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Review Paper

Modern Concepts of Public Administration in the Context of Sustainable Development

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ABSTRACT

The article examines the main problems of the XXI century, the overcoming of which led to achieving the United Nations' Sustainable Development Goals adopted in 2015, replacing the Millennium Development Goals. The authors systematically consider the governance process in sustainable development, paying particular attention to the structural-functional and information-behavioral subsystems of governance. Also, special attention is paid to the development of information technology and civil society, as well as other changes in the late XX – early XXI century. These changes have influenced the concepts of public administration, which are fundamental to achieving the SDGs. The article aims to determine the methodological approaches necessary for the functioning of the public administration system in the context of sustainable development. The primary research method used was a bibliographic study, both descriptive and analytical. The analysis of scientific literature allowed the authors to conclude that the following modern concepts of public administration in the context of sustainable development can be implemented: "management of public values," "digital citizenship," "political networks," "smart (receptive/reflective) governance," results/goals-based management, FAST-concept, "Open Government," and "Activating State." The importance of involving people in addressing sustainable development issues related to significant social, economic, and environmental problems, policy-making, and public service delivery is hardly disputed today. As shown, modern concepts aim to enable citizens to participate in such processes. These include access to and availability of information and the development of communication technologies, including social media. In the XXI century of Knowledge Societies, the most creative solutions will be created through open interaction and reliance on shared resources. The extraordinary events (the pandemic and the war in Ukraine) have significantly slowed down the process of achieving Sustainable Development Goals and, in some cases, made it impossible to achieve any results for some goals. As a result, a new model of public administration in the context of sustainable development will be required. The prospects for further research include defining a new concept of public administration and its provision, which will consider the advantages of modern concepts and ensure their synergistic effect so that the sustainable development agenda is adopted by the state, business, and society.

HIGHLIGHTS

⊙ The article highlights the importance of a people-centered approach in public administration,

emphasizing the shift from governing for people to governing with people, particularly in achieving the Sustainable Development Goals (SDGs) outlined in the 2030 Agenda.

◉ The study aims to determine methodological approaches for the functioning of the public administration system in the context of sustainable development, focusing on tasks such as studying changes in the operation of public authorities, identifying factors impacting public administration, and describing concepts aligning with current trends to achieve the SDGs.

In September 2015, the United Nations member states adopted the 2030 Agenda for Sustainable Development, an action plan to ensure that future generations can preserve the planet while developing society and prosperity. The 2030 Agenda is based on the vision of transforming the world by ending poverty, transforming society, and protecting the planet. Several fundamentally essential problem areas receive special attention in the context of sustainable development, namely the social, economic, and environmental spheres. First and foremost, these are the issues of the social sphere: world population growth, food supply, extreme poverty, or destitution. The issue of economic well-being also plays a crucial role in the context of sustainable development. In particular, it concerns the quality of life standards, wealth and non-material well-being of the population, unemployment, lack of production of real consumption goods, social stratification, and the need for inclusion.

Along with some socioeconomic problems, environmental issues are also important:

- greenhouse gas emissions, which contribute not only to air pollution but also to climate change;
- a growing number of chemical discharges into the water;
- land pollution;
- negative impact on the ecosystem and biodiversity;
- uneconomical use of natural resources, etc.

Sustainable development's main social, economic, and environmental issues are interconnected. Moreover, economic growth should be socially inclusive and sustainable regarding environmental safety.

The 17 Sustainable Development Goals (SDGs) and 169 targets will drive action over the next fifteen years in areas critical to humanity and the planet –

people, planet, prosperity, peace, and partnership. The 2030 Agenda is equally transformative as well as ambitious. The SDGs, whether it is ending poverty, achieving zero hunger, achieving social and economic equality, or tackling climate change, cannot be achieved without public institutions' determined and sustained efforts. Continuous innovation and integrated approaches are needed more than ever.

The critical role of state institutions and public governance in implementing the SDGs is emphasized in the 16th SDG, which is dedicated to "promoting peaceful and inclusive societies for sustainable development, ensuring access to justice for all and creating effective, accountable institutions at all levels." There are several concepts for creating the institutions needed to reorient society toward sustainable development.

