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# THEORETICAL AND METHODOLOGICAL FUNDAMENTALS OF PUBLIC CONTROL OF THE REPRESENTATIVE BODIES OF AUTHORITY IN THE CONDITIONS OF DECENTRALIZATION

**Abstract.** The article considers the theoretical and methodological principles of public control of the representative bodies of authority in the context of decentralization. The analysis of foreign scientific sources is carried out, which allowed to single out a wide range of researches of public control of the representative bodies of authority and gave the chance to systematize the theoretical and methodological bases of formation and development of such control on directions of researches. The generalization of the essence of theories, concepts, approaches, schools of foreign science has demonstrated a wide range of their practical application for the activities of public administrations in building relationships with the community in the following aspects: independent decision-making in the field of policy and resource allocation; formation of strong communities that control and coordinate actions in relation to the state; election process and distribution of responsibilities; interaction with those elected to the representative bodies of authority; exercise of power; the influence of citizens' associations on the application of laws and policies (public policy) on the spheres of life of the population; participation of the public and public officials in planning and implementing the community development; public influence on crises at the local level; social work; the process of involving the citizens in the control procedure, etc.

The analysis of scientific sources showed the absence in the domestic scientific opinion of theoretical and methodological principles and theories of public control as a phenomenon and as a process, in particular for the representative bodies of authority in the context of decentralization. These are mostly forms, methods, technologies, tools and procedures of public control, which are often equal to the methods of involving the citizens in the decision-making process at different levels of government.

The analysis of scientific views on the formation and development of control allowed to generalize the areas of public control of the representative bodies of authority, to classify them by areas of public administration, and in accordance with the content, meaning and characteristics of theories, by areas of impact on the vital activity of the population. It has been demonstrated that public control of the representative bodies of authority is one of the forms of public administration's relationship with the community.

**Keywords:** public control, theories of public control; sphere of public control; representative bodies of authority; decentralization.

### ТЕОРЕТИКО-МЕТОДОЛОГІЧНІ ЗАСАДИ ГРОМАДСЬКОГО КОНТРОЛЮ ПРЕДСТАВНИЦЬКИХ ОРГАНІВ ВЛАДИ В УМОВАХ ДЕЦЕНТРАЛІЗАЦІЇ

Анотація. Розглянуто теоретико-методологічні засади громадського контролю представницьких органів влади в умовах децентралізації. Проведено аналіз зарубіжних наукових джерел, що дозволило виокремити широкий спектр досліджень громадського контролю представницьких органів влади та надало можливість систематизувати теоретико-методологічні засади формування та розвитку такого контролю за напрямами досліджень. Узагальнення сутності теорій, концепцій, підходів, шкіл зарубіжної науки продемонструвало широкий діапазон їх практичного застосування для діяльності публічних адміністрацій у побудові взаємовідносин з громадою в аспектах: самостійного прийняття рішень у сфері політики та розподілення ресурсів; формування сильних громад, які контролюють і координують дії по відношенню до держави; виборчого процесу та розподілення відповідальності; взаємодії з обраними в представницькі органи влади; здійснення влади; впливу об'єднань громадян на застосування законів і політики (публічної політики) на сфери життєдіяльності населення; участі громадськості та державних управлінців в плануванні та реалізації розвитку громади; впливу громадськості на кризи на місцевому рівні; соціальної роботи; процесу залучення громадян до процедури контролю тощо.

Проведений аналіз наукових джерел продемонстрував відсутність у вітчизняній науковій думці теоретико-методологічних засад і теорій громадського контролю як явища і як процесу, зокрема за представницькими органами влади в умовах децентралізації. Здебільшого йдеться про форми, методи, технології, інструменти та процедури громадського контролю, які часто дорівнюються до методів залучення громадян у процес прийняття рішень на різних рівнях управління.

Аналіз наукових поглядів на формування та розвиток контролю дав змогу узагальнити сфери громадського контролю представницьких органів влади, класифікувати їх за сферами публічного управління, а відповідно до змісту, сенсу та характеристик теорій, за сферами впливу на життєдіяльність населення. Продемонстровано, що громадський контроль представницьких органів влади — це одна з форм взаємовідносин публічної адміністрації з громадою.

