

PUBLIC ADMINISTRATION FOR SUSTAINABLE DEVELOPMENT



**MECHANISMS AND STRATEGIES OF STATE AND
REGIONAL ADMINISTRATION IN THE CONDITIONS
OF WAR AND RECONSTRUCTION OF UKRAINE**

Mariupol State University (Ukraine)
University of Economics and Humanities (Poland)

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AND RECONSTRUCTION OF UKRAINE**

Collective Monograph

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The monograph is dedicated to the pressing issues and prospects of Ukraine's recovery after the armed conflict. The study focuses on public administration reforms aimed at strengthening the country's potential during the war and in the reconstruction phase, as well as the role of these reforms in the process of European integration. The authors examine a wide range of topics, from the organizational and legal mechanisms for engaging citizens in local governance to strategies for managing public finances in wartime. Attention is given to decentralization, sustainable regional development, crisis management in the field of water use, and the restoration of key economic sectors. Particular emphasis is placed on the analysis of women's social entrepreneurship and its impact on social processes in conflict and post-conflict situations, as well as a comparative study of migration policies in Ukraine and EU member states. This monograph represents a contribution from scholars and experts, offering a critical perspective and comprehensive approaches to addressing public administration and economic development challenges in the post-war recovery period of Ukraine. It aims to serve as a guide for policymakers, researchers, and all those involved in the process of recovery and sustainable development of the country, providing a solid foundation for long-term changes. The monograph is designed for scientists, graduate and undergraduate students who are researching these above-mentioned problems in the Public Administration scientific sphere.

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2.7. Social entrepreneurship as one of the tools for ensuring effective social dialogue¹

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The topic of public dialogue in the system of public administration of Ukraine is relevant and significant for many reasons. Changes in public management systems that have taken place over the past decades, as a result of globalization and the rapid development of information and communication technologies, require a review of the structure and methods of management. The paradigm of public management is changing, considering public dialogue as its new basis, different from traditional hierarchical and authoritarian models.

Public dialogue is becoming an important tool of effective policy in modern democratic states aimed at the development of a socially-oriented market economy and ensuring human rights. Interaction between authorities, local self-government bodies, employers and trade unions, carried out through public dialogue, contributes to the coordination of management strategies and measures.

Ukraine, assessing the situation in the sphere of public dialogue, faces the lack of traditions, experience and culture of public dialogue in the conditions of a market economy. The existing institutional system does not provide effective socio-economic influence, and public dialogue remains mostly formal. The low quality of public dialogue and partnership between the state and the public negatively affects the quality of management decisions.

Taking into account the experience of European countries, an important stage in the development of public dialogue in Ukraine is the institutionalization of this process. The success of such development depends on the effectiveness of state policy, the development of a culture of social dialogue, and the introduction of specialized education for specialists in this field.

And, therefore, the modern context of public administration determines the necessity and relevance of the study of the role and significance of public dialogue in the creation of effective and resource-saving management systems.

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Among the identified researchers who dealt with issues of social dialogue, scientists from various fields of scientific direction can be noted. O.Amitaev studied the interaction of citizens, public organizations and state institutions in the context of modern public administration; I.Petrenko researched the analysis of public dialogue in the spheres of politics and development of public services; O. Kovalchuk, whose research covers various aspects of public dialogue, in particular its role in the formation of public policy; Y.Mykhaylenko researched the spheres of social communications and interaction between citizens and the authorities through the mechanisms of public dialogue; A.V. Kravchuk devoted his work to the influence of information technologies on the development of social dialogue and interaction of participants. These scientists made a significant contribution to the understanding and study of the problems of public dialogue, however, its participation in the context of modern public management systems currently requires additional elaboration.