The people-centered approach has become an essential change in public management and administration. It brings policy-making closer to people, involving them in its development, implementation, and more direct evaluation. Public service delivery is based on the needs and preferences of people, not on the organizational structure of the government. The people-centered models turn them into partners, co-creators, and co-designers of public services. Essentially, there has been a shift from governing for people to governing with people and the type of "participatory decision-making" that the 2030 Agenda seeks.

Despite the many studies that define modern public administration concepts, the specifics of its implementation in the context of sustainable development require further analysis and studies. Nowadays, there are almost no such scientific studies since most of them consider only general aspects of public administration development or analyze the actual content of the "sustainable development" concept.

This study aims to determine the methodological approaches required for the functioning of the public administration system in the context of sustainable development.

This aim can be achieved by solving the following tasks:

1. To study the changes that have occurred within the sphere related to the operation of public authorities, enterprises, institutions, and organizations, considering a set of external and internal factors of influence and development trends in a particular environment, as well as in a particular sector of social production and the state in general.

2. To identify factors that can strengthen or weaken the impact on the implementation of public administration, especially in the context of sustainable development.

3. To describe the concepts that meet current trends and changes in public administration to achieve the SDGs

LITERATURE REVIEW

The key goal of public administration reforms worldwide has become a significant change in the technologies for implementing state functions in the modern world. During the last decades of the XX century, various state concepts co-existed. Such concepts include:

(a) A welfare state provides society with a wide range of services; at the same time, priority is given to the state production of services and state regulation of the processes of solving social problems;

(b) a low-cost state based on the priority of solving social problems by the private sector; the state's role is limited to fulfilling its main tasks;

(c) the state is a negotiating partner, acting as an intermediary and partner in a dialogue with business and society.

The state initiates processes of solving social problems and acts as an intermediary. Moreover, the state sets the citizens' responsibility within this framework. Thus, the most crucial state functions are initiation, activation, and stimulation. The SDGs give new meaning to the development of

administrative competence (Haque *et al.* 2021; Santoro, 2019).

The role of public institutions and local authorities in the implementation and execution of sustainable development practices, as well as the indicators used to assess their effectiveness, are outlined by Caldatto *et al.* (2020). The need for public administration in the context of sustainable development has increased significantly since the economic crisis of 2008. Žurga (2017) noted the importance of building and maintaining the state apparatus to support its political management in governing the state and ensuring the necessary changes.

The main features and mechanisms of public administration digitalization, which will contribute to sustainable development and a more inclusive society, were outlined in the study by Burlacu *et al.* (2021). The authors show that the current situation is determined by social, economic, and environmental uncertainty and the spread of information and communication technologies. These factors can cause instability in development and form a new stage of social development, which is conventionally called digital civilization.

Dragomir and Constantinescu (2018) highlighted some issues related to sustainable development at the local level and the role of local authorities in this area. They reviewed the concept, features, and principles of sustainable development, the aspects related to the stakeholders involved in local sustainable development and the components of a sustainable community. This is an essential aspect in achieving the SDGs, as the communities themselves shape the appropriate level of achievement at the national level.

The COVID-19 pandemic, which has demonstrated the critical importance of digital technologies for socioeconomic development, has renewed the need to deepen the countries' digitalization processes. The simultaneous global pandemic has further emphasized the problem of digital inequality and the digital divide. At the same time, it is becoming increasingly clear that without the development of digitalization processes, it is impossible to eradicate poverty, reduce environmental risks, and improve the quality of life, and solve other tasks included in the list of Sustainable Development Goals (SDGs). The digitalization issue about the SDGs is discussed

in detail in the report "The Digital Revolution and Sustainable Development: Challenges and Prospects" by the world in 2050 Initiative, UNCTAD's Digital Economy Report 2019, and the report of the UN High-Level Panel on Digital Cooperation on Digital Interdependence.

The concepts of resilience and sustainable development are increasingly used in public administration. Abhayawansa *et al.* (2021) illustrated how governments can create value for society by focusing on the SDGs and explained how this tension can affect their governance. Filho *et al.* (2016) emphasize the lack of integration at different government levels and the limited cooperation between different sectors in European countries, which leads to unsatisfactory results on SDG implementation.

