	2.00	0.00	0.00
Education	0.00	0.00	0.00	0.00	2.00
Investment and economic development	0.00	2.00	0.00	2.00	0.00

In order to better illustrate the accountability of the subjects of administration of the studied communities in certain areas of work, we present a detailed rating of accountability for 2020 in Table 7.

⁶³ Рейтинг підзвітності. URL: <https://transparentcities.in.ua/accountability-rating>.

Based on the analysis of the accountability rating, we can note the difference between the total scores of Vinnytsia CTC and Lviv CTC – 9 points, which encourages to improve the level of accountability in Vinnytsia community.

Table 7

Accountability rating					
Cities	Vinnytsia	Lviv	Kherson	Khmelnysky	Zhytomyr
Total score	16.00	22.00	10.00	15.00	11.00
Rating position	11	2	29	13	26
Dynamics compared to the previous year	+11	+2	+29	+13	0

The most successful areas in the assessment of accountability for Vinnytsia were the following: information on the work of local self-government – 1.00, access and participation – 2.00, budget process – 2.00, anti-corruption policy and professional ethics – 4.00, utilities – 2.00. Meanwhile, Lviv has better results in the area of land use and construction policy – 11.00, compared to Vinnytsia – 4.00, Kherson – 4.00 and Khmelnytsky – 8.00. Kherson CTC shows unsatisfactory results – the total score is only 10.00.

According to the Sixth All-Ukrainian Municipal Survey⁶⁴, which provides a comprehensive analysis of citizens' attitudes towards local governments and the provision of public services, it is possible to assess the level of implementation of certain principles of proper governance in different cities of Ukraine.

Let us consider the comparative characteristics of the selected cities according to the assessment of the services quality, the assessment of the level of opportunities in the city, as well as according to the attitude of local authorities to the residents and the experience of cooperation with local authorities, presented in the form of a histogram in Fig. 4.

Summing up the results of the assessment (according to a 5-point scale), the position of Vinnytsia CTC among the studied objects is the highest, followed by Khmelnytsky and Lviv city territorial communities, and the last position is held by Kherson and Zhytomyr.

⁶⁴ Шосте всеукраїнське муніципальне опитування. URL: https://ratinggroup.ua/research/regions/shestoy_vseukrainskiy_municipalny_opros.html.

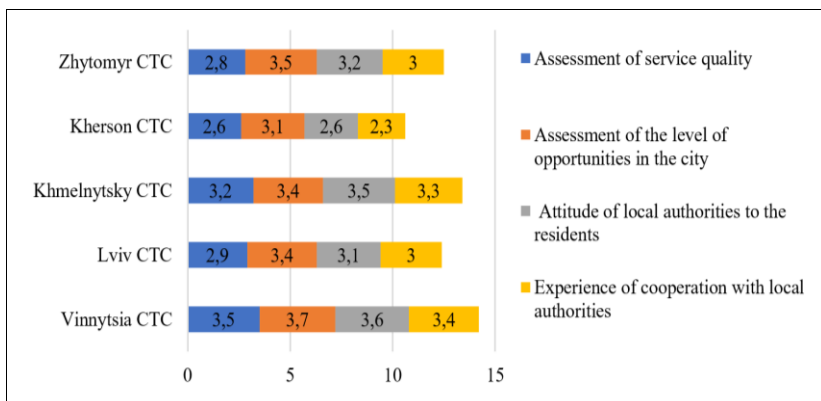


Fig. 4. Visualization of the results of the assessment of the citizens' attitude to the local self-government of the selected communities based on the study⁶⁵

The city of Vinnytsia has had successful experience of self-governance, it has been holding the first place among the most comfortable cities of Ukraine for six years in a row, occupies a leading position in a number of ratings that assess the transparency and quality of municipal government. The use of digital technologies in the city will continue to improve the quality and transparency of management decisions, ensure a high level of coordination of all municipal services, responsiveness of services charged with public safety and daily life of the community, convenience and accessibility of services, constant dialogue with the residents and citizen participation in decision-making.