Institutional theory arises at the turning point in the formation of sociology and is closely related to the perception of "social institution" as a key element of practical reality and theoretical construction. By the term "social institution" H. Spencer understood "formation" that establishes norms and rules of social regulation. To social institutions, he included state and socio-political institutions, the family, the church and trade unions, as well as customs, ceremonies and etiquette. The scientist claimed that social institutions are constituent elements of the structure of society and arise as a result of its differentiation. He connected the growth of social institutions with the development of the regulatory system of society.

According to Durkheim, social institutions are "factories of the reproduction of social relations" that organize human activity, establishing certain patterns of behavior. The nature of social institutions is interpreted in the context of the integrity of society. According to Durkheim, society is an organic whole consisting of separate groups and institutions, each of which fulfills its functional role. The main task of the science of society is to reveal how institutions arose - political, legal, moral, economic, religious, etc., what motives gave rise to them and what needs they meet².

At the end of the 19th century, as a result of the scientific activity of

² Durkheim, E. (1982). The rules of the sociological method. Tr. by W.D. Halls. New York: The Free Press.

outstanding American and English scientists, such as T. Veblen, J. Commons, J. Hobson, institutionalism was formed as a separate direction in the field of economic science. Over the years of its existence, the institutional approach has gained wide recognition in economic research, as evidenced by the identification of different approaches to its classification:

1. Early (old) institutionalism, founded by T. Veblen, J. Commons, J. Hobson, W. Mitchell and followers such as A. Burley, G. Means, R. Tugwell and others. Representatives of this approach are characterized by taking into account the evolutionary theory of nature of Ch. Darwin, as well as the principle of interconnection and interdependence of all social relations, including economic and socio-psychological ones.

2. Traditional (orthodox) institutional theory, which is an evolutionary continuation and development of the Veblen tradition. Its representatives include J. Hodgson, E. Screpanti, and others.

3. New institutional economic theory (neo-institutionalism) with numerous structural ramifications, such as the theory of transaction costs (R. Coase, O. Williamson), the theory of property rights (A. Alchian, R. Coase, G. Demsen, etc.), the theory social choice (J. Buchanan, D. Muller, M. Olson), new economic history (D. North, R. Vogel, J. Wallis), etc. These approaches are interdisciplinary, combining economics, law, organizational theory, sociology, and anthropology.

4. Evolutionary institutionalism, which examines the evolution of the institutional environment over time and its impact on socio-economic development. Representatives are R. Nelson, S. Winter, J. Hodgson, D. North³.

T. Veblen is the creator of the key ideas and concepts that make up the modern institutional-evolutionary theory. The main feature of economists of this direction is the desire to investigate non-economic phenomena and take into account social, political, psychological and other influences in economic research, which was manifested in the introduction of the term "institute", which became key for this direction.

A significant contribution to the development of the institutional approach to the analysis of social phenomena was made by Nobel Prize laureates, creators of the modern theory of market equilibrium and well-

³ Communications in Public Authorities: manual. Kyiv: Ukrainian Crisis Media Center, 2016. 100 p.

being, D. Hicks and K. Arrow (1972). The socio-institutional direction, distinguished within the framework of neo-institutionalism by laureates D. Buchanan (1986) and R. Coase (1991), using economic methods in the study of ecological, political and sociological processes. In 1992, G. Becker received the Nobel Prize for expanding the provisions on the connection between economic theory and human behavior and their interaction. In 1993, for the use of economic history and quantitative methods in the study of economic and institutional changes, the Alfred Nobel Memorial Prize in the field of economic sciences was awarded to R. Vogel and D. North.

Since the end of the 1990s, interest in institutional issues has been growing rapidly in Ukraine. The research program of institutionalism, which in the early and mid-1990s was on the periphery of scientific interests, is becoming one of the dominant directions of modern theory in Ukraine. The increase in scientific interest in institutional theory in Ukrainian science from the late 90s of the 20th century to the beginning of the 21st century is due to the need to analyze processes, measure results, identify prospects for reforming existing and forming new social institutions of Ukrainian society⁴.