**Ключові слова:** громадський контроль, теорії громадського контролю; сфера громадського контролю; представницькі органи влади; децентралізація.

## ТЕОРЕТИКО-МЕТОДОЛОГИЧЕСКИЕ ОСНОВЫ ГРАЖДАНСКОГО КОНТРОЛЯ ПРЕДСТАВИТЕЛЬНЫХ ОРГАНОВ ВЛАСТИ В УСЛОВИЯХ ДЕЦЕНТРАЛИЗАЦИИ

Аннотация. Рассмотрено теоретико-методологические основы общественного контроля представительных органов власти в условиях децентрализации. Проведен анализ зарубежных научных источников, что позволило выделить широкий спектр исследований общественного контроля представительных органов власти, а также систематизировать теоретико-методологические основы формирования и развития такого контроля по определенным направлениям исследований. Обобщение сущности теорий, концепций, подходов, школ зарубежной науки показало широкий диапазон практического применения в процессе деятельности публичных администраций в построении взаимоотношений с обществом в аспектах: самостоятельного принятия решений в сфере политики и распределения ресурсов; формирования сильных сторон общин, которые контролируют и координируют действия по отношению к государству; избирательного процесса и распределения ответственности; взаимодействия с избранными в представительские органы власти; влияния объединений граждан на действие законов и политики (публичной политики) на сферы жизнедеятельности населения; участия общественности и публичных служащих в планировании и реализации развития общин; влияния общественности на кризисную ситуацию на местном уровне; социальной работы; процесса вовлечения граждан в процедуру контроля и т. д.

Анализ научных источников показал отсутствие в отечественной научной мысли теоретико-методологических основ теорий общественного контроля как явления, так и процесса, в частности представительными органами влас-

ти в условиях децентрализации. В основном речь идет о формах, методах, технологиях, инструментах и процедурах общественного контроля, что часто приравниваются к методам привлечения граждан в процесс принятия решений на разных уровнях управления.

Представленные в статье результаты проведенного исследования позволяют обобщить сферы гражданского контроля представительных органов власти, классифицировать их по сферам публичного управления, в соответствии с содержанием, смыслом и характеристиками теорий, по сферам влияний. Продемонстрировано, что общественный контроль — это одна из форм взаимоотношений публичной администрации с обществом.

**Ключевые слова:** гражданский контроль, теории гражданского контроля; сфера гражданского контроля; представительные органы власти; децентрализация.

Formulation of the problem. In modern democracies, the institution of public control is characterized as an integral part of the administration activities and is an effective tool for influencing the public policy by the public. Improving the efficiency of public management and administration should take place under the conditions of introducing the principles of transparency and openness in the activities of all sectors of the public life, in particular in the activities of public management and administration. There are a large number of works in domestic scientific sources devoted to the mechanisms, forms, methods and procedures of public control. However, foreign theoretical and methodological principles for the formation and development of public control of the representative bodies of authority, including in the context of decentralization, has shown that research relates to several areas, including: distribution of power between the politicians and the governments; economic theories that the government adheres to in forming sup-

port among the population; sociological theories relating to social control in various situations; the theory of new public management, which changes the understanding of the processes of public management and administration and brings the work of the government to a new effective level; theories of political control, the essence of which has expanded and become applicable in measuring the interaction of several sectors; theories and concepts based on citizen participation and their influence on democratic decision-making processes in the public management and administration.

There is no common understanding of the categories "public control" and "public control of the representative bodies of authority" in the domestic scientific opinion. The latter is studied in certain areas of the public life or public management and administration, which leads to the development of separate methodological approaches to the organization of this control in accordance with the scientific fields in which research is conducted (political science, economics, sociology, cybernetics). Accordingly, the methodological principles of practical implementation of this type of control differ depending on the methodology applicable in the relevant field of science.

