

SECTION 2. PUBLIC ADMINISTRATION UNDER CONDITIONS OF INTENSIFICATION OF THE DEVELOPMENT OF CIVIL SOCIETY

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STATE OF DEVELOPMENT OF PUBLIC ADMINISTRATION IN CONDITIONS OF HUMANIZATION TENDENCIES

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INTRODUCTION

In order to ensure a high level of its functioning in various spheres of social life and to bridge the gap between its own development and the development of other countries, any state must pursue a unified human-centric policy to implement targeted measures to ensure integrated personal development and interests. As of today, Ukraine has embarked on an innovative path of development and mastery of high technologies as the content of social transformation. In order to initialize an effective regulatory mechanism for regulating public relations, which are formed in the process of public administration, in addition to the general elements, the state of these public relations, their new forms, new methods and ways used in these relations should be taken into account (because they essentially give them new characteristics), etc.

Humanistic values in reforming the system of public administration must be used to change the socio-psychological atmosphere that arises during management activity. The system of managerial influence cannot exist in isolation from social development, and be aimed only at management. The formation of public administration in Ukraine is influenced by a number of factors that transform it and give it new characteristics. And this, among other things, requires the search for new forms and methods of interaction of public administration subjects with civil society institutions for the fullest realization of the powers of each of them. The state and functioning of civil society institutions is the subject of research in various social sciences, depending on which will differ set of features that determine its definition¹.

¹ Карась А.Ф. Філософія громадянського суспільства в класичних теоріях і некласичних інтерпретаціях: *монографія*. Київ; Львів: «Видавничий центр ЛНУ ім. І. Франка», 2004. 520 с.

The coexistence of state power and civil society institutions is crucial in determining the importance of civil society in public administration. From this point of view, this study uses a formal-dogmatic approach, in which the state of law does not oppose civil society, but creates favourable conditions for its normal functioning and development.

Despite the obvious relevance of real rather than formal involvement of civil society institutions in public administration, it should be recognized that domestic scholars resort only to fragmentary research on these issues. In addition, in the context of the institutionalization of the concept of the «service state», all social relations are changing. However, since the participation of civil society institutions in public administration is rather formal, from a functional point of view, it does not affect the quality of governance in the state. In essence, this problem is not the lack of opportunity to argue the need to take into account the position of the public. Its solution is possible through the use of application tools for the actual implementation of formal requirements.

1. Institutional and legal principles of public administration

The sphere of public administration essentially reflects a qualitative approach to public administration. Administration (from the Latin «administratio» means «service», «assistance», «management») is an activity that consists in the direction and management of certain social relations. Emphasizing the essence of administration, I.P. Yakovlev, it is stated that in the theory and practice of administration is used to describe: management and its mechanism, the implementation of administrative orders in the judiciary, executive and administrative activities of the state, the science of public administration, the process of payment of mandatory payments, etc². For example, according to the point of view of S.I. Chernovyy and S.O. Hayduchenko, administration is determined by the prerogative of executive authorities or state servant³. That is, administration is seen as an analogue of management. Although, management is a purposeful influence on the objects of management, using methods that involve the subordination of these objects to managerial influence by the subject of management⁴. Moreover, the understanding of administration as synonymous with management has no logical basis, because the replacement of one the term other does not change the essence of the phenomenon being characterized.

² Яковлев І.П. Публічне адміністрування у сфері державної митної справи: термінологічний пошук. *Європейські перспективи*. 2015. № 6. С. 119–125.

³ Чернов С.І. Текст лекцій з дисципліни «Публічне адміністрування» / С.І. Чернов, С.О. Гайдученко; Харк. нац. ун-т міськ. госп-ва ім. О.М. Бекетова. Харків: ХНУМГ, 2014. 97 с. 7

⁴ Державне управління: словник-довідник / За заг. ред. В.М. Князева, В.Д. Бакуменка. Київ: Вид-во УАДУ, 2002. 228 с.

Returning to the definition of «administration» in its original meaning, let's draw our attention to its interpretation as an activity of «service» and «assistance». This interpretation is characteristic of the anthropocentric approach in administrative law. The advantage of a democratic model of relations between the state and citizens is manifested, first of all, in the long-term plan, which consists in the flexibility and elasticity provided by effective feedback⁵. (*Bila-Tiunova, Bilous-Osin, Kozachuk, Vasytkivska, 2019*). As indicated by Melnyk R.S. and Bevzenko V.M., only from the moment of proclamation of independence of Ukraine, enshrining in its Basic Law the provision that human, his life and health, honour and dignity, inviolability and security are recognized as the highest social value, the process of reformatting relations between the population and the state authority began, which should end with the development of civil society. The solution to this problem can be achieved only by reviewing the role of state power in society⁶.