The basis for the integration of all considered theories and schools into a single institutional direction is the similarity of methodology, which emphasizes changes and dynamics of social (economic, political, social, cultural) structures and society as a whole. This methodology uses a similar categorical apparatus with a special emphasis on "institutions".

In modern social, political and economic theories, the term "social institutions" defines:

1) historically determined forms of organization and regulation of social life that ensure the performance of vital functions, including a set of norms, roles, prescriptions, patterns of behavior, special institutions and a control system;

2) ordered and to a certain extent established social formations, which include social organizations, support officially and conventionally adopted rules regulating social behavior in a certain sphere of social life based on the forced or voluntary agreement of the majority of society members with

⁴ Gaidai, T.V. (2013). The evolution of the methodological foundations of the institutionalist paradigm: avtoref. dys. nazd. nauk. stdoct. ekon. nauk: spec. 08.00.01 Ekonomichna teoriia ta istoriia ekonomichmoii dumky. Kyiv: Taras Shevchenko National University of Kyiv [in Ukrainian]

the presence of these rules and organizations;

3) a stable complex of formal and informal norms, principles, attitudes that regulate various spheres of human activity – economic, political, spiritual and, in fact, social spheres⁵.

The term "social institutions" is most often used in the context of ordering, formalizing and standardizing social connections and relations. The very process of ordering, formalizing and standardizing social connections and relations was called "institutionalization", which explains: the process of forming stable patterns of social interaction based on formalized rules, laws, customs and rituals; legal and organizational consolidation of forms of behavior and relations formed in society; formation of the institute.

Institutionalization, considered as an important part of the modernization of social systems and social relations, also defines phenomena in the political sphere related to the formation and organization of state institutions or individual bodies responsible for the development and implementation of policies.

The well-known social researcher H. Lenski identified the key social needs that give rise to the processes of institutionalization: the need for communication (language, education, communication, transport); the need for production of products and services; the need to distribute benefits and privileges; the need for citizens' safety, protection of their lives and well-being; the need to support the system of inequality (placement of social groups by positions, statuses, etc.); the need for social control over the behavior of members of society (religion, morality, law)⁶.

Fundamental to institutional research is the realization that the process of meeting social needs has an evolutionary structure that characterizes the stages of the formation of a social institution: the emergence of a need that requires coordinated, organized actions; regulation of common goals; the emergence of social norms and rules in the course of spontaneous social interaction, which is carried out by trial and error; emergence of procedures related to norms and rules; institutionalization of norms and rules, their adoption, practical application; establishing a system of sanctions to support norms and rules;

⁵ Kurnosenko L.V. Transformation of social institutions in crisis conditions. Publ. upr. reg. rozvit. 2022, №16: 517-536. <https://doi.org/10.34132/pard2022.16.11>

⁶ Popova I.M. Sociology: a textbook for higher education institutions K.: Tandem. 1998.

differentiation of their application in individual cases; creation of a system of statuses and roles covering all members of the institute.

Their functional purpose follows from the essence of social institutions: regulation and social control; integrative function; broadcasting function; involvement of people in activities, or communicative function.

Each social institution defines its own system of values and normative expectations that determine its goals and objectives. This system guarantees consistency in people's behavior, directs their intentions, determines ways to satisfy needs, resolves conflicts in everyday life, ensures a state of balance and stability within the social community and society as a whole.

Public dialogue is a relatively new concept in the system of public relations, appearing in Western Europe in the first half of the 20th century, and the greatest development took place in the 80s of the 20th century and at the beginning of the 21st century. The formation of public dialogue is determined by a long process (see table 1).

Table 1

The evolution of scientific ideas into the development of the concept of social dialogue

Ideas	The period of theoretical design of the idea
Solidarity	antiquity
The creative function of the conflict under the condition of its regulation by the state	middle of the 16th century
Social contract	beginning of the 17th century
Criticism of the bourgeois revolution, peaceful settlement of conflicts, associational form of organization of society, cooperation between labor and capital, social harmony, solidarity, justice and equality	30-40 years of the 19th century.
Partnership, liquidation of hired labor, creation of cooperative production associations	middle - second half of the 19th century.
Socio-economic harmony, the priority of public interests, the productive power of the unity of society	middle - second half of the 19th century.
Class struggle, antagonistic irreconcilability between labor and capital	the second half of the 19th century.
Creation of cooperatives (in the interests of the working class) that compete with capitalist enterprises and destroy them	the second half of the 19th - the beginning of the 20th century.