Research mainly concerns the administrative sphere, where the public is given advisory functions, such as: influence on social decisions; the right to vote directly in public decisions and the right to vote in public policy decisions; population participation in planning certain actions or community development efforts; involvement in the state planning and policy development; privacy of life; influences (psychological, purposeful, etc.). The main emphasis is on research in the administrative and public spheres in various fields of science. From this point of view, it is foreign scientific views that form the basis for the formation of public control of the representative bodies of authority.

Analysis of the recent research and publications. In domestic and foreign works there is a significant amount of work on public control, methods, forms and procedures for its implementation. The analysis of the domestic scientific research has shown the lack of a single sustainable view of public control as a phenomenon and as a process in the public administration and in the activities of the local self-governments. There is almost no research on the features of public control in the context of decentralization and the methodology of this work at different levels of local self-government. Most of the emphasis is on the organizational and managerial characteristics of the organization of public control and responsibility for

its results. The analysis identified the existence of a wide range of interpretations of public control in the context of subject-object relations of the public authorities and local self-governments, in particular: forms; mechanisms; influences; activities; interaction; relationships; feedback; activity of the citizens; control systems; functions; ways; methods; tools; rights; processes; mechanisms.

The analysis of foreign scientific literature allowed to identify a number of theoretical approaches to the basis for the formation of public control of the representative bodies of authority. These are the views of researchers Dr. Almon Leroy Way, Jeanet Bentzen, Jacob Gerner Hariri, James A. Robinson, William A. Galston on the distribution of power between the politicians and the governments. The next group of scientists Randall G., Mark C. Schug, Jennifer Fontanini, highlights the influence of economic theories, which are followed by the representative bodies of authority in order to form support in the population. Emphasis is also placed on sociological theories relating to social control in various situations, in particular the tendency to establish interaction between the authorities and the public. In the research of Ashraf Alam, Kabir M., Nazmul Ahsan Kalimullah, the emphasis is on the theory of new public management, which changes the understanding of public management and administration processes and brings administration activity to a new level of effectiveness. Among the diversity of scientific views should be singled out the theory of political control, which is represented by the researcher

Moe T. M., the essence of which has expanded and become applicable in measuring the interaction of several sectors (political, administrative and public). The next group of theories and concepts developed by Ashley E. Nickels, Jason D., Joan Higgins, includes the participation of the citizens and their influence on democratic decision-making processes in the public management and administration. There are scientific views on the nature and processes of political decentralization, which involves the development of public control of the representative bodies of authority. This approach is reflected in the scientific works of N. Van Long. At the same time, these theories are somewhat dependent, but not integrated into a system. Many studies show that each of the theories became the basis for the formation of methods and tools of public control in a particular area, such as financial, social, informational, administrative, and so on. However, there is no comprehensive research on the systematization of scientific views on the formation and development of public control of the representative bodies of authority and there is no research on the areas of impact on the vital activity of the population.

The purpose of the article is to analyze and systematize scientific views on the formation and development of public control, generalize the areas of public control of the representative bodies of authority, classify them by areas of public administration, and in accordance with the content, meaning and characteristics of the theories, concepts, schools, etc. by the areas of impact on the vital activity of the population. **Presentation of the main material.** The analysis of foreign scientific literature allowed to identify a number of theoretical approaches to the basis for the formation of public control of the representative bodies of authority. In particular, these are the views on the distribution of power between the politicians and the governments [1], which is considered from several positions.

From the position of distribution of power. Politics refers to the problems of distribution and use of power in the society, and government refers to the political institution through which this power is distributed and exercised. In this context, the state is seen as a political unit in which power is located. Government is defined as a group of people who run the political affairs of the state, but can also mean a type of government run by the entire state. The type of government, the fundamental foundations of understanding freedom, wealth and living standards depend on the political system that exists in the state [1].

The system of representative democracy is based on the principle of political representation — the exercise of legislative power by the representatives elected by the population. Representative democracy is characterized by the presence and functioning of the representative institutions of political decision-making, which consist of public officials elected by the population [2].

These approaches are based on political theory. However, the representatives of this theory criticize democracy, which they consider not democratic, because one person cannot represent the interests of another.