A reflection of the new approach to the way of organizing the influence of the state on public relations is the reassessment of the priority of state interests. Public administration is characterized by ensuring human interests primarily with an emphasis on the person as the main subject of administrative and legal relations⁷. In addition, anthropocentrism as a new concept of administrative law is to ensure and adhere to the rule of law in the public sphere, ensuring the focus of administrative law on the priority of rights of individuals and legal entities, ensuring compliance with constitutional principles in all spheres of public life⁸.

Thus, the effectiveness of administrative law through the prism of management is questionable, and will not meet the requirements of the development of public relations. Therefore, it is necessary to return to the enlightening ideas of the functioning of the state and its interaction with citizens.

Modern administrative law should operate with the concept of «administration», because it reflects the influence of the state in the face of authorized bodies on public relations in a way that is effective, especially

⁵ Bila-Tiunova L., Bilous-Osin T., Kozachuk D., & Vasytkivska V. (2019) Participation of civil society in public administration: prospects for international experience implementation in Ukraine, *Humanities & Social Sciences Reviews*, 7(5), 757–764. URL: <https://doi.org/10.18510/hssr.2019.7594>

⁶ Мельник Р.С., Бевзенко В.М. Загальне адміністративне право: навчальний посібник / За заг. ред. Р.С. Мельника. Київ: Ваіте, 2014. 376 с.

⁷ Пирожкова Ю.В. Теорія функцій адміністративного права: дис. ... докт. юрид. наук: спец. 12.00.07 / Ю.В. Пирожкова. Запоріжжя, 2017.

⁸ Яровська В. Людиноцентристська концепція адміністративно-правової доктрини права як ідеологічна передумова перегляду змісту методів адміністративного права. *Visegrad Journal on Human Rights*. 2016. № 6/3. Ст. 160–168.

for the person. If there is a need, the state should govern, otherwise – should help, but in any case – this activity should be carried out in order to serve the people. For these reasons, the term «administration» fully reflects the state of qualitative development of the state and the way of its organizational influence on public relations.

Regarding publicity as the main feature of administration, the following should be noted. The difference between «public» and «state» consists in qualitative and quantitative indicators. As for quantitative differences, they relate to etymological comparisons of a relatively large amount of public. Subjects of public authority, in addition to state authorities, the authorities of the Autonomous Republic of Crimea, include local governments, organizations with delegated powers, and it is possible that other subjects of public authorities. Thus, the category of «public service» has become widely used in domestic administrative science. The need to reconsider the role of public authority has ensured the emergence of new social roles of citizens, improving their jurisprudence and forming a legal culture in them, on the one hand, and the need to ensure the well-being of people, on the other.

The volumetric prevalence of «public service» is confirmed by the provisions of the Code of Administrative Proceedings of Ukraine. In accordance with paragraph 15 of Part 1 of Art. 3, public service means activity in state political positions, professional activity of judges, prosecutors, military service, alternative (non-military) service, diplomatic service, other state service, service in the authorities of the Autonomous Republic of Crimea, local self-government bodies⁹. That is, the concept of public is broader than the concept of state.

As I.P. Yakovlev rightly notes, the main purpose of the public is the public interest, guaranteeing the common good of civil society, its stable development, combined with the provision and maintenance of effective institutions of self-regulation. Secondly, in the reference literature the term «public» additionally states the need for informational interaction of the subjects of power with society, which has become one of the qualitative features of administration¹⁰.

In essence, the criteria of the subject composition, the order of implementation, content, essential features reflect the qualitative and quantitative changes that the concept of state has undergone in the transformation into the concept of public. Thus, public administration is

⁹ Кодекс адміністративного судочинства України: Закон України від 06.07.2005 р. № 2747-IV. URL: <https://zakon2.rada.gov.ua/laws/show/2747-15>.

¹⁰ Яковлев І.П. Форми і методи публічного адміністрування у державній митній справі: дис. ... канд. юрид. наук: 12.00.07 / Яковлев Іван Петрович. Одеса, 2016. 224 с. 34.

the activity of public authorities, which is manifested in the coordinated influence on specific public relations through specific methods, tools, forms and aims to ensure the public interest.

