





e-ISSN 3041-2498

# Public Management and Policy

<https://www.eu-scientists.com/index.php/pmap>



## Strategic Planning and Public Leadership

Liubov Kravchenko  <sup>1\*</sup> ● Volodymyr Dzeha  <sup>2</sup>

<sup>1</sup> *Communal Institution of Higher Education “Dnipro Academy of Continuing Education” of Dnipropetrovsk Regional Council” (Ukraine). Associate Professor at the Department of Public Administration and Law, PhD in Public Administration, Associate Professor.*

<sup>2</sup> *Taras Shevchenko Kyiv National University (Ukraine). Assistant Professor at the Department of Parliamentarism, PhD in Public Administration.*

\* *Corresponding Author*, e-mail: [liubovkravchenko79@gmail.com](mailto:liubovkravchenko79@gmail.com)

### ARTICLE INFO

### ABSTRACT

#### Research Article

#### DOI:

[10.70651/3041-2498/2025.10.03](https://doi.org/10.70651/3041-2498/2025.10.03)

Copyright © 2025  
by authors



*This is an open access journal and all published articles are licensed under a Creative Commons Attribution—NonCommercial 4.0 International (CC BY-NC 4.0)*



The article focuses on analyzing the relationship between strategic planning and public leadership within the system of public administration, particularly in the context of current challenges of state-building. The purpose of the study is to clarify the leader's role in strategic planning, identify the specific features of management transformation during wartime and post-war recovery, and outline the changes in styles and functions of public leadership. The research employed general scientific methods of cognition: analysis and synthesis, induction and deduction, comparative method, systemic approach, generalization, and logical-analytical method. The results show that the leader in strategic planning acts as a key figure who coordinates interactions between management levels, ensures coherence of actions, and directs teams toward achieving shared strategic goals. It has been found that the transformation of strategic planning in Ukraine occurred through a gradual transition from a centralized to a decentralized, digitally oriented, and adaptive management model. The modern paradigm is based on the principles of openness, participation, and evidence-based policy, as well as the active use of digital technologies and data to enhance policy efficiency. During wartime, strategic planning acquires a security dimension by combining defense and socio-economic priorities, while the post-war stage focuses on modernization, infrastructure recovery, and integration into the European space. In accordance with these processes, public leadership also evolves – from administrative management to a facilitative, innovative, and value-oriented style. The study demonstrates that a modern public leader thinks strategically, acts flexibly, maintains dialogue with the public, shapes a vision of shared development, and mobilizes society to strengthen national resilience. The practical value of the research lies in the possibility of applying its findings to improve the public administration system, develop leadership competencies among civil servants, and increase the effectiveness of strategic planning in the context of post-war state recovery.

### KEYWORDS

strategic planning, public leadership, management, transformation, efficiency.



## Стратегічне планування та публічне лідерство

Любов А. Кравченко  <sup>1\*</sup> ● Володимир В. Дзєга  <sup>2</sup>

<sup>1</sup> Комунальний заклад вищої освіти «Дніпровська академія неперервної освіти» Дніпропетровської обласної ради» (Україна). Доцент кафедри публічного управління та права, канд. держ. упр., доцент.

<sup>2</sup> Київський національний університет імені Тараса Шевченка (Україна). Асистент кафедри парламентаризму, д-р філософії з держ. упр.

\* Автор-кореспондент, e-mail: [liubovkravchenko79@gmail.com](mailto:liubovkravchenko79@gmail.com)

### СТАТТЯ

### АНОТАЦІЯ

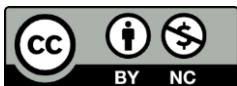
#### Дослідницька

#### DOI:

[10.70651/3041-2498/2025.10.03](https://doi.org/10.70651/3041-2498/2025.10.03)

#### Авторське право

© 2025 авторів



Цей твір ліцензовано на умовах Ліцензії Creative Commons «Із Зазначенням Авторства – Некомерційна 4.0 Міжнародна» (CC BY-NC 4.0).