The theory of modernization is singled out, the essence of which is in the view of the cause of democracy and the role of the government, the participation of which is considered as an indirect product of the economic development. It is believed that these theories do not work in today's world, especially where there are indigenous peoples and there are democratic practices such as succession of leaders through elections or public consensus. This demonstrates the modern representative democracy at the national level. Politically stronger subjects were able to form national institutions, weaker ones could not [3].

The role of the influence of the economic theories, which emphasizes the role of the government and the formation of public support, is highlighted. Thus, back in 1997 it was about the problems that are still facing the governments of many countries. Randall G. (1997) analyzes a number of theories that have led to the formation of a positive model of governance as a counterbalance to a number of theories that can cause riots and revolutions among the population when it is impossible to form effective control. The negative influence of the theory of public goods, which explains the development and use of public goods and which justifies state arbitrariness, is considered. Everything is viewed through the prism of rational benefit, when the government reduces government spending to attract the attention of the citizens to further support for the government. The emphasis is on public education, which gives the government more control through the education system, and because educators in the foreign countries are civil servants, they are also interested in the government activities. Also, influence through education occurs on students to make them "better citizens" who define the government as an institution that reflects the public interest [4].

From the position of decision-making. It is believed that in any society decisions should be made regarding the allocation of resources and other issues. Only in very simple societies do specific people and specific organizations make decisions. Depending on the society, decisions are made, sometimes, solely for the benefit of certain groups, in other cases — in order to benefit the society [1].

From the position of theories that underlie the political system and the level of development of the representative power. The theory of pluralism assumes that associations, public organizations, trade unions, environmentalists, civil rights activists, and formal and informal like-minded coalitions influence the application of laws and policies. As participants in this process make up only a tiny part of the population, the public acts mainly as outside observers. The theory of functionalism takes the form of a theory of pluralism, which states that political power in democracies is concentrated between several "veto groups".

William A. Galston (2017) [5] argues that democracy at a basic level requires both equality of all citizens and broad citizenship. It is taken into account that public decisions are made by a majority of citizens whose votes are of equal importance, and democratic decision-making extends to the widest possible range of the public issues. It is emphasized that the majority is limited only by the imperative to preserve freedoms and powers, including freedom of speech and press. At the same time, the citizens must influence the public decisions [5].

Sociological theories concerning social control in various situations, in particular propensity to delinguency. In the 60s, an innovative version of Travis Hirschi's theory of governance emerged, based on the existing concept of public control. This theory is used in the context of deviant behaviour and justifies the increase of offenses in the absence of control. This theory is one of a number of sociological theories. The theory of social control also considers the norms of behaviour in the society that need control or cause aggression, in particular, it is said that social groups that adhere to violent norms affect the aggressive nature of individual members of the society. At the same time, not the last place in the social control of behaviour is played by religiosity. It is said that religiosity reduces the amount of violence and crime. Accordingly, various policies should be developed and created on the basis of the theory of social control [6].

The theory of new public management, which changes the understanding of the processes of public management and administration and brings the work of the government to a new effective level. Nazmul Ahsan Kalimullah (2012) argues that new public management (NPM) is defined on the basis of two areas: public choice and management [7]. Public choice in this case is understood in the context of the government's concern for the population, and management is concerned with building relationships with the organizations in the private sector.

Theories of political control the essence of which has expanded and become applicable in measuring the interaction of several sectors. Thus, T. M. Moe (2005, 2015) [8] in his study of the relationship between bureaucracy identifies two areas: internal control (when are controlled the subordinates and lower levels of government) and control over the implementation of the political actions. It is emphasized that because the government is elected, officials can take political action, especially if they are organized by trade unions of the public sector. The political power of bureaucracy is seen in the context of the reorientation of the modern theories based on the analysis of the voters' behaviour.