Regarding a particular type of public administration, there are social relations, which are characterized by a set of specific features. At the same time, participants in relations that arise in the process of public administration can be classified into those who exert a concerted influence on specific public relations using specific methods, tools, forms and aimed at ensuring the public interest and those who fall under the influence of this agreed impact. This statement correlates with the generally accepted approach to the relationship between the concepts of «the subject of legal relations» and «the subject of law». An entity that exerts a concerted influence and has the appropriate authority to do so is essentially a public administration subject.

In general, the doctrine of administrative law uses the following approaches to the essence of the concept of «the subject of public administration». First, the practice of using the terms «public administration» and «subject of public administration» as synonyms is widely popular¹¹. From the point of view of functional purpose, this is true, because the subject of public administration is the one who is authorized to carry out this activity. Accordingly, a group of these entities is defined as a «public administration».

Two approaches can be applied to the definition of «public administration» in European law: narrow and broad. The first approach consists in defining «public administration» as «regional bodies, local and other public authorities», «central governments» and «public service». Public authorities mean institutions of a regional, local or other nature, other bodies whose activities are governed by public law or by the actions of the member states. In a broad approach, «public administration» includes public authorities and entities that are not part of it organizationally, but perform the functions delegated to it¹². At the same time, «public authority» (or bodies of public authorities) should be understood as: any institution of public law (including the state, regional and local public authorities, independent public enterprises) and any natural persons in the performance of their official duties.

V.K. Kolpakov drew attention to the fact that public administration as a legal category has two dimensions: functional and organizational-structural. In this case, the functional dimension involves the consideration

¹¹ Адміністративне право України. Повний курс: підручник / Галунько В., Діхтієвський П., Кузьменко О., Стеценко С. та ін. Херсон: ОЛДІ-ПЛЮС, 2018. 446 с. 73 С.

¹² Кравцова Т.М., Солонар. А.В. Поняття та принципи діяльності публічної адміністрації. *Форум права*. 2010. № 4. Ст. 522–525.

of public administration as the activities of relevant structural entities to perform functions aimed at realizing the public interest, and organizational-structural – a set of bodies formed for the exercise (implementation) of public authority¹³. Thus, from the standpoint of the structural dimension, public administration recognizes organically a single and functioning system of public administration, especially executive bodies and local government, their officials and functionaries, as well as institutions, organizations, individual non-governmental organizations that carry out in accordance with the law public management functions in order to satisfy the public interest.

The features that characterize the subject of public administration include:

- 1) it is a somehow coordinated and organized system of bodies, which is not hierarchically structured, but must act in a coordinated, purposeful manner, avoiding duplication of functions and excessive bureaucracy;
- 2) the subject is the state, and the purpose of the subjects of public administration is to ensure the public interest – i.e. the interests of both the state and society as a whole, and not individual citizens and social groups;
- 3) public administration relies on power, performing public functions;
- 4) the activity of public administration extends to the whole society;
- 5) public administration operates on the basis of a set of methods of influence: legal, political, economic, social through the use of methods of legal regulation, such as coordination, persuasion, incentives, coercion, etc.

2. Public participation in public administration as a determinant of humanization trends

Special attention should be paid to such a functional feature of public administration as mandatory interaction with civil society institutions. The need to involve the public in public administration is caused by the adoption of the National Strategy for Civil Society Development in Ukraine for 2016–2020, which provides for the creation of favourable conditions for civil society development, various forms of participatory democracy, effective public interaction with public authorities and local governments¹⁴. At the same time, the forms of interaction of civil society institutions with public administration entities differ depending on the rights granted to citizens.

In general, the system of international legal norms concerning the development of civil society and various forms of its participation in

¹³ Курс адміністративного права України: підручник / В.К. Колпаков, О.В. Кузьменко, І.Д. Пастух, В.Д. Сущенко [та ін.] / за ред. В.К. Колпаков. Київ: Юрінком Інтер, 2012. 808 с.

¹⁴ Про сприяння розвитку громадянського суспільства в Україні: Указ Президента України від 26.02.2016 р. № 68/2016. Дата оновлення від 26.02.2016 р. URL: <https://zakon.rada.gov.ua/laws/show/68/2016>.

public administration is based primarily on the provisions of the Universal Declaration of Human Rights. According to this international instrument, everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers (art. 19), freedom of peaceful assembly and association (art. 20), everyone has the right to participate in the governance of their country directly or through freely elected representatives (Article 21), etc¹⁵.