Стаття присвячена аналізу взаємозв'язку стратегічного планування та публічного лідерства у системі публічного управління, зокрема в умовах сучасних викликів державотворення. Мета дослідження – з'ясувати роль лідера у стратегічному плануванні, визначити особливості трансформації підходів до управління в умовах війни та післявоєнного відновлення, а також окреслити зміни у стилях і функціях публічного лідерства. У ході наукового дослідження використовувалися загальнонаукові методи пізнання: аналіз і синтез, індукція та дедукція, порівняльний метод, системний підхід, узагальнення та логіко-аналітичний метод. Результати дослідження показують, що лідер у стратегічному плануванні виступає ключовою фігурою, яка координує взаємодію між управлінськими рівнями, сприяє узгодженості дій та орієнтує колективи на досягнення спільних стратегічних цілей. Досліджено, що трансформація стратегічного планування в Україні відбулася через поступовий перехід від централізованої до децентралізованої, цифрово орієнтованої та адаптивної моделі управління. Сучасна парадигма спирається на принципи відкритості, участі та доказовості, активне використання цифрових технологій і даних для підвищення ефективності політики. У воєнний період стратегічне планування набуває безпекового виміру, поєднуючи оборонні та соціально-економічні пріоритети, тоді як післявоєнний етап орієнтований на модернізацію, відновлення інфраструктури та інтеграцію в європейський простір. Відповідно до цих процесів еволюціонує і публічне лідерство – від адміністративного керівництва до фасилітативного, інноваційного й ціннісно орієнтованого стилю. Показано, що сучасний публічний лідер мислить стратегічно, діє гнучко, підтримує діалог із громадськістю, формує бачення спільного розвитку та мобілізує суспільство для зміцнення національної стійкості. Практичне значення дослідження полягає у можливості застосування його результатів для вдосконалення системи публічного управління, розвитку лідерських компетентностей державних службовців та підвищення ефективності стратегічного планування в умовах післявоєнного відновлення держави.

### КЛЮЧОВІ СЛОВА

стратегічне планування, публічне лідерство, управління, трансформація, ефективність.

## **1. Introduction**

In the current conditions of dynamic socio-political transformations, strategic planning is of particular importance as a key tool for ensuring the effectiveness of public administration and sustainable development. It allows not only to determine the priority areas of activity of the authorities, but also to form a long-term vision of the socio-economic progress of the state. Strategic planning is a systemic process that combines analytical, prognostic and managerial aspects, ensuring the consistency of actions at all levels of the state system. Its theoretical and methodological basis is based on the principles of effectiveness, target orientation, adaptability and public participation, which reflects the current trends in the transition from bureaucratic to flexible management model.

At the same time, the effectiveness of the implementation of strategic decisions largely depends on the level of development of public leadership. In the context of civil service reform, leadership is considered not only as an administrative function but as a social phenomenon that ensures interaction between the government and society. A public leader should be not only a manager, but also a communicator who is able to consolidate the efforts of various stakeholders, motivate the team, and contribute to the formation of trust in state institutions. The synergy of strategic planning and public leadership forms the intellectual and value basis of effective public administration focused on innovation, responsibility and sustainable development.

## **2. Literature Review**

The issues of strategic planning as a systemic process of forming long-term goals and an instrument of public administration have been sufficiently studied in the domestic scientific literature. The presented sources trace a variety of approaches to understanding the essence of strategic planning, its institutional, legal and practical aspects, but the analysis reveals the need for a deeper interdisciplinary integration of concepts.

A significant contribution to the development of the topic is made by such authors as O. Lebedenko [5], who reveals the nature of strategic planning in public institutions, emphasizing its systemic nature and normative basis. E. Taran [11] substantiates strategic planning as a tool for optimizing public policy, which allows achieving effectiveness in decision-making. V. Sadovska-Marynina et al. [9] analyze the legal support for the development of leadership in the civil service, pointing out its connection with the implementation of strategic goals. N. Prylepa and V. Huts [8] focus on the local level of strategic management, emphasizing the need for coherence between the state, regional and local levels. V. Naumenko [7] presents strategic planning as a key stage of the general management cycle at the state level. Yu. Liakh [6] raises the issue of institutional consolidation of leadership as a prerequisite for effective strategizing. I. Hryshchenko [3] examines the theoretical foundations of leadership formation, and L. Danylenko [1] analyzes leadership in the context of political activity. In the foreign context, an important place is occupied by A. Sundström and F. Svärdesten [10], who show the dynamics between strategic planning and control, justifying the transition to approaches based on data analytics. K. Klymenko et al. [4] complement the discussion by emphasizing strategic management in a national security environment.

