

THEORY AND HISTORY OF PUBLIC ADMINISTRATION

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**THEORETICAL PRINCIPLES OF THE FORMATION OF PUBLIC
ADMINISTRATION BY DIGITAL TRANSFORMATION OF THE PUBLIC
SERVICE**

A comprehensive theoretical analysis of the formation of state management through the digital transformation of the public service was carried out. It is substantiated that the digitalization of the public service goes beyond technological changes and appears as a deep institutional transformation, covering management models, functions of the state, the professional identity of public servants, and the interaction of government with society. Conceptual approaches to state management of digital transformation are revealed, in particular from the standpoints of new public governance, digital-era governance, smart governance, and people-centered governance. The key principles, structural elements and challenges of forming an effective state management system for the digital transformation of the public service in modern conditions have been identified. The peculiarities of the use of digital technologies (in particular, artificial intelligence) in the field of public service implementation have been clarified.

Keywords: *digital transformation, public service, public administration, digital gov-*

ernance, institutional development, human capital, digital technologies, artificial intelligence.

Problem setting. Digital transformation has become one of the defining megatrends in the development of modern states. It changes not only the methods of providing public services, but also the fundamental principles of the functioning of public power, decision-making mechanisms, and the nature of interaction between the state and citizens. A special place in this process is occupied by the public service as an institutional basis for the implementation of state policy and management decisions.

In modern conditions, the digital transformation of the public service is increasingly viewed not as a set of individual IT projects, but as a systemic management process that requires clear state regulation, strategic vision and institutional coordination. That is why the problem of forming state management through the digital transformation of public service, based on scientifically based theoretical principles, is being updated [5].

Recent research and publications analysis. Conceptual and methodological aspects of public service are studied in the scientific works of scientists Y. Batyr, V. Bashtannyk, R. Benediks, P. Blau, K. Bradley, Z. Buryk, N. Datsii, O. Datsii, O. Yevsyukova, N. Kolisnichenko, J. Commons, R. Couse, O. Kryukov, Yu. Kuts, S. Lipset, I. Lopatchenko, V. Mamonova, T. Mamotova, A. Markusen, U. Mitchell, O. Parkhomenko-Kutsevil, I. Petryk, H. Richardson, S. Shevchenko, T. Yarovoi, and others [2; 3–4; 5]. At the same time, scientific research dedicated to determining the ways of digital transformation of public service in the conditions of the influence of institutional, administrative and other reforms on the national territory is gaining relevance.

Paper objective. The purpose of the article is to reveal the theoretical foundations of the formation of state management through the digital transformation of the public service and to determine its key conceptual characteristics.

Paper main body. Digital transformation of the public service is a complex multidimensional phenomenon combining technological, organizational, legal and socio-cultural changes. In contrast to digitization as the implementation of individual information technologies, digital transformation involves a review of management processes, competency

models of public servants, the logic of service provision and decision-making.

As an object of public administration, the digital transformation of the public service is characterized by a high level of dynamism, intersectorality and dependence on the human factor. It covers personnel policy, system of professional development, organizational culture, mechanisms of motivation and responsibility, as well as issues of ethics and protection of human rights in the digital environment. Thus, the digital transformation of the public service cannot be effectively implemented without purposeful public administration, which ensures consistency of strategic goals, resources and tools of influence.

The formation of the theoretical foundations of state management of the digital transformation of the public service is based on a number of modern management concepts. The concept of digital-era governance emphasizes the use of digital technologies to increase the efficiency of public administration, integration of public services and simplification of management procedures. In this approach, digital tools are seen as catalysts for organizational change in the public service.

The new public governance approach emphasizes the network nature of modern governance and the need to involve various stakeholders in decision-making processes. In the context of the digital transformation of the public service, this means the development of horizontal communications, interdepartmental interaction and partnerships with civil society and business.

The concept of smart governance considers digital technologies as a tool for the formation of adaptive, analytically based management based on the use of data, forecasting and feedback. The public service in this model appears as an intelligent system capable of quickly responding to changes in the environment.

A human-centered approach to governance complements these concepts, emphasizing the priority of human rights, the ethics of digital solutions, and the need to preserve trust in public authorities in the face of digitalization.

Scientific-theoretical understanding of state management of digital transformation allows to single out a number of basic principles on which the relevant management system should be based (Table 1).