Subsequently, the rights of citizens in the management of public affairs were supplemented and specified in the International Covenant on Civil and Political Rights, which provides that free expression of human rights includes the freedom to seek, receive and impart information and ideas, regardless of national borders, orally, in writing or by means of printing or artistic forms of expression or in other ways of their choice (Article 19). Progressive is the norm that every citizen should have without any discrimination and without unreasonable restrictions the right and opportunity: to participate in public affairs both directly and through freely elected representatives, to vote and be elected in genuine periodic elections, which are held on the basis of universal and equal suffrage by secret ballot and ensure the freedom of expression of voters, to be allowed in their country on general terms of equality in the civil service¹⁶.

A separate block of international legal standards for the participation of civil society institutions in public administration are the rules provided for in the Convention for the Protection of Human Rights and Fundamental Freedoms¹⁷. Instead, the European Social Charter already establishes the right of workers and employers to establish local, national or international organizations to protect their economic and social interests and to join such organizations. On the other hand, states undertake to act in such a way that national law does not in any way restrict this freedom. The procedure for applying these safeguards to members of the armed forces and the extent to which they apply to persons in this category are also determined by national laws or regulations¹⁸.

¹⁵ Загальна декларація прав людини: Міжнародний документ від 10.12.1948 р. URL: http://zakon4.rada.gov.ua/laws/show/995_015.

¹⁶ Міжнародний пакт про громадянські і політичні права: Міжнародний документ від 16.12.1966 р. URL: https://zakon.rada.gov.ua/laws/show/995_042.

¹⁷ Конвенція про захист прав людини і основоположних свобод: Міжнародний документ від 1950 р. URL: https://zakon2.rada.gov.ua/laws/show/995_004.

¹⁸ Європейська соціальна хартія (переглянута): Міжнародний документ від 03.05.1996 р. *Відомості Верховної Ради України*. 2007. № 51. Ст. 2096.

A new impetus for the development of the participation of civil society institutions in public administration was the adoption of the Convention on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters. This international document for the first time establishes the principles of public participation in decision-making on specific activities (Article 6), public participation in addressing issues related to the development of plans, programs and policy documents related to the environment (Article 7), public participation in preparation of normative acts of executive power and (or) universally binding legal acts (Article 8). In order to implement these provisions, the following measures are taken: sufficient time is determined to ensure effective participation; draft rules are published or otherwise communicated to the public; the public is given the opportunity to comment directly or through representative advisory bodies. The results of public participation are taken into account as much as possible¹⁹.

It is necessary to pay attention to the Recommendations of the Committee of Ministers of the Council of Europe «On Citizens' Participation in Local Public Life» of 2001, which oblige public administration entities to guarantee citizens the right to access clear, comprehensive information on various cases concerning their local communities, and the right to comment on the most important decisions that affect their future; to promote a culture of democratic participation; encourage citizens to take responsibility and contribute to the lives of their communities. It is important to create conditions for the activities of public associations as important partners, as well as a driving force in the development, support and practical implementation of democratic participation²⁰.

The next step in the process of developing international standards for the participation of civil society institutions in public administration was the adoption in 2017 by the Committee of Ministers of the Council of Europe of the Guiding Principles on Public Participation in Political Decision-Making. This international document identifies the general principles of participation of civil society institutions in public administration. However, such participation can take various forms, including information, counseling, dialogue and active participation. With regard to the decision-making process, all relevant information should be provided in clear

¹⁹ Конвенція про доступ до інформації, участь громадськості в процесі прийняття рішень та доступі до правосуддя з питань, що стосуються довкілля: Міжнародний документ від 25.06.1998 р. *Офіційний вісник України* 2010. № 33. Ст. 12.

²⁰ Про участь громадян у місцевому публічному житті: Рекомендація Rec (2001) 19 Комітету міністрів Ради Європи від 06.12.2001 р. URL: https://zakon.rada.gov.ua/laws/show/994_739.

and understandable wording, as well as in an appropriate and accessible format, without inappropriate administrative, unhindered and, in principle, free of charge, in accordance with the principles of data openness. Public authorities should provide full access to key documents and information offline and online, without limiting the possibility of analyzing and reusing such information.