To supplement the theoretical base, expert literature was also used – modern publications in online publications, in particular analytical reviews, publications of government strategies and digital transformation programs, which reflect current trends in management and strategizing.

Despite a sufficient amount of literature on this topic, there is a lack of systematized material that integrates the concept of strategic planning with leadership models in Ukrainian public administration. That is why various methods of scientific knowledge were used within the framework of the study: critical analysis, comparison of approaches, and generalization of theoretical provisions – in order to comprehensively comprehend the topic in the context of Ukrainian realities and global challenges.

## **3. Problem Statement**

The purpose of the article is to find out the role of the leader in strategic planning in the public administration system, to determine the features of the transformation of strategic planning in the context of modern challenges and to outline the corresponding changes in approaches to public

leadership. To achieve this goal, the importance of the public leader as a key factor in the effectiveness of strategic planning is studied, the stages and trends of its transformation from a centralized to an adaptive, digitalized model are analyzed, it also determines how changes in strategic management affect the evolution of styles and functions of public leadership in the conditions of war and post-war reconstruction of the state.

#### 4. Methods and Materials

In the process of the study, a set of general scientific and special methods was used, which ensured the systematic analysis of the relationship between strategic planning and public leadership. The main methods were analysis, synthesis, induction, deduction, comparative and system approaches, which made it possible to determine the stages of transformation of management models in the public sector. A logical-analytical method has been applied to generalize scientific approaches and identify trends in the development of public leadership in the conditions of war and post-war recovery. The empirical basis was made up of regulatory legal documents, strategic programs, official statistics and analytical materials of international organizations, which made it possible to form an objective picture of modern processes of public administration.

#### 5. Results and Discussion

Strategic planning is the fundamental basis of the public administration system, which ensures the coordination of actions of authorities, predictability of the political course and orientation towards long-term development goals. It operates on the basis of a hierarchical structure covering the national, regional and local levels. This approach provides for the integration of strategies of territorial communities into regional and then national strategies, which contributes to decentralization, increasing the efficiency of management and involving citizens in the formation of development policy [11].

A feature of strategic planning in the public sector is its openness and participation. Unlike the corporate environment, in which strategic decisions are made centrally, state planning involves the participation of a wide range of stakeholders – the public, business, scientific institutions and non-governmental organizations. This model increases transparency, accountability, and trust in the authorities. At the same time, strategic planning in the field of public administration is a tool for ensuring national security, which allows formulating strategic priorities, identifying threats and forecasting socio-economic and political risks in the context of global instability [11].

Leadership in the field of public administration is an integral factor in the effectiveness of strategic planning, as it provides motivation, communication and coordination between management structures. Public leadership consists of the ability of a leader to influence followers, mobilizing them to achieve common goals and implement the strategic priorities of state policy. It requires the development of professional competencies, ethical standards and adaptation to the dynamic conditions of social transformations [1].



**Fig.1. Leadership in strategic planning**

Source: Systematized by the authors based on [1; 11]

Given the geopolitical changes associated with the crisis of the Pandemic and Russia’s aggression against Ukraine, Ukraine’s state policy is gradually moving towards a model of “security through development”. This approach connects the stability of the state not only with the defense sector, but also with the development of socio-economic institutions, environmental, information and energy security. We look at how strategic planning approaches are changing under the influence of today’s geopolitical challenges in Table 1.