First, it is the principle of strategicness, which requires the presence of a long-term

vision of the digital development of the public service and its alignment with the national goals of public administration.

Secondly, the principle of systemicity, according to which digital transformation covers all elements of public service - from regulatory and legal support to personnel policy and organizational culture.

Third, the principle of people-centricity, which orients digital transformations to the needs of citizens and public officials, ensuring a balance between technological efficiency and social justice.

Fourth, the principle of adaptability, which reflects the ability of the public administration system to quickly respond to technological changes, crisis situations and new challenges.

The institutional component of state management of the digital transformation of the public service includes a system of authorities, coordination and responsibility mechanisms that ensure the implementation of digital policy. A clear separation of powers between the strategic, tactical and operational levels of management is important.

Table 1

Principles of formation of state management by digital transformation of public service

The name of the principle	Essential characteristic of the principle
The principle of strategicness	<p>The principle of strategicness reflects the need to form state management through the digital transformation of public services based on a long-term vision of its development, coordinated with national priorities of state management and social development. Digital transformation cannot be implemented fragmentarily or exclusively in the form of individual IT projects, because in this case it loses its systemic character and does not lead to permanent institutional changes.</p> <p>The essential characteristic of this principle is the orientation towards the formation of a holistic digital strategy of the public service, which defines the goals, stages, resources and expected results of the transformation. Strategicness ensures continuity of digital policy, reduces dependence on political cycles and creates conditions for forecasting risks and adapting management decisions to changes in the external environment.</p>
The principle of systematicity	<p>The principle of systematicity consists in considering the digital transformation of the public service as a complex process that covers all elements of its functioning - institutional structure, regulatory and legal support, management procedures, personnel policy, organizational culture and technological infrastructure.</p> <p>Its essence is to abandon isolated digital solutions in favor of an integrated approach that ensures consistency between different levels and areas of public administration. Systematicity allows you to avoid duplication of functions, fragmentation of information resources and incompatibility of digital platforms, which are typical problems of digitization without proper management support.</p>

<p>The principle of people-centeredness</p>	<p>The principle of people-centricity determines the orientation of state management of digital transformation to the needs, rights and interests of a person as the ultimate beneficiary of a public service. Within this principle, digital technologies are considered not as an end in themselves, but as a tool for improving the quality of life of citizens and the conditions of professional activity of public servants.</p> <p>The essential characteristic of human-centeredness is to ensure the availability, comprehensibility and safety of digital services, the protection of personal data and the prevention of discriminatory practices associated with the use of algorithmic solutions. This principle also provides for the development of digital competences and the support of employees in the transformation process, which reduces resistance to change and contributes to the formation of trust in digital governance.</p>
<p>The principle of adaptability</p>	<p>The principle of adaptability reflects the ability of the public service digital transformation management system to quickly respond to technological, social and security changes. In today's environment, characterized by a high level of uncertainty, digital solutions must be flexible and capable of constant updating.</p> <p>The essence of adaptability is the implementation of management mechanisms that allow you to adjust digital strategies and tools based on feedback, data analysis and monitoring results. Adaptive management contributes to increasing the resilience of the public service and its ability to function in crisis conditions, in particular martial law or emergency situations.</p>
<p>The principle of institutional coherence and coordination</p>	<p>The principle of institutional coherence provides for a clear demarcation and coordination of powers between subjects of state management of the digital transformation of the public service. Its essence is to create an effective system of interaction between executive authorities, local self-government bodies and other interested parties.</p> <p>Ensuring this principle helps to avoid institutional conflicts, increases responsibility for the implementation of digital policy and ensures consistency of actions at the strategic and operational levels. Coordination is a necessary condition for the formation of a single digital space of public service.</p>

<p>The principle of transparency and accountability</p>	<p>The principle of transparency and accountability consists in ensuring the openness of digital transformation processes and the responsibility of authorities for the decisions made. Its essence lies in the use of digital tools to increase the openness of public service, citizens' access to information and opportunities for public control.</p> <p>The transparency of digital processes helps increase trust in public authorities, reduce corruption risks, and increase the legitimacy of management decisions. Accountability, in turn, provides feedback and drives continuous improvement of digital practices.</p>
<p>The principle of innovation and continuous development</p>	<p>The principle of innovativeness involves the orientation of the state management of the digital transformation of the public service to the constant search and implementation of new technological and management solutions. Its essence is to create conditions for experimentation, approval of pilot projects and the use of best international practices.</p> <p>Continuous development within the framework of this principle means the institutionalization of the processes of training, professional development and updating of competencies of public servants. This ensures the long-term ability of the public service to function effectively in the digital economy and society.</p>

Source: Source: author's development.