With regard to counseling, public authorities are allowed to gather the views of civil society as a whole. Consultations can be conducted through a variety of methods and tools, such as meetings, public hearings, focus groups, public opinion polls, questionnaires and digital tools. Public authorities should provide public comments on the results of the consultations, in particular information on the reasons for the final decisions taken.

The dialogue between civil society institutions and the subjects of public administration should be constant and structured, and oriented on the basis of mutual interests in the exchange of views. Public authorities and civil society in general may consider setting up different platforms as a permanent place for dialogue and participation. Such platforms may include regular public hearings, public forums, advisory councils or similar structures.

Active involvement of civil society institutions concerns opportunities for public participation in the decision-making process, which are offered by public authorities to citizens that go beyond the provision of information, consultation and dialogue. This may include working groups or committees for the joint development of documents, as well as policies and laws that ultimately require the decision of the relevant public authority. Where joint working groups or committees exist, public authorities should implement transparent criteria and processes for representing citizens and civil society as a whole. Citizens should be able to participate in the various stages of the decision-making process taken by public authorities with the appropriate powers²¹.

Thus, international standards for the participation of civil society institutions in public administration constitute a system of norms that cover the most important aspects of public participation. This system is not sustainable, it is constantly evolving with the development of social relations. For example, in the context of intensification of technology, it is important to promote electronic participation of citizens in the management of public affairs. The possibility of free access to the electronic display of

²¹ Керівні принципи щодо громадської участі у процесі прийняття політичних рішень, 2017. URL: <https://rm.coe.int/guidelines-on-civil-participation-in-political-decision-making/168076e135>.

the activities of any subject of public administration will simplify public participation in making specific decisions. For Ukraine, it remains important to create an electronic database of activities for the implementation of public administration, which in one way or another relates to the environment.

Forms of participation of civil society institutions in public administration in Ukraine are based on the norms of national legislation. According to the Constitution of Ukraine, every citizen is guaranteed the right to freedom of thought and speech, to freely express their views and beliefs (Article 34), the right to freedom of association in political parties and public organizations to exercise and protect their rights and freedoms and satisfaction political, economic, social, cultural and other interests (Article 36), the right to participate in the management of state affairs, in all-Ukrainian and local referendums, to freely elect and be elected to public authorities and local governments (Article 38), the right to send individual or collective written appeals or to personally address state authorities, local self-government bodies and officials and functionaries of these bodies and a number of other rights and freedoms²².

In general, the forms of participation of civil society institutions in public administration include the following: public consultations on the formation and implementation of public policy²³, the establishment and operation of public (expert) councils in the activities of public administration²⁴; conducting public examination of the activities of public authorities, anti-corruption public examination of the activities of public administration entities²⁵; ensuring the possibility to submit appeals of citizens to the subjects of public administration²⁶, etc.

As for who will be responsible for establishing cooperation between civil society institutions and public administration entities, it is theoretically clear

²² Конституція України: Закон України від 02.10.1996 р. Із змінами, внесеними Законом України від 08.12.2004 р. № 2222-IV. Дата оновлення 01.01.2020 р. URL: <http://zakon2.rada.gov.ua/laws/show/254%D0%BA/96-%D0%B2%D1%80>.

²³ Порядок проведення консультацій з громадськістю з питань формування та реалізації державної політики: Постанова Кабінету Міністрів України від 3 листопада 2010 р. № 996. *Офіційний вісник України*. 2010. № 84. Ст. 36.

²⁴ Типове положення про громадську раду при міністерстві, іншому центральному органі виконавчої влади, Раді міністрів Автономної Республіки Крим, обласній, Київській та Севастопольській міській, районній, районній у м. Києві та Севастополі державній адміністрації: Постанова Кабінету Міністрів України від 24 квітня 2019 р. № 353. *Офіційний вісник України*. 2019. № 36. Ст. 88.

²⁵ Про затвердження Порядку сприяння проведенню громадської експертизи діяльності органів виконавчої влади: Постанова Кабінету Міністрів України від 5 листопада 2011 р. № 976. *Офіційний вісник України*. 2008. № 86. Ст. 100.