Vinnytsia is gradually moving to the full implementation of the Smart City concept – the introduction of digital, innovative, intelligent technologies, models, strategies, products and services in various activity areas of the community.

Another principle of proper local self-government that should be addressed in Vinnytsia Territorial Community is sustainable development and strategic orientation. The Strategy for the Development of Vinnytsia City Territorial Community until 2030 – Strategies 3.0⁶⁶ was approved on the official website of Vinnytsia City Council.

⁶⁵ Шосте всеукраїнське муніципальне опитування. URL: https://ratinggroup.ua/research/regions/shestoy_vseukrainskiy_municipalnyy_opros.html.

⁶⁶ Стратегію розвитку Вінницької міської територіальної громади до 2030 року. URL: <https://www.vmr.gov.ua/Branches/ContentLibrary/792eccf1-4802-4756-ae13-b2280969f6cf/321/Рішення%20194.pdf>.

Therefore, in order to improve the quality of local governance in today's conditions, it is advisable to implement the principles of democratic governance in the community, which will contribute to the development of local democracy.

On the example of Lviv CTC and Vinnytsia CTC we can see the trend of community development in Ukraine according to European standards. Vinnytsia CTC received the maximum points in assessing the implementation of the principles of proper governance for its strategic vision and responsibility. At a high level, it also adheres to the principles of transparency and accountability, the main claim to which is the lack of relevance of recent coverage or late reporting. The most problematic for Vinnytsia CTC was the application of the principles of consensus and justice orientation. It can be explained by the level of corruption, which is not so high, but slows down the areas of proper governance implementation.

The results of the applied comparative analysis should be used to compare the results and goals of the community, as well as trends of its changes and reference points.

Good governance at the local level is vital to the identity and self-sufficiency of communities, as local government is closest to citizens. Receiving services at the local level and joint activities in the formation and implementation of local policy will allow citizens to quickly feel involved in public activities.

We believe that the level of implementation of the good governance principles correlates with the level of community capacity. We propose to check this with the help of analytical information of the Community Capacity Portal⁶⁷, the use of which will characterize the level of development and potential of the studied territorial communities, determine the level of capacity of any given community, compare efficiency and effectiveness of public administration.

Let us consider the demographic indicators of the analyzed communities (Table 7).

Having compared the demographic indices of the selected communities, we can conclude that the level of capacity of all communities is quite high, but there is a significant difference in population dynamics. The dynamics of the population in Kherson City Territorial Community (-5.20 %) shows the low birth rate and high mortality rate in this community, whereas in Vinnytsia Community there is neither increase nor decrease. The best statistics of Vinnytsia Territorial Community according to all other indicators can also be traced, competing with Lviv City Territorial Community.

⁶⁷ Портал спроможності громад. URL: <https://tdukr.maps.arcgis.com>.

Table 7

Capacity of the studied territorial communities according to demographic indices

Assessment criterion	Vinnytsia City Territorial Community		Lviv City Territorial Community		Kherson City Territorial Community		Khmelnitsky City Territorial Community		Zhytomyr City Territorial Community	
	Index		Index		Index		Index		Index	
Population of the communities	388,20 thsd.		780,80 thsd.		322,56 thsd.		293,22 thsd.		265,13 thsd.	
	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level
	1	high	1	high	1	high	1	high	1	high
Population dynamics	0,00 %		8,80 %		-5,20 %		2,90 %		-3,70 %	
Population below working-age	16,81 %		16,29 %		16,32 %		17,67 %		16,76 %	
Population above working-age	20,26 %		21,54 %		23,14 %		19,71 %		20,50 %	
Working-age population	62,93 %		62,17 %		60,54 %		62,62 %		62,74 %	
Number of school-children	46 303		95 385		35 497		37 974		33 432	
	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level
	1	high	1	high	1	high	1	high	1	high
Number of preschoolers	17 109		26 579		11 980		13 655		11 617	

Another indicator that helps determine the capacity of territorial communities is infrastructure development. The comparative analysis is given in table 8.