Functionally, state management of digital transformation covers planning, coordination, regulatory regulation, monitoring and evaluation of the results of digital transformations. Of particular importance is the development of digital competencies of public servants, which is a key prerequisite for effective transformation.

In this context, the public service appears not only as an object of digital changes, but also as an active subject of their implementation, capable of producing innovative management solutions.

The institutional aspects of state management of the digital transformation of the public service reflect the set of organizational, legal, managerial and regulatory conditions within which the formation, implementation and coordination of digital changes in the public service system takes place. Digital transformation in this context appears not only as a technological process, but as a deep institutional transformation that changes the logic of the functioning of the public service, the nature of the interaction between the subjects of management and the mechanisms for providing public services [2].

A key feature of the institutional dimension is the formation of a multi-level system of digital transformation management entities, which includes central executive bodies, local self-government bodies, specialized digital agencies, as well as civil society institutions and the private sector. Within this system, there is a distribution of roles and powers between the subjects of strategic planning, regulatory regulation, operational implementation and control of digital policy results.

The institutional architecture of state management of the digital transformation of the public service is based on a combination of vertical and horizontal management mechanisms. The vertical dimension ensures the unity of state policy, the coherence of strategic goals and the standardization of digital solutions, while the horizontal dimension promotes interdepartmental interaction, data exchange and the joint development of management decisions. It is horizontal coordination that acquires special importance in the conditions of digitalization, since modern digital services cannot function within the boundaries of isolated departmental systems.

An important institutional aspect is the regulatory and legal support of the digital transformation of the public service. It is not only about regulating the use of information and communication technologies, but also about adapting administrative, labor and information legislation to new forms of public service organization. Digital transformation requires establishing the legal status of electronic management decisions, regulating the use of algorithmic systems, determining responsibility for automated decisions and ensuring the protection of personal data.

A separate role in the institutional dimension is played by personnel and organizational transformation of the public service. The formation of the institutional capacity of digital management involves the creation of new job roles (managers of digital transformation, data analysts, architects of digital systems), as well as a change in management culture in the direction of openness, innovation and result orientation. Thus, institutional aspects cover not only formal structures, but also informal norms, values and practices of managerial activity.

The functional aspects of state management of the digital transformation of the public service reflect a set of management functions, with the help of which the state provides planning, organization, implementation and evaluation of digital transformations in the

public service. In this dimension, digital transformation appears as a continuous management process integrated into the general system of public administration [4].

The leading function is the strategic planning of the digital transformation of the public service, which involves the determination of long-term goals, priorities and performance indicators. The strategic function ensures the coherence of digital initiatives with the general policy of modernization of public administration, public service reform and European integration processes. Within this function, a vision of the digital public service is formed as a complete system capable of providing high-quality and accessible public services.

The organizational function consists in creating and maintaining the conditions for the implementation of digital changes, including the distribution of powers, the formation of interdepartmental teams and the establishment of interaction procedures. Digital transformation requires new forms of organization of management activities, in particular project and program approaches, which allow flexible response to changes and the introduction of innovations [3].

The regulatory function of public administration is aimed at establishing rules and standards for the use of digital technologies in the public service. It covers the regulation of electronic document circulation, the use of registers and databases, as well as the implementation of cyber security and interoperability standards. The regulatory function ensures legal certainty of digital processes and minimizes the risks associated with the use of new technologies.

Control and evaluation functions provide monitoring of the implementation of digital transformation and evaluation of its effectiveness. Within these functions, digital data collection and analysis tools are used, which allows for evidence-based management and increases the validity of management decisions. Evaluating the effectiveness of digital transformation covers not only technical indicators, but also social effects, in particular, the level of satisfaction of citizens and public officials [6].

A separate place is occupied by the communication and service function aimed at ensuring interaction between the state, citizens and business in the digital environment. This function transforms the traditional model of public service into a service-oriented system, in which digital channels become the main means of providing services and involving citizens

in public management processes.

