Formation in Ukraine of public management system is caused by the transition to a system of public authorities through decentralization. Lack of proper understanding of the complex issues, which arise in the course of the decentralization of power and management system reform, creates new risks and leads to new challenges for the current system of public administration in Ukraine. Thus, the study of prerequisites of this process, especially its legal aspect is of great topicality and aims at eliminating possible threats in the organizational and legal segments of management.

From the standpoint of the science of public administration, the theme was explored by V. Averianov, G. Atamanchuk, V. Bakumenko, V. Bordeniuk, N.Nyzhnyk, M. Pukhtynskyi, M. Selivin, S. Seregin, A. Tkachuk, S. Teleshun, Yu. Todyka, V. Tsvetkov, Yu. Sharov. But the works of these authors were written in the previous period and therefore do not reflect the latest trends in the policy of decentralization and public management in Ukraine.

Building organizational and legal frameworks of public management in Ukraine is taking place in terms of ongoing and still transitional period. The legacy of problems of the previous system of public administration, as shows the experience of post-socialist countries of Central and Eastern Europe and the Baltic states – former Soviet republics, can be solved only through the understanding of scientific achievements and adapting practical experience of public management of current leading members of the European Union and successful countries with the Western type of democracy. The period after Ukraine gained independence has objectively demanded the construction of a new system of public administration, and therefore strong political will, determination in overcoming the destructive legacy of public administration. In Ukraine, there were no state-building forces that
would demonstrate proper determination in forming preconditions for progressive system of public management.

The first approaches to decentralization of power and the formation of public management have been elaborated within the development and implementation of concepts of administrative-territorial reform in Ukraine. However, in general, their provisions were implemented inconsistently, without the adoption of relevant laws and regulations, but through the issuance of regulatory and legal acts and therefore there was not formed a favorable environment for irreversible positive changes in the management system.

Understanding of the need to introduce the system of public management and, therefore, decentralization of power was present in the Ukrainian political, expert and managerial environment, but it had no practically meaningful expression. Attempts to reform were expressed only in the conceptual grounding or, at best, crafting bills. At the same time, the practice of management has shown the accumulation of problems, especially those related to territory management.

The progressive bureaucratization of public administration system in Ukraine was the result, on the one hand, of the increasing role of bureaucracy, on the other – strengthening its inflexibility, rigidity, which ultimately led to the failure of the system to reform and improve itself. In practical terms, the improvement of public administration in Ukraine has resulted in the availability of two generally distinct trends – formal and practical. The main social and political prerequisite of conservative tendencies in public administration of Ukraine was the lack of sufficiently influential civil society.

The most famous and the one, which went through the public approbation of conceptual foundations, was a model of administrative-territorial system, developed in 2005. The basis of this model was the idea of maximum delegation of authority to local governments, which essentially meant decentralization. Conducting such a major reform required political will at the highest level of state leadership, consensus of the main political forces and NGOs and significant financial resources. The lack of these factors was the main reason for the suspension of this work on the implementation of the reform.
After the initial measures for civil service reform in Ukraine in the context of giving her the public character, conducted immediately after the social and political events in 2004, further political phenomena and processes in the Ukrainian society have virtually stopped the implementation of national measures on the Europeanization of national system of public management. In the following years due to political tensions at the highest level, these issues do not become the subject of attention of national politics and public authorities.

Thus, during the long period, the formation of preconditions for public management in Ukraine has been accompanied by ambiguous and contradictory processes. There was the purpose to liquidate the cumbersome, overly centralized and inefficient Soviet system of public administration with the aim to create a new, coherent and effective system of public administration with the prospect to turn it into a public management system. But poor handling of the system of transitional period has led to the establishment of another system – manual management – depending on the vested interests of power groups that had been assigning to the posts those officials "from themselves". Policy as an important tool of the powerful influence of these groups has led to excessive politicization of public administration and a political struggle – to a narrowing of the public sphere in management. As a result, the formation of an efficient system of public management has turned to a long oscillatory process with periodic rises and declines, and the introduction of public management has been postponed to the distant future.