**Table 1. Transformational Stages of Strategic Planning in Ukraine**

Transformation stage	Key Focus	Tools
<b>1991–2004: Formation of Institutions of Independent Ukraine</b>	Creation of basic socio-economic infrastructures and a public administration system.	Constitution of Ukraine, basic laws, state target programs, initial regional strategies, macro-stabilization measures [8]
<b>2005–2013: Institutional Strengthening and European Integration Orientation</b>	Improvement of coordination between central and local authorities, coordination of development strategies.	Program-targeted budgeting, medium-term planning, development of e-governance, adaptation to EU norms [8]
<b>2010–2015: Centralized Strategic Planning Model</b>	Concentration of strategic decisions at the center level; ensuring hierarchical coherence.	Central planning, performance evaluation systems, vertical reporting [10]
<b>2014–2019: Decentralization and Building a Culture of Responsibility</b>	Rethinking leadership and accountability; expansion of regional autonomy.	Open Data, Anti-Corruption Mechanisms, KPIs, Local Development Strategies, Public Consultations [6; 8]
<b>2016–2020: Transition to a decentralized planning model</b>	Increasing flexibility and co-responsibility between levels of management.	Abolition of unified control tools, the “results-based management” approach, and regional performance indicators [10]
<b>2020–2021: Corona crisis and digital transition</b>	Ensuring the continuity of state functions and public services.	Digitalization of services, scenario planning, crisis budgets, remote formats [1]
<b>2021–2024: Formation of a data-driven paradigm of strategic management</b>	Move to digital analytics and agile real-time decision-making.	Big data, analytical platforms, online monitoring of strategy execution, evidence-based policy [10]
<b>2022–2025 War – deterring aggression and reorienting goals</b>	Integration of security and defense dimensions into strategic planning; national resilience.	Interagency coordination, risk and capability assessment, military-industrial alliances, resilience framework [4]
<b>Post-war period: Restoration and modernization of the state</b>	Reconstruction of infrastructure, modernization of the economy, and European integration.	Portfolio Project Management, Public-Private Partnership (PPP), Donor Coordination, Green Deal, Anti-Corruption Standards [4; 8].

Source: Systematized by the authors.

Thus, strategic planning in the field of public administration has gradually transformed from a centralized, procedurally-oriented model to a flexible, digitalized and adaptive management system. Its modern paradigm is based on the principles of openness, decentralization, evidence, and interagency interaction. Under the influence of the war, strategic planning has shifted its emphasis from purely development to ensuring national resilience and security, combining defense, socio-economic, energy and humanitarian dimensions. In the post-war period, it acquires a new mission – coordination of recovery, modernization and European integration, based on digital technologies, data analytics and the principles of “smart governance”. At the same time, strategic planning retains a humanistic orientation, focusing on restoring public trust, developing human potential and ensuring sustainable peace and development of the state [12].

Public leadership in this context acquires a new quality. A modern leader in the public sector should act not only as a leader, but also as a facilitator of change, a communicator between the government and the public, and a moderator of public dialogue. Its strength lies in the combination of strategic thinking, emotional maturity and the ability to act in the face of uncertainty. Such a leader forms not only politics, but also trust, becoming a central factor in the effective implementation of strategic decisions [2].

As noted by I. Hryshchenko [3], he considers leadership as a phenomenon of group management, emphasizing that an effective leader is not only a bearer of formal power, but primarily an organizer of joint activities, who can mobilize the resources of the team, form common values and motivate to achieve goals. In turn, L. Danylenko [1], in modern conditions, the formation of the political elite occurs under the influence of social transformations, which leads to a change in requirements for leaders – from traditional management to innovative thinking, strategic vision and a high level of social responsibility. She emphasizes that political leadership is increasingly based on moral authority, professionalism and the ability to dialogue in a pluralistic environment.

Taking into account the above, the reform of public leadership styles should take place in accordance with the transformations of strategic planning – from control to partnership, from centralization to flexibility, from formal leadership to value leadership. This approach ensures the consistency of managerial decisions with public needs, contributes to increasing trust in the authorities and the formation of a new generation of public administration leaders who are able to act effectively in the face of global challenges [1; 3].

The interdependence between the transformation of strategic planning and the evolution of public leadership in the field of public administration is summarized in Table 2.