METHODS

The Sustainable Development Goals are the successors of the UN Millennium Development Goals (MDGs), which were in effect during 2000-2015. Many countries officially recognized the MDGs at the global and national levels. From a methodological and practical standpoint, the MDG system was pragmatic and easy to use. It focused on addressing social, environmental, and economic issues. All the UN member states committed themselves to achieving this goal and related targets by 2015. Humanity has made significant progress toward the MDGs (UN, The Millennium Development Goals, 2015).

The methodological basis lies in an interdisciplinary approach, where the fundamental provisions of the public administration theory form the basis of the theoretical and methodological components. The study is based on general scientific principles and methods of logical, comparative, and prognostic analysis and a qualitative study of the main trends in society development.

In turn, the regulatory framework governing relations in sustainable development, as well as scientific achievements and applied developments of scientists and experts in Ukraine and abroad, became the informational and analytical basis of this research.

RESULTS

The rapid changes in the world have prompted the governments of many countries to reform the existing public administration system to adapt it to the changing political and economic environment. The need for sustainable development is one of the factors that act as external incentives for administrative reforms. However, internal factors that stimulate transformation have always been important. In particular, these include changes in administrative managers' minds and the growing need for independence, creativity, and responsibility in both business and public administration.

That is why many countries have been actively pursuing reforms in the public administration system. These reforms include the following:

- changes in public management and administration;
- modernization of the civil service;
- development of new concepts;
- introduction of modern information technologies;
- formation of a competitive environment;
- updating of administrative processes, which will increase the efficiency of the entire public sector as a whole.

Such reforms have been implemented proactively since the beginning of the XX century.

This type of transformation was obviously impossible without a theoretical and methodological framework or a particular management concept. Moreover, administrative reforms and innovations resulted from theoretical concepts that justified the need for one form or another. For example, M. Beber's traditional model of public administration organization as a bureaucracy was dominant for decades. Only since the middle of the XX century the most advanced democratic social systems began to experience the negative features of this concept in practice (Kotenko *et al.* 2020).

The main task of the 1990s reforms was to encourage officials to serve the public. The focus on the citizen as a client represented the central philosophy of governance at that time. The proponents of the New Public Management concept emphasize the need to ensure the effectiveness of the public

administration process in all its forms – economic, social, and organizational (Osborne and Gaebler, 1992). Citizens are clients (principals), and the state is their servants (agents).

The relationship between the government and the country's citizens (their commercial and non-commercial unions) can be described as principal-agent relations. It resulted in increased information transparency of the state, provision of high-quality services to the population, and creation of a "low-cost state" (efficiency, reduction of public expenditures for the maintenance and operation of the civil service). This encouraged allocating funds to officials to organize the adequate provision of services to citizens and establish clear responsibility for spending these funds. At the same time, the following changes were made:

- elimination of excessive management levels;
- restructuring of state-owned enterprises transferred to the commercial or non-profit sector;
- reorganization of the control and supervision system, which shifted to the priority of preventive measures and an effective supervision and supervision system.

Similar public administration reforms have been carried out in almost all states worldwide.

Modern leaders believe that non-governmental organizations and managers should be able to do their jobs despite changes in the value system (change of ideology). The main value should be such guidelines as professionalism and focus on the client's or local community's specific requirements. Besides, each implementation of the main SDGs should be controlled from the top. At the same time, the lower organizational levels should be independent in actions that will contribute to achieving these goals. There is a need for a balance between centralized control and freedom of action at the local level (Lelyk *et al.* 2022).

The specific feature of the current stage in social development is the gradual replacement of the role of traditional communication channels by electronic and networked ones, which is caused by progress in information and telecommunication technologies. Social networks (or social media) are becoming one of the fastest-growing Internet

sectors. After experiencing a wave of general boom, they have become one of the backbone elements of social and political life, gaining a multi-billion user audience. On the one hand, they promote different practices of participation in socio-political processes and relations, which affects the system of values, perceptions, and norms shared by society. On the other hand, the perceptions and values formed under the influence of social media, in turn, influence the emergence of new forms of social and political activity.

The spread of networked interaction formats narrows the scope of the state's coercive influence on the activities of public space actors. The interaction in the network environment makes "socially inclusive" governance only dispersed in a shared virtual environment where "each person is a manager for themselves."