Solidarity, "companionship" between labor and capital, the participation of workers in the company's profits, the decisive role of the state in reconciling the conflicting interests of workers and capitalists	the second half of the 19th - the beginning of the 20th century.
Denial of class struggle, Christian understanding of social justice, solidarity, industrial democracy, growth of cooperative and municipal ownership, activation of the trade union movement, development of local self-government	the end of the 19th century
Industrial constitutionalism, the spread of industrial democracy at the regional and national levels	the beginning of the 20th century
Social market economy, industrial democracy, social partnership in the economy, class cooperation	middle of the 20th century
Industrial society, social partnership, industrial democracy	the second half - the end of the 20th century.
Post-industrial society, information society, knowledge society, social dialogue	the end of the 20th century - the beginning of the 21st century.

Ideas of solidarity are the basis of the concept of social dialogue, they represent the unification of different aspects of unity, such as interests, beliefs, values and actions, forming a certain social integrity.

The concept of solidarity has an important place in ancient philosophical thought, starting with Aristotle, Plato, Cicero, as well as in the works of the Roman Stoic M. Aurelius. Augustine defined consensus as a key element of organizing society and strengthening the state.

The greatest development of the idea of solidarity and other aspects of social dialogue is observed during the onset of capitalist relations. This development was due to the progress of social production, the emergence of private ownership of tools and means of production, the expansion of the social structure of society and the formation of the state. The transition from a primitive communal to an early class society led to the deepening of social stratification processes, the strengthening of socio-political and economic contradictions, the intensification of conflicts between the family nobility and impoverished communal members, between the rich and the poor.

The Italian theoretician and statesman N. Machiavelli stands out among the scientists of the period of the formation of the capitalist mode of production, who tried to analyze the essence of social relations. He made one of the first attempts at a systematic economic and social analysis of the conflict, defining it as not only a destructive, but also a creative function.

Ideas of cooperation between classes to overcome conflicts in the

socio-economic development of society became key concepts of the theory of the social contract, which received significant development in the works of H. Grotius, T. Hobbes, B. Spinoza, D. Locke and S. Montesquieu⁷.

A deep consideration of the concept we are investigating was carried out by the French philosopher J.-Zh. Rousseau. In his treatise "On the Social Contract, or Principles of Political Right," published in 1762, he considers a society built on laws before which all are equal, protecting the personal freedom of each citizen. According to Rousseau, an important condition for the functioning of the social contract is a high level of civic maturity of the population. The social contract should solve the main problem of finding a form of association that, through joint efforts, ensures the happiness and well-being of all citizens, their freedom and equality before the law, the equal right to participate in the creation of laws, etc.

In the era of the industrial revolution and the development of a large factory industry, which led to the formation of new classes and the exacerbation of class contradictions, the ideas of solidarity, conflict resolution and social contract, developed in the field of socio-political relations, are reflected in the socio-economic field.

The works of the English philosopher and sociologist R. Owen, who initiated numerous socio-economic reforms, deserve special attention. He began his practical experiments with patronage institutions, where workers' housing with gardens, canteens, factory shops, savings banks, etc., were created at his factory in New Lanark. Owen, acting half a century ahead of the factory legislation, reduced the working day for adults to 10 hours, abandoned the work of children under 10 and established secular schools for them, and also abandoned the fines of the time⁸.