²⁶ Про звернення громадян: Закон України від 02.10.1996 р. Дата оновлення 01.01.2020 р. URL: <https://zakon2.rada.gov.ua/laws/show/393/96-%D0%B2%D1%80>.

that this is the responsibility of state executive bodies (Cabinet of Ministers of Ukraine, ministries and other central bodies, local state administrations), local governments, administrations of state enterprises, institutions and organizations and their officials, whose competence includes: planning, ensuring, implementation, control over the rights and freedoms of man and citizen. This is partially enshrined in the normative level, for example, in accordance with the Law of Ukraine «On the Cabinet of Ministers of Ukraine» this executive body:

- ts in accordance with such basic tasks as: implementation of domestic and foreign policy of the state; taking measures to ensure the rights and freedoms of man and citizen, creating favourable conditions for the free and comprehensive development of the individual; development and implementation of national programs of economic, scientific, technical, social, cultural development (Article 2);

- the general issues of competence of the Cabinet of Ministers of Ukraine related to the development of civil society include: «activities aimed at ensuring the interests of the Ukrainian people through the Constitution, laws of Ukraine, acts of the President of Ukraine», «resolving issues of public administration ... in legal policy, legality, ensuring the rights and freedoms of man and citizen» (Article 19);

- the main powers of the Cabinet of Ministers of Ukraine in the field of social policy, health care, education, science, culture, sports, tourism, environmental protection and emergency response include: participation of the Cabinet of Ministers of Ukraine as a party in social dialogue at the national level; promoting its development, in accordance with the law, consulting with other parties to the social dialogue on draft laws, other regulations on the formation and implementation of state social and economic policy, regulation of labour, social, economic relations (Article 20), etc²⁷. (On the Cabinet of Ministers of Ukraine, 2014).

As for the system of central executive bodies, they are composed of the ministries of Ukraine and other central executive bodies, which, among other things, must: ensure social dialogue at the sectoral level; prepare recommendations for the implementation of the tasks of the Ministry may form boards of the Ministry as an advisory body, which should include representatives of civil society institutions; organize public consultations; to publish information related to the organization and conduct of public consultations in a specially created section «Public Consultations» of the

²⁷ Про Кабінет Міністрів України: Закон України від 2.02.2014 р. *Відомості Верховної Ради України*. 2014. № 13. Ст. 828.

official website of the executive body; draw up an indicative plan for public consultations; form public councils at central and local executive bodies and to ensure their functioning by submitting to the public council drafts of relevant normative legal acts and information and analytical materials to them²⁸.

CONCLUSIONS

The implementation of a qualitatively new approach to public administration in Ukraine is based on taking into account humanistic international trends, which indicate that citizens and the proper protection of their rights should determine the ways and means of managerial influence on public relations. Public administration is defined as the activity of public administration entities regulated by laws and other normative legal acts, which is aimed at implementing laws and other normative legal acts by making administrative decisions and providing services established by law. The humanization of public administration is the creation of such conditions when each person feels equal among others and has the opportunity to have a real impact on the management of public affairs. The processes of humanization of public administration mediate the new nature of the socio-psychological atmosphere that arises during the involvement of civil society institutions in governance. Central to this issue is the question of the optimal balance of private interests, which are expressed by the person, and public priorities, which are the subject of public administration, their relative share and the mechanism of interaction in ensuring proper functioning.

Thus, humanistic self-organization within the formation of a democratic type of government is based on interaction. The human dimension of such interaction is designed to contribute to the establishment of a new way of organizing the entire management system, the formation of values on democratic values, peace and social support of the poor, tolerance and openness to the world, organized social progress and order.

SUMMARY

The article is devoted to the study of the theoretical and legal foundations of the change of the vector of public administration, taking into account the humanistic tendencies of interaction of the subjects of public administration with the institutions of civil society. The features that characterize the subject of public administration are singled out: it is a somehow coordinated and organized system of bodies, which is not hierarchically structured,

²⁸ Про центральні органи виконавчої влади: Закон України від 17.03. 2011 р. *Відомості Верховної Ради України*. 2011. № 38. Ст. 1696.

but should act in a coordinated, purposeful way, avoiding duplication of functions and excessive bureaucracy; the subject is the state, and the purpose of the subjects of public administration is to ensure the public interest – that is, the interests of both the state and society as a whole, rather than individual citizens and social groups; public administration relies on power, performing public functions; the activity of public administration extends to the whole society; public administration operates on the basis of a set of methods of influence: legal, political, economic, social through the use of methods of legal regulation, such as coordination, persuasion, incentives, coercion, etc.

The basic international legal and national principles of involving citizens in public administration are analyzed. Emphasis is placed on the obligation of the state, represented by the authorized bodies, to create conditions for the real involvement of the public in the management of state and municipal affairs.

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