These days, there are new institutional opportunities and approaches to organizing public administration. The widespread use of the Internet has made the decision-making process open and public, and social networks have facilitated the organization of crowd-sourcing activities. Along with Internetization and networking, digitalization is beginning as a process of creating information-analytical (information-expert) platforms with analytical and predictive functions. Moreover, the process of hybridization, which is the merger of the real social environment with the virtual one within the framework of specialized socio-technical systems, is becoming more powerful (Kryshtanovych *et al.* 2021).

The science of public management (administration), which covers many sectors and institutions of modern society, lies within the prism of at least three global approaches that assess the prospects for public administration development:

- Market-liberal, which is formulated in the conceptual models of new management, and renewed management and is based on a market model of "politics-indifferent," where a citizen appears as a consumer or client;
- liberal-communitarianism, which develops in the concept of "political networks" and is based on the development of structural relations (contractual) between the political institutions of the state and society, and recognizes the

equality of citizens as well as other subjects of the network;

- democratic citizenship, which is based on a special "reflective" (or "receptive") administration that is designed to serve the citizen, not the client or consumer (the latter includes the concepts of "participatory management" and "receptive administration").

There are five inherent conceptual contradictions in reflective governance, namely:

- between the openness of horizontal learning processes and the desired direction toward sustainable development;
- between reflective governance as a normative or procedural concept;
- between expected learning orientations and other strategic orientations;
- between governance as a precondition for reflectivity and reflective learning as a precondition for reorganized governance structures;
- between reflexivity as an open evolutionary process and the need to strategically protect the space for reflexivity from influential groups interested in the status quo (Feindtand Weiland, 2018).

Historically, the West was the first to develop a liberal market approach to public administration (80s-90s of the XX century). In the 1990s, the theory of political networks emerged, and at the beginning of the XXI century, the concept of "receptive/reflexive administration" was formulated. All these concepts work and compete with each other in theoretical terms and practical application in a particular field and in a particular country.

In a "receptive" state, citizens are seen as active members of society with rights and responsibilities to which the administration is open. First, it enables them to enter the process of making public policy for sustainable development by strengthening the means of influence that turn ordinary citizens into empowered citizens so that they can participate in the manufacturing process as co-participants.

The need for interaction between the public administration and citizens is based on both

the exchange of information and citizens' direct involvement in developing sustainable development policy. In these circumstances, the public administration acts as an intermediary (a moderator) between the interests of different organizations, groups, and citizens involved in this process.

Thus, the concept of New Public Management does not fully meet the requirements for the organization of public administration, which requires the search for new methodological approaches. It is being replaced by the following concepts:

- "Public value management" – a concept that opposed the economic approach to public administration. In this concept, the management is based on the systematic interaction of the main stakeholders with each other based on a certain resource dependence to reach an agreement on their public policy issues (Rotberg, 2014). Public value management emphasizes the importance of the relations system between state and private entities rather than the efficiency of management for the realization of sustainable development goals;
- "Digital citizenship," where digitalization is seen as the process of transferring digital information and communication technologies (ICT) to a system of economic, social, cultural, and environmental relations. Within this system, citizens act as subjects of power in cyberspace, participating in the network of many levels of social and political life (Ruppert and Isin, 2015).

Many areas that are particularly important for implementing the SDGs are direct beneficiaries of digitalization. It is now possible to talk about sustainable eco-digital-socio-economic development (Fig. 1). In other words, it means an innovative restructuring of the economic economy focusing on digital technologies, preservation of the natural environment, high living standards and life quality, and social equality.

As each country, region, industry, and economic entity is unique, the strategy, socialization, greening, and digitalization processes and transition model for sustainable development are specific.
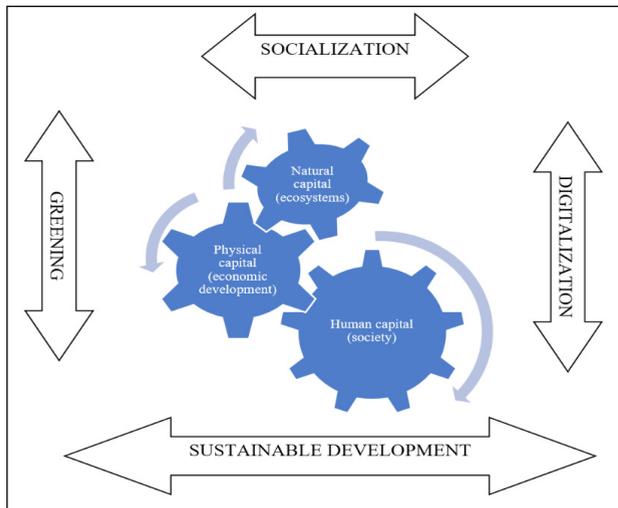
Fig. 1: The balance between the technosphere, socio-sphere and natural environment using digitalization