Theories of politics and bureaucracy are said to greatly diminish the ability of bureaucrats to turn control relationships into their own and have their own interests embedded in the structure, funding, and activities of the government. Many studies point out that bureaucrats may differ from ordinary citizens in political knowledge, interests, efficiency, trust, support for government spending, and budget for the parties. Bureaucrats are often perceived and characterized as a common single type without distinction between specific professions with specific interests that may differ significantly from each other. Most focus on national elections and little attention is paid to local elections, that may be more relevant. Also, everyone is focused on voters' turnout, not on election results. On the other hand, there is research on the role of the trade unions in the electoral process and the possibility of their influence on their members when voting for individual candidates [8].

The next group is theories and concepts based on citizen participation and their influence on democratic decisionmaking processes in the public management and administration. Thus, the theory of citizen participation is seen as a process that enables individuals to influence the public decisions and is a component of the democratic decisionmaking process. Public participation is a means of ensuring that the citizens have a direct voice in public decisions. It is noted that in foreign studies, the terms "citizen", "public", "participation", "public participation" are often used interchangeably to denote the process by which the citizens have the right to vote in the public policy decisions [9].

There is an opinion of scholars (Ashley E. Nickels @ Jason D. Rivera, 2018) that the concepts of public development are used differently in different academic disciplines. Moreover, it is important how certain definitions are used in academic research and practice in the local language (translated in other countries) [10]. It is about changing the paradigm of community development by applying the concept of public administration "New Public Service" (NPS) to community development. It is about the participation of the public officials and administrators in planning and implementing community development, which should lead to a fairer and more sustainable, longterm development [10].

It is emphasized that the term "public participation" and its essence in relation to public decision-making is developing without a general consensus on its meaning or on the consequences of its use. There are also views on the participation of the population in the planning of certain actions or efforts for community development, public administration decisions, in particular: citizen participation is too costly and time consuming, so it is proposed to exclude citizens from this process. In practice, many citizen participation programs are initiated in response to a public response to a proposed project or action.

Views on the essence and processes of political decentralization are highlighted. In the context of views on the role of political decentralization for the development of public control of the representative bodies of authority, the materials of the World Bank are interesting [11]. This is a new concept of political decentralization. It is noted that political decentralization aims to give the citizens or their elected officials more power in public decision-making. It is emphasized that such a process is often associated with pluralistic policies and representative government, but it should also be borne in mind that democracy can be supported by giving the citizens or their representatives more influence in policy development and implementation. Proponents of political decentralization predict that decisions made with greater participation will be more informative and relevant to the various interests of the society than decisions made only by the national political authorities [11].

The concept of political decentralization implies that the selection of representatives from the local electoral jurisdictions allows the elected officials to better know the needs and desires of their constituents [11]. Decentralization itself is seen as a complex social experiment that requires flexibility and changes in the specifics of implementation tools while consolidating political and philosophical principles in the Constitution and existing structures of laws [11].

Decentralization and citizen participation are viewed from the position of symbiotic relations, which leads to certain contradictions. On the one hand, citizen participation mechanisms are considered more useful in assessing the prospects for successful decentralization. Accordingly, the design of decentralization should take into account the opportunities and constraints imposed by the existing channels of local participation. On the other hand, the lack of participatory mechanisms can be seen as a motivation for decentralization and can help create local demand for more participatory channels to express the local preferences. Decentralization policy planning should take into account these information gaps and seek to improve the depth and degree of citizen participation in the local government action. The response of the local authorities is one of the main justifications for decentralization, which cannot be implemented without mechanisms for the transfer of information between the local authorities and their voters [11].

Several theories and concepts that, at first glance, have nothing to do with public control attract attention. These theories have emerged as studies of certain areas (branches) in the public administration. Some of them were developed in the 80's and 90's of the last century. However, they have undergone certain modifications and are used to form forms and methods of public control of the representative bodies of authority.

Mark C. Schug and Jennifer Fontanini (1994) in 1994 considered changes in the understanding of the role of economic theories in the development of relations between the state and the economy. They focused on the historical analysis of the development of the state and the influence of the theory of social choice and the role of the USA government in this process [12].