Table 8

Capacity of the studied territorial communities according to infrastructure development indices

Assessment criterion	Vynnytsia City Territorial Community		Lviv City Territorial Community		Kherson City Territorial Community		Khmelnysky City Territorial Community		Zhytomyr City Territorial Community	
	Index		Index		Index		Index		Index	
Area, km ²	356,60 km ²		311,40 km ²		452,60 km ²		493,90 km ²		91,50 km ²	
	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level
	0,6	mid.	0,6	mid.	1	high	1	high	0,3	low
Number of schools	58		177		67		56		46	
Number of preschool institutions	70		141		88		69		48	
Number of first aid centres	82		215		66		86		61	
Number of declarations with family doctor	353 770		765 273		310 478		293 803		254 689	
Number of cultural centres	10		11		9		22		2	
Number of art schools	6		15		6		7		9	
Number of museums	16		71		15		11		9	

Positive for Vynnytsia community are the indicators of the number of first aid centres (82) and the number of signed declarations with family doctors (353,770), which indicates the development of management in the

medical field compared to Kherson, Zhytomyr, Khmelnytsky communities. However, Vinnytsia community still has an insufficient level compared to Lviv community. A common feature is the sufficient number of public libraries, cultural centres, museums to meet various needs of the population.

Table 9 shows the criteria and indices of financial capacity of each selected community. With the help of this comparative analysis, the territorial community with the greatest financial capacity was identified.

The main source of income of territorial communities is the general fund revenues. We can see that the highest index of local budget revenues belongs to Lviv CTC – 8627908.80 million UAH, while the index of Vinnytsia community is 3801128.44 million UAH, the difference is 4826780.36 million UAH.

Table 9

Capacity of the studied territorial communities according to financial security indices

Assessment criterion	Vinnytsia City Territorial Community		Lviv City Territorial Community		Kherson City Territorial Community		Khmelnysky City Territorial Community		Zhytomyr City Territorial Community	
	Index		Index		Index		Index		Index	
1	2		3		4		5		6	
Share of local taxes in general fund budget	22,28 %		25,53 %		18,24 %		21,19 %		18,83 %	
	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level
	0,6	mid.	0,6	mid.	0,3	low	0,6	mid.	0,3	low
Local budget revenues (general fund)	3801128,44 thsd. UAH		8627908,80 thsd. UAH		2339308,21 thsd. UAH		2513204,69 thsd. UAH		2473424,86 thsd. UAH	
Basic and reverse grant in aid	234 659,70 thsd. UAH		736 589,80 thsd. UAH		0,00		73 586,20 thsd. UAH		130 510,80 thsd. UAH	

Table 9 (ending)

1	2		3		4		5		6	
Excise duty UAH/per capita	611,21		679,68		469,32		562,45		578,62	
Single tax UAH/per capita	1 374,99		1 864,97		869,77		1 137,44		1 110,91	
Taxable capacity index	1,48		1,70		1,05		0,62		1,41	
	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level	Number value	Cap. level
	1	high	1	high	1	high	0,6	mid.	1	high
Land charge UAH/per capita	577,37		618,06		326,45		573,29		463,19	
Share of labour costs for specialists of national functions	8.206 %		11.894 %		17.339 %		8.044 %		7.83 %	

The lowest index of the local budget revenues is in Kherson community, which is 2339308.21 thousand UAH, the difference with Vinnytsia CTC is 1461820.23 thousand UAH. Three territorial communities have the same capacity level according to such criterion as the index of taxable capacity, which is not the case with the receipt of the single per capita tax, except for Khmelnytsky. Receipt of the single tax per capita in Vinnytsia City Territorial Community in 2020 is 1,374.99 UAH, and in Kherson Community – 869.77 UAH per capita, where the difference is UAH 505.22.