In particular, the following concepts of a "green" economy should be developed:

1. *Political Networks:* According to this concept, public administration is focused on effective followership of public welfare and cooperation with civil society in the form of developing a system of communication interaction. On the one hand, there is an increase in interconnections between various government agencies. On the other hand, it is impossible to perform tasks without network structures that include civic associations and businesses, which increase the complexity of governance. In this situation, effective governance can be achieved by forming and institutionalizing common mental models that influence public decisions' development, adoption, and implementation. The credibility of the state is based on shared knowledge. In addition, the new concept of public administration includes such essential aspects as knowledge management and related e-government capabilities. Public administration within the network approach is not just a structure of executive power remotely related to direct public influence but also acquires the status of a subject of the socio-political process aimed at developing a coordinated political decision together with civil society structures. The mechanisms of mutual trust, cooperative interest, network integration, and network stability ensure the necessary efficiency of the entire public administration system. In other words, they involve various public, non-governmental organizations

and associations in the political process, along with public authorities.

2. *Smart (receptive/reflective) governance*: This concept arises out of socially oriented programs of activities that identify specific problems of achieving sustainable development and their solution based on the application of knowledge about the object of governance as a subject and about the functions of governance. The main actors in this process are the population and stakeholders. The political task of the receptive concept is to guarantee the system's responsibility to the specific citizens' demands. Therefore, the basic orientation of civil society organizations is primarily aimed at citizens, and the basic organizational principle is perhaps labeled as "inexhaustibility, infinity of transformations" (Capareto and Fonseca, 2005). The receptive state considers citizens to be active society members with rights and responsibilities that are open to the administration. The administration is primarily concerned with enabling them to enter the process of public policy-making in the context of sustainable development by strengthening the means of influence that transform ordinary citizens into empowered ones so that they can participate in the development process as co-participants. Under these conditions, the administration acts as an intermediary (a moderator) for the interests of various organizations, groups, and citizens involved.

This concept is based on finding a flexible balance between regulatory methods, command-and-control, and deregulation. The main emphasis is on voluntary self-regulation (where possible), while regulatory methods, fines, and sanctions are used only when necessary.

3. *Results/goals-based management:* This concept defines a state as an institution that ensures the achievement of the SDGs through the implementation of state functions and the provision of public services. These include creating conditions for achieving socially significant results based on a balance of interests. The state is seen not as a "monopoly policeman" but as an "arbiter" that determines the game rules for business entities and households and performs its functions and powers in favor of its citizens. Public governance by results implies the orientation of the state and local authorities and civil servants' activities towards

achieving the SDGs. Therefore, it considers the issues of regulation and organization of activities as one (but not the one and only) way to achieve the goal and obtain the expected results, while the expected results can be achieved both by the efforts of civil servants and through other (in particular, market, quasi-market) mechanisms. In this context, the focus of performance evaluation of civil servants is shifting from assessing qualifications and accounting for individual professional achievements to assessing the contribution to achieving common, pre-determined (expected) performance results in the context of achieving the SDGs. This concept is not limited to public services. The results-based management tools and mechanisms can be applied to other types of public functions, the assessment of the efficiency and effectiveness of which, from the standpoint of citizens and organizations, can be problematic (in particular, in the areas of rule-making, property management, control, and supervision). In this context, the strategic role of the state is essential since, unlike other participants in public relations, it is called upon to consider not only the current needs and assessments of consumers of its services but also the interests of future generations (Levytska *et al.* 2022).

At the same time, some "gaps" are noticed between the goals and expected results declared during the elections and the actual achievements of public authorities, and political mechanisms (including elections) are insufficient to reduce such gaps. In this regard, this concept further develops the principle of accountability. In addition to accountability, it considers the responsibility of public authorities and their leaders to achieve the SDGs.