**Table 2. Relationship between the transformation of strategic planning and the development of public leadership in public administration**

Strategic planning stage	Key Approaches to Public Leadership
<b>Creation of basic socio-economic infrastructures and a public administration system</b>	Leadership acquires an institutional character. The main function is the consolidation of society and the establishment of the civil service on a professional basis for management.
<b>Improvement of coordination between central and local authorities, coordination of development strategies</b>	Leaders act as coordinators and intermediaries between different levels of management. Their task is to ensure policy synergy, develop horizontal links, and increase the effectiveness of management decisions through cooperation and dialogue.
<b>Concentration of strategic decisions at the center level, ensuring hierarchical consistency</b>	Leadership has an administrative and control character. Leaders perform the functions of supervisors, ensure discipline, control, and stability in the system, focusing on the implementation of plans and centralized tasks.
<b>Rethinking leadership and accountability; expanding regional autonomy</b>	Leaders act as agents of change, initiate citizen participation, develop transparency and accountability, and build trust and responsibility in the public sphere at the level of territorial communities
<b>Increasing flexibility and co-responsibility between levels of management</b>	Leadership becomes facilitative and collaborative. The main role is to create conditions for joint decision-making, stimulate team autonomy, and support cross-sectoral interaction
<b>Ensuring the continuity of state functions and public services (crisis period)</b>	Leaders act as stabilizers of the system, make decisions in conditions of uncertainty, and maintain the morale of teams and public trust. Their function is risk management and rapid mobilization of resources.
<b>Move to digital analytics and agile real-time decision-making</b>	Leadership becomes innovative and data-driven. The main functions of the leader are forecasting, analytical adaptability, and digital competence.
<b>Integration of security and defense dimensions into strategic planning; National resilience</b>	The leader’s activities are aimed at consolidating resources, coordinating security, economic, and humanitarian policies, and building national unity and resilience.
<b>Reconstruction of infrastructure, modernization of the economy, and European integration</b>	Leaders form a vision of post-war development, mobilize international partnerships, and promote value-based and humanistic leadership aimed at sustainable development and European integration.

Source: Developed by the authors based on the data given in [4; 12].

Table 2 illustrates the evolving link between strategic planning stages and public leadership roles in administration. Starting with infrastructure creation, leadership becomes institutional, focusing on societal consolidation and professional civil services. As coordination between central and local levels improves, leaders act as coordinators, enhancing policy synergy. Centralized decision-making shifts leadership to an administrative, control-focused role. Expanding regional autonomy turns leaders into change agents, promoting transparency. Flexibility fosters collaborative leadership, encouraging joint decisions. In crises, leaders stabilize systems, managing risks. Digital analytics introduces innovative, data-driven leadership, emphasizing adaptability. Finally, integrating security and reconstruction positions leaders as visionaries, driving resilience and European integration. This evolution reflects leadership’s adaptation to strategic planning demands, enhancing governance effectiveness.

## 6. Conclusions

Thus, the leader in strategic planning plays a key role as a coordinator, communicator and motivator, which ensures the coordination of actions between management levels, orients teams to achieve common strategic goals and builds trust in government institutions. It is leadership that determines the quality of strategic decision-making, because it combines analytical thinking with the ability to work in a complex socio-political environment. An effective public leader is able not only to implement policies but also to create conditions for citizen engagement, partnership, and co-creation of management decisions.

Transformations of strategic planning in Ukraine took place gradually – from a centralized model of public administration to a decentralized, digitally oriented and adaptive system. The modern planning paradigm relies on the principles of openness, participation and evidence, using digital technologies and data analytics to improve policy effectiveness. In the conditions of war, strategic planning has acquired a security dimension, combining defense and socio-economic priorities, and the post-war stage is determined by the need for modernization, restoration of infrastructure and European integration.

In accordance with these changes, public leadership has also evolved – from administrative leadership to facilitative and value-oriented. A modern leader must think strategically, act flexibly, and be open to innovation and dialogue with the public. He becomes not only an executor of state decisions, but a creator of a strategic vision capable of mobilizing society for joint development, restoration and strengthening of national resilience.