Institutional and functional aspects of state management of the digital transformation of the public service are closely interconnected and interdependent. Institutional capacity determines the possibilities of implementation of management functions, while the effective performance of functions contributes to the further development and strengthening of the institutional foundations of digital governance.

The systematic integration of institutional and functional aspects creates prerequisites for the formation of a sustainable, adaptive and people-centered model of state management through the digital transformation of the public service, capable of meeting the challenges of the digital era and ensuring the sustainable development of the state.

In continuation, we note that the digital transformation of the public service is an objective response of the state to the structural changes of modern society caused by the development of the digital economy, globalization processes, the growth of citizens' expectations regarding the quality of public services and the need to increase the stability of public administration in conditions of crisis and uncertainty. In this context, the implementation of digital technologies, in particular artificial intelligence, acquires strategic importance as a tool for modernizing management processes, increasing the efficiency of public service activities and ensuring its compliance with modern governance standards.

First of all, digital technologies create the basis for the transition from the traditional, hierarchical-bureaucratic model of public service to a flexible, service-oriented and data-centric management system. The use of electronic registers, integrated information systems, big data analytics and artificial intelligence tools allows to optimize management procedures, reduce time and financial costs, minimize the human factor and increase the transparency of the activities of public authorities.

Artificial intelligence within the digital transformation of the public service performs the function of an intelligent amplifier of management decisions. Algorithmic data analysis systems are capable of processing large amounts of information, identifying patterns, forecasting socio-economic processes, and modeling the consequences of management decisions. This creates prerequisites for the development of evidence-based governance, which is one of the key principles of modern public administration.

The implementation of AI also contributes to increasing the institutional capacity of the public service in conditions of personnel shortages and the growing burden on civil servants. Automation of routine operations (application processing, preparation of standard documents, primary data analysis) frees up human resources for more complex analytical, strategic and communication tasks. In this way, digital technologies become a factor not of replacing, but of transforming the role of a public servant, strengthening his expert and managerial function.

The social and communication component of the implementation of digital technologies is also important. Digital platforms, chat-bots, intelligent user support systems expand the possibilities of interaction between the state and citizens, increase the availability of public services and contribute to the formation of trust in government institutions. In the context of the European integration of Ukraine, the digital transformation of the public service using AI is also a tool for harmonizing management practices with European standards of good governance and digital government [1; 7].

Along with significant advantages, the digital transformation of the public service with the use of artificial intelligence is accompanied by a number of risks and dangers that require awareness and proper management by the state. Ignoring these aspects can lead to a decrease in the quality of governance and a loss of public trust.

One of the key risks is the threat of violation of human rights and freedoms, in particular the right to privacy and protection of personal data. Algorithmic systems operate on the basis of arrays of data, which increases the risks of unauthorized access, information leaks and misuse of personal information. In the field of public service, these risks become especially acute, since the state operates with sensitive information about citizens.

Algorithmic bias and non-transparency of decisions made with the use of artificial intelligence are also a significant danger. If the algorithms are trained on low-quality or discriminatory data, it can lead to the reproduction of social inequality, unfair management decisions and limiting citizens' access to public services. In the conditions of public service, such a situation contradicts the principles of legality, equality and justice [3].

Institutional and personnel challenges constitute a separate group of risks. The low level of digital competences of public servants, resistance to organizational change and insufficient

management culture of data use can nullify the potential benefits of digital technologies. In the absence of proper personnel training, AI can be used formally or incorrectly, which creates the illusion of digitization without real improvement in management efficiency [4].

In the conditions of martial law and hybrid threats, cyber security risks are actualized. The integration of digital systems and the use of artificial intelligence increase the vulnerability of the public service to cyber attacks, interference in the work of state information resources, and data manipulation. This requires strengthening the state policy in the field of cyber protection and digital resilience.

Conclusions. It has been proven that the state management of the digital transformation of public services is an independent and complex direction of public management that requires clear theoretical foundations and a systematic approach. Digital transformation is considered as a deep institutional process that changes the functional and valuable nature of public service.

It is substantiated that effective state management of digital transformation should be based on modern management concepts, principles of strategicness, systematicity and people-centeredness. Further research should be directed to the development of applied models for evaluating the effectiveness of the digital transformation of the public service and the analysis of best international practices.

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