The public management by outcomes should be based on compliance with the "five balances" rule at all stages of the management cycle:

- the balance of all parties' interests (citizens, business, civil, and servants) must be maintained when defining, planning, and achieving the SDGs;

- in terms of results, it is necessary to ensure a balance of interests in the time perspective, which allows for combining strategic priorities and tactical decisions;

- it is necessary to ensure a balance of responsibility for achieving the final results and freedom in choosing the tactics to achieve them;

- there is a need to balance the expected results and available resources (human, financial and other);

- it is necessary to balance "reactive" (actions caused by the reaction to the events that have taken place) and "proactive" policy – actions aimed at preventing risks in the future.

FAST (Flat, Agile, Streamlined, Tech-Enabled). This concept, proposed in 2011 by the World Economic Forum's Global Agenda Council on the Future of Government, identifies four critical areas of government transformation and how progress towards achieving such transformations should be measured.

Flat governments encourage:

(a) citizen engagement;

(b) administrative efficiency;

(c) decision-making;

(d) intergovernmental and inter-sectoral cooperation.

Agile government is organized to allocate public and private resources to solve problems quickly. This concept is primarily based on digitalization to speed up decision-making in public administration.

5. *"Open Government"* comprises three components: the right to information, transparency and accountability, and open data. It usually involves national administrative reform, revision of existing regulations for civil servants, formation of responsible behavior of officials, and, most importantly, creation of trusting relations between the state and society in the context of sustainable development. In 2011, a new international partnership, the Open Government Partnership, was established to secure specific commitments from countries to "promote transparency, expand citizens' rights, counter corruption, and use new technologies to improve governance." Before joining this partnership, countries must sign the Open Government Declaration, based on the Universal Declaration of Human Rights and the UN Convention against Corruption, where they commit to promote a global culture of open government that empowers citizens and promotes the idea of government in the XXI century based on the open and active participation of society.

6. *"Activating state."* This concept is based on the decentralization of state bodies and the active

introduction of network elements in public administration. It attempts to synthesize the above-mentioned concepts, forms the basis of the philosophy of public administration reforms, and defines the relationship between the state and citizens (transition from guardianship to partnership). The state tasks are defined in public discussion, cooperation is developed between society and the state, and responsibility is shared in the context of achieving the SDGs. The state initiates processes to address the challenges of achieving the SDGs and acts as an intermediary. It establishes a framework for citizens' responsibility within these processes.

The concept of the "activating state" emphasizes four dimensions of the state:

- the state is the guarantee of achieving the SDGs (i.e., the institution that ensures the implementation of the necessary actions);

- the state is an institution that creates the necessary framework for social activism and encourages citizens to solve sustainable development problems on their own;

- the state is an institution of supervision (carried out based on established rules) of social activity;

- the state is a creator of works and services for society that are necessary to ensure sustainable development if this is dictated, for example, by the SDGs and if the state can do it at lower costs than other producers.

We assume the presumption of the non-governmental sector's priority: if non-governmental bodies can perform some functions, the state has no right to interfere. The model of the "activating state" is based on the surety model, according to which state institutions are divided into two large groups - "customers" and "contractors" of orders. Political institutions and administrative leadership act as sureties, being customers or buyers of citizens' services. Citizen service providers (contractors) inside the administration compete with service providers outside the administration (state, commercial or public organizations), competing for service orders that are transferred to them by "customers" based on relevant political decisions. This "surety" model strengthens the competition orientation of public administration. At the same time, it opens up the possibility of greater involvement of citizens and civil society groups in addressing sustainable development issues.

The "activating state" model includes three elements:

- (a) providing guarantees and sharing responsibilities;
- (b) engagement of citizens and society at large;
- (c) efficiency and cost-effectiveness.

However, the aforementioned public administration concepts do not form a single system of approaches. They also do not have a single methodological framework for sustainable development management that considers the conditions of society's digitalization. It requires clarification of methodological approaches that can form the basis of public administration concepts, given the following interrelated processes:

1. the creation of information and analytical platforms for sustainable development;
2. the formation of social structures in the network space;
3. the change of relational networks to solve the problems of achieving the SDGs.