## References

1. Danylenko, L. I. (2014). Liderstvo politychnoi elity [Leadership of the political elite]. In V. A. Hoshovska (Ed.), *Elitoznavstvo* [Elite studies]. Tsentr uchbovoi literatury. (in Ukrainian)
2. Hartley, J. (2018). Ten propositions about public leadership. *International Journal of Public Leadership*, 14(4), 202–217. <https://doi.org/10.1108/IJPL-09-2018-0048>
3. Hryshchenko, I. M. (2015). Liderstvo yak fenomen upravlinnia hrupoiu [Leadership as a phenomenon of group management]. *Investytsii: praktyka ta dosvid*, (10), 116–119. [http://nbuv.gov.ua/UJRN/ipd\\_2015\\_10\\_26](http://nbuv.gov.ua/UJRN/ipd_2015_10_26) (in Ukrainian)
4. Klymenko, K., Petrukha, N., & Petrukha, S. (2024). “Green” Marshall Plan for Ukraine: Financial, economic and regulatory context. *RFI Scientific Papers*, 1(106), 20–49. <https://doi.org/10.33763/npndfi2024.01.020>
5. Lebedenko, O. V. (2024). Stratehichne planuvannia v publichnykh ustanovakh ta orhanizatsiiakh [Strategic planning in public institutions and organizations]. *Dnipro Scientific Journal of Public Administration, Psychology, and Law*, (1), 53–57. <https://doi.org/10.51547/ppp.dp.ua/2024.1.8> (in Ukrainian)
6. Liakh, Yu. (2022). Liderstvo v publichnomu upravlinni: perspektyvy rozvytku v Ukraini [Leadership in public administration: Development prospects in Ukraine]. *Universytetski naukovyi zapysky*, 3(87), 106–115. [https://unz.univer.km.ua/article/download/87\\_106-115/pdf](https://unz.univer.km.ua/article/download/87_106-115/pdf) (in Ukrainian)
7. Naumenko, V. D. (2023). Stratehichne planuvannia yak osnovnyi etap protsesu stratehichnoho upravlinnia sotsialno-ekonomichnym rozvytkom derzhavy [Strategic planning as the main stage of the strategic management process of socio-economic development of the state]. *Scientific Notes of V. I. Vernadsky TNU. Series: Public Administration and Administration*, 34(73) (1), 80–86. <https://doi.org/10.32782/TNU-2663-6468/2023.1/15> (in Ukrainian)
8. Prylepa, N. V., & Huts, V. V. (2019). Stratehichne planuvannia v orhanakh publichnoho upravlinnia na mistsevomu rivni [Strategic planning in public administration bodies at the local level]. *Visnyk Khmelnytskoho natsionalnoho universytetu. Ekonomichni nauky*, (5), 180–183. <http://doi.org/10.31891/2307-5740-2019-274-5-182-185> (in Ukrainian)
9. Sadvovska-Marynina, V. B., Trosteniuk, Yu. V., & Rybina, Yu. O. (2019). Normatyvno-pravove zabezpechennia rozvytku liderstva na derzhavnii sluzhbi v Ukraini [Regulatory and legal support for leadership development in the civil service in Ukraine]. *Ekonomika, upravlinnia ta administruvannia*, 3(89), 184–190. <https://ema.ztu.edu.ua/article/view/185130/184792> (in Ukrainian)
10. Sundström, A., & Svärdesten, F. (2025). Modes of strategic control: shifting dynamics between planning and control tools in strategy implementation. *Public Management Review*, 1–25. <https://doi.org/10.1080/14719037.2025.2492299>
11. Taran, Ye. I. (2025). Stratehichne planuvannia yak instrument pidvyshchennia efektyvnosti derzhavnoi polityky [Strategic planning as a tool for increasing the efficiency of state policy]. *Tavriiskyi naukovyi visnyk. Seriya: Publichne upravlinnia ta administruvannia*, (2), 135–145. <https://doi.org/10.32782/tnv-pub.2025.2.16> (in Ukrainian)
12. Tirbakh, L., & Yaroshchuk, Ya. (2025). Mozhlyvosti stratehichnoho planuvannia u sferi derzhavnoho upravlinnia [Opportunities for strategic planning in the field of public administration]. *Publichne upravlinnia: kontseptsii, paradyhma, rozvytok, udoskonalennia*, (11), 146–152. <https://doi.org/10.31470/2786-6246-2025-11-146-152> (in Ukrainian)