Another theory, that originated in criminology and social sciences, also at the present stage is widely used in the modern domestic scientific thought. This applies to the theory of social control. In modern foreign scientific thought, this theory is also considered from different points of view and is used as a basis for the formation of new approaches to solving various problems and issues. The role of this theory is most often studied by scientists at Oxford University.

Joan Higgins (2009) examines theories of social control of the social policy. According to her, the concept of social control is crucial to explain how social policy is growing and what its consequences are. This raises important questions about the legality of the state intervention, maintenance of order and protection of the individual freedom [13]. It is noted that this term is widely used in the literature on social policy, but there is little research on its various meanings and possibilities.

In modern scientific research, the terms "optimal control", "dynamic

programming" are often used. All of them are characteristic of the theory of optimal control. The theory of optimal control, at the present stage, is the subject of research in economics, macroeconomics and microeconomics and management science. It is a question of expansion of possibilities of the theory of optimal control and their application. The application of this theory to generate a shadow price is considered [14].

The analysis of scientific views on the formation and development of control allowed to generalize the areas of public control of the representative bodies of authority, and classify them by areas of public administration, and in accordance with the content, meaning and characteristics of the theories, concepts, schools, etc. by the areas of impact on the vital activity of the population (Figure).

From such a list of scientific interests it is difficult to determine the criteria and opportunities for the citizens to influence the spheres of their own lives. Accordingly, the effectiveness of public control is also difficult to determine. In fact, the public sphere is on the sidelines of influencing the problems of state development and vital activity issues. The main influence comes through the representative bodies of authority and the persons who work in them and who have been elected. There is a gap between the political, economic, administrative and social and public spheres. Thus, the largest number of theories that have been developed to bring about changes in the public management and administration concerns the administrative sphere. The research on the role of the public sphere in the process of public administration is in second place. However, as

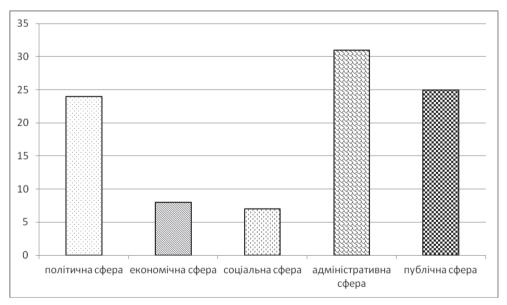


Diagram of quantitative analysis of the foreign scientific theories, concepts, schools in the areas of public control of the representative bodies of authority (author's analysis, author's diagram)

the author's systematization and schematization have shown, it is a question of methodological aspects of involving the citizens and developing methods of their participation in decision-making or community planning.

Conclusions. The analysis of the scientific sources demonstrated a wide range of research on public control of the representative bodies of authority, including in the context of decentralization. The theoretical and methodological principles of formation and development of such control are systematized by areas of research, in particular on: building a democratic society based on political theory; political decentralization (political sphere); building a sustainable democratic society; social problems of a democratic society; organization of the administration process; building the interaction of several sectors: involvement of the citizens in the development of a democratic society; storage and control of personal data.

At the same time, the greatest influence on the development of methodologies of public control in the organization of the socio-economic sphere of life of the state, security and defense have research in such scientific fields as: political science, economics, sociology, management (cybernetics). That is why, in our opinion, the effectiveness of public control is difficult to determine. We can only talk about the mechanisms and forms of involving the citizens in decision-making and control.

If we approach from the position of the theory of new public management, which is popular among studies in Ukraine, there are no theories or conceptual approaches that would systematically consider attitudes, behaviour and actions in the context of public control by the representative bodies of authority. Theoretical developments on "good management" were not included, as it does not provide for control from the public, but offers joint activities for the development of the state through other methods.

Many sources build relationships and interdependencies between these terms and distinguish between a "broader" understanding and a "narrower" one. Many definitions are repeated with a change in the name of control. The emphasis is mostly on control and oversight of the government functions. This did not allow for a quantitative analysis of the interaction of scientific theories, concepts, schools in the context of public control of the representative bodies of authority, because in domestic practice there are no references to them, and the definitions of public control are mostly statements that are a factor in democratic state formation and citizen involvement.

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