At the same time, the methodology of public administration is considered a rational and reflective activity aimed at identifying, studying, organizing, systematizing, and developing ways to transform the public system to realize national and local interests and the production of public goods.

Public administration in the context of sustainable development means the governance that contributes to achieving inclusive economic and equitable social development, environmental sustainability, security, and peace. Sustainable development governance plays a vital role.

Within the system of public administration under sustainable development, it is necessary to understand:

- the primary function of management,

- the nature of the relations that form the basis of management relations,

- the conditions for the formation of the management system,

- the principles of building, functioning, and transformation of the management system.

The following subsystems should be considered in addition to understanding the aforementioned:

◆ structural and functional (a set of management bodies, units, and executives that perform their assigned functions and solve their tasks, as well as a set of methods by which management influence is exercised to achieve the SDGs);

◆ informational and behavioral (a set of ideological and value orientations of the management system, interests and behavioral norms of participants in the management process, information and informational support for communications in the management system in the context of achieving the SDGs).

The main functions of public management of sustainable development are planning, organization, motivation, and control, created to achieve the realization of sustainable development goals.

The nature of the relations that form the basis of governance relations is complex and diffuse. If previously states at the national level made administrative decisions on the internal development of countries, regardless of the external political agenda, nowadays, any decision concerning the internal development of a country cannot be made without considering the opinions of a wide range of stakeholders. This includes representatives of the business community, local and regional authorities, and international institutions, as well as civil society organizations. As world countries act according to their own interests, specific difficulties in solving complex problems require practical, mutually beneficial international cooperation.

Therefore, in the context of sustainable development, the underlying governance relations have the features of relative independence with unprecedented interdependence of decision-makers.

In addition, public administration in the context of sustainable development is becoming more transparent and controlled due to the information and communication revolution. Great importance is attached to maintaining and disclosing reports from all levels of government.

However, as the world faces a series of interconnected global crises and conflicts with a cumulative effect, the expectations set out in the 2030 Agenda for Sustainable Development are under threat. Alongside the three-year-long COVID-19 pandemic,

the war in Ukraine has reversed the progress made in implementing the SDGs over several decades, exacerbating food, energy, humanitarian, and refugee crises. All this is happening in the context of a full-scale climate change emergency.

According to the UN report (The Sustainable Development Goals Report 2022), all progress towards achieving the first goal, the elimination of poverty, has been pushed back by four years due to the pandemic. Climate change, the pandemic, and the crisis in Ukraine have led to higher food prices. As a result, the second goal, eliminating hunger, is being challenged. Due to the pandemic, millions of children missed vaccinations in 2021, and many people are still suffering from the effects of the coronavirus, which affects the third goal, healthy lifestyles and well-being.

The wars and the pandemic have caused millions of students to miss classes and may not be able to return to their classrooms, which already affects the fourth goal, high-quality education for all. It will take another 40 years to achieve gender equality (the fifth goal) in political representation. As for the sixth goal, clean water and sanitation, the progress is also disappointing. If the situation does not change, 1.6 billion people will not have access to clean drinking water by 2030. Substantial cash investments into the Third World countries are required to achieve the seventh goal — affordable clean energy. The chart shows that these investments have only been decreasing over the past two years. Decent work and economic growth are the eighth goal. However, the unemployment rate after the pandemic shows that progress here is quite far from being achieved in the next three years.

The creation of resilient infrastructure and production is also affected by the pandemic. It has hit both producers and carriers. The reduction of global inequality (goal number 10) is also in doubt: the number of refugees to other countries has reached an all-time peak. The sustainable development of cities and human settlements (goal number 11) is becoming increasingly difficult to implement: as the largest metropolises grow, the amount of waste they produce increases, and 99% of the world's citizens breathe polluted air. Responsible consumption and production (the twelfth goal) are out of reach in the current situation, when most people worldwide are improperly disposing of electronic waste, throwing away vast amounts of

food, and consuming ever more natural resources. Goal number 13 is dealing with climate change and its consequences. The UN has declared a red level of danger under this goal, meaning that there is little hope of avoiding a global climate catastrophe. The level of hydrocarbon emissions has reached a historic high, increasing by 6% over the year. At the same time, the funding for ecological projects has decreased. The temperature continues to rise, and the number of natural disasters increases yearly.