Thus, there is a determined connection between the success in the implementation of the good governance principles and the level of development and potential of communities, their capacity.

In order to improve good governance in the studied territorial communities, it is necessary to improve the sphere of investment and international grant cooperation. In our opinion, investments should be used in the field of ecology, which is a promising platform for future projects that

can not only develop the community but also motivate to solve the problem of youth self-realization, as this topic is relevant and important in contemporary realities.

It is also worth investing in digital transformation and digital literacy of the population. This will ensure the implementation and quality application of the principles of good governance for the continued success of communities. It is necessary to allocate funds or attract regional and state funds for institutional capacity building, training of specialists in digital communications, and centers for acquiring digital competencies for the elderly. The population of Ukraine is aging, that is why spending more time and resources for useful training of the older generation is quite reasonable and effective.

We consider it expedient to increase the share of labour costs for specialists of national functions.

Focusing efforts on the development of tourist information infrastructure including digital tourist service and clear travel navigation will have far-reaching advantages.

The analyzed approaches to improving administration through good governance will contribute to community capacity increase.

CONCLUSIONS

The paper substantiates the implementation of the principles of democratic governance in public administration and management at the local level.

The fundamental theoretical and legal bases of democratic governance are studied. The areas of administration for effective public activity are consistent with the implementation of the principles of democratic governance in order to build a strong and balanced relationship “man-society-state” on the basis of multilevel governance.

The principles of democratic governance contribute to the realization of Ukraine’s European choice. Comprehensive and systematic implementation of the principles of democratic governance should be carried out due to local practices of civil society development and through the implementation of state policy of its promotion in general.

It is substantiated that in order to improve the quality of local governance in today’s conditions, it is advisable to apply the principles of democratic governance in the community, which will contribute to local democracy building and ensuring the capacity of communities.

A comparative analysis of the implementation of the principles of democratic governance at the local level is carried out on the example of Vinnytsia, Lviv, Kherson, Khmelnytsky and Zhytomyr City Territorial Communities. The development trend according to European standards is

generalized on the example of the analyzed communities. Based on the results of the analysis, the strengths and weaknesses of the implementation of the principles of democratic governance in the selected communities are highlighted.

A determined connection between the successful implementation of the principles of democratic governance and the level of development and potential of the community, its capacity is traced.

To improve democratic governance in the studied territorial communities, it is offered to disseminate best practices and tools for building local democracy in Ukraine and to use the opportunities of international grant cooperation. It is also worth investing in digital transformation and digital literacy of the population. This will ensure the implementation and quality application of the principles of democratic governance for the continued success of communities in building local democracy.

It is proposed to use the findings of the applied comparative analysis to compare the results and goals of territorial communities, trends in their changes and reference points.

SUMMARY

The paper substantiates the implementation of the principles of democratic governance in public administration and management at the local level. The fundamental theoretical and legal bases of democratic governance are studied. It is substantiated that in order to improve the quality of local governance in today's conditions, it is advisable to apply the principles of democratic governance in the community, which will contribute to local democracy building and ensuring the capacity of communities. A comparative analysis of the implementation of the principles of democratic governance at the local level is carried out on the example of Vinnytsia, Lviv, Kherson, Khmelnytsky and Zhytomyr City Territorial Communities. The development trend according to European standards is generalized on the example of the analyzed communities. Based on the results of the analysis, the strengths and weaknesses of the implementation of the principles of democratic governance in the selected communities are highlighted. A determined connection between the successful implementation of the principles of democratic governance and the level of development and potential of the community, its capacity is traced. To improve democratic governance in the studied territorial communities, it is offered to disseminate best practices and tools for building local democracy in Ukraine and to use the opportunities of international grant cooperation. It is also worth investing in digital transformation and digital literacy of the population. This will ensure the implementation and quality application of

the principles of democratic governance for the continued success of communities in building local democracy.

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