The preservation of marine ecosystems (goal number 14) is unlikely to be achieved, given the level of ocean pollution by plastics, water acidification by carbon, rising temperatures, and overfishing. The fifteenth goal, the preservation of terrestrial ecosystems, cannot withstand the scale of agricultural development. The sixteenth goal, peace, justice, and effective institutions, is currently beyond the reach of a quarter of the world's population living under military conflicts. Finally, the partnership for sustainable development is also out of reach in the context of the pandemic, global conflicts, and economic crises.

DISCUSSION

The study's results are limited to some extent by:

- its versatility and the lack of implementation of the relevant concepts by certain countries;

- the consideration of the achievement of the SDGs in general, which is due to abstraction from the national characteristics of different countries;

- the consideration of public policy as a model of the socioeconomic system.

Therefore, a promising direction for further research is the public administration concept, which would combine modern ones and ensure their coordination in the context of sustainable development. It should also be noted that discussed concepts do not address the significant risks of disasters and their impact on the SDGs' achievement both globally and for each country.

Also, the research will need to be updated after forming the results of achieving the Sustainable Development Goals in the post-war period. As the war in Ukraine has shown, the domino principle requires revising the emphasis on sustainable development and the relevant goals, including preventing such terrible consequences and potential threats to ecosystems that result from the 2022 events. Due to the complexity of studying this issue and the lack of statistical information, this paper did not investigate it.

This study did not reveal the concept of public administration orientation in the context of sustainable development, which would determine the role of communities in achieving the SDGs. Thus, the local governments are the closest to the citizens and, therefore, play an essential role in governing territories and communities according to sustainable development principles (Guarini *et al.* 2022; UCLG-CIB, 2018).

In our opinion, the fact that modern concepts of public administration are based on the fullest possible involvement of citizens is confirmed in the studies by Robinson (2015) and Denhardt & Denhardt (2011). The public administration should allow citizens to participate in decision-making processes (since democracy is the cornerstone). Moreover, if any problems arise, they should be allowed to solve them or at least participate in the reform process. This involvement is the most essential part of this theory because democracy is more of a participation system.

Another thing that managers should focus on is "Serving, not ruling" (Denhardt and Denhardt, 2011). It means that instead of just ruling over the citizens or, even more, over the society, managers should focus on a partnership with them, working with citizens and encouraging them to participate in decision-making. The government should be open and accessible to make it easier. The leadership must think strategically and, most importantly, appreciate people, not just the results of their work. In terms of accountability, its forms the "need to go beyond the formal accountability of civil servants to elected officials in the management and execution of budgets and programs to a broader set of accountability relationships with citizens and communities" (Robinson, 2015). This model is potentially the most attractive for citizens, as it meets their expectations to be involved.

However, we agree with Barbosa (2017) that digitalization is a global phenomenon, and the simple transfer of e-government solutions from developed

to developing countries may not be sufficient, as different institutional, cultural, and administrative contexts need to be borne in mind.

In this context, Nica (2015) also notes the benefits of e-government for sustainable development. The author found that the proper use of sustainable online services and citizens' participation are the key components of sustainable development.

CONCLUSION

The modern state does not have to fulfill all the sustainable development tasks it faces. However, it must ensure that these tasks are fulfilled. It is about a new division of responsibility between the state and society. This question is about which tasks should be performed by the state and which can and should be performed by public institutions.

The priorities for achieving the SDGs differ from one country to another. Some countries consider it necessary to achieve all of the SDGs, others - only some of them, and the latter – do almost nothing, but they are in the minority. When forming a new concept of public administration, it is necessary to consider the advantages of the aforementioned concepts and ensure their synergistic effect so that the sustainable development agenda is adopted by the state, business, and society. For example, the state monitors the achievement of the SDGs, compiles statistical data, and develops regulations and programs to stimulate and support businesses and society in achieving the SDGs. On the part of business, a new "green" vector of a company's development is being created, more environmentally friendly technologies are being introduced, SDG education is being conducted, and a more accessible and equal environment is being provided for all company employees (regardless of gender, race, physical features, or age). On the part of society, it is necessary to monitor the achievement of the SDGs, change the paradigm of thinking, and create sustainable public initiatives, both volunteer and commercial. All these should form the basis of the latest scientific research through appropriate information and organizational, financial, and administrative support.

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