J.S. Mill, an English economist and supporter of harmonious social relations based on cooperation between labor and capital, contributed to the development of ideas. He was considered the author of the term "partnership". JS Mill proposed a social reformation of society to eliminate wage labor, improving the institution of private property and creating cooperative and productive associations. He saw the resolution of contradictions between owners of capital and hired workers in partnership relations.

⁷ Popova I.M. Sociology: a textbook for higher education institutions K.: Tandem, 1998.

⁸ Ibid.

The French economist F. Bastia proposed the concept of socio-economic harmony in society, similar to partnership. According to his conviction, achieving such harmony requires the creation of associations united by a common goal and the coordination of various interests through exchange and consumption, where each person finds his place in society, satisfying the needs of others in the process of interaction⁹.

Since the second half of the 19th century, the idea of employee participation has gained wide popularity in social theory. Rejecting the philosophy of class struggle, its supporters proposed to solve the labor question through the gradual growth of cooperative and municipal ownership, the activation of the trade union movement and the development of local self-government. These concepts, developed on the basis of deep theoretical and practical analysis, were embodied in the new concept of "industrial democracy" formed by the British socialist reformers, economists S. Webb and B. Webb.

Of great importance for the practical implementation of the concept of a peaceful resolution of social relations was its announcement in the documents of the Catholic Church, in particular in the message of Pope Leo XIII (encyclical "On Capital and Labor", 1891), which highlighted the need to harmonize interests between the government, business, employees and the Church.

The ideas of public dialogue are also closely intertwined with the theory of "social market economy", the creators and innovators of which are the German economists V. Eucken, V. Röpke, A. Müller-Armack, L. Erhard, K. Adenauer. The main principles of building a social order according to the theory of social market economy are: a successful economic policy must simultaneously be an effective social policy; public protection against general life risks; principle of equal opportunities; social partnership in the economy.

So, having gone through numerous stages, the concept of peaceful coexistence of labor and capital during the 20th century turned into the doctrine of social partnership. In the practice of social interaction, the system of principles of social partnership spread after the Second World War in Germany, Austria, Sweden, Belgium, France, Great Britain and other countries in response to the significant scope of the strike movement. In

⁹ Danyliuk T. I. Essence of concept "service": theoretical aspects. *Efektivna ekonomika*, 2014⁶ № 8. URL: <http://www.economy.nayka.com.ua/?op=1&z=3247>

the second half of the 20th century, solidarist ideas based on various scientific theories and schools defined the concept of "social dialogue" as the basis for the development of the democratically governed countries of Western Europe. prefix "dia1..." [Greek. dia – through], which means through movement, division, strengthening, completeness and parts of compound words "... log" [Greek. logos - word, thought], which corresponds to the concepts of "word", "language". In a general sense, dialogue is:

1) a conversation, a series of statements by two or more people on a certain topic;

2) figuratively - free exchange of ideas, negotiations; the exchange of ideas or points of view on a specific subject in order to achieve understanding.

At the same time, fundamental to the essence of dialogue are the provisions about its much broader semantic load than just the highest form of communication. The defining features of dialogue are: equality of participants; subject-subject character; the presence of a goal aimed at finding the truth in complex issues; the desire of all participants to establish the essence of the problem; presentation of one's own position, subordinated to the higher goal of finding the truth; the birth of a new meaning in the positions of the dialogue participants; achieving mutual understanding through the exchange of essential concepts; the desire for rational interaction in the field of communicative and practical activity; orientation to the result and measurability of the result of the dialogue¹⁰.

The term "public" [lat. socialis – sociable, public], which in translation means social, public; the one related to the life and relationships of people in society; which concerns the social order, relations in society. In its most general sense, the category "social" covers the entire system of social relations and corresponds to the concept of "social".

In this context, the concept of "public", "social" refers to all four main subsystems (economic, political, social, spiritual) of society as a social system, that is, society as a whole, as well as the processes that take place in it.

Today, public dialogue has been recognized and spread in the system of social-labor and social-economic relations of the international community (Table 2).

¹⁰ Petroye O. M. Social dialogue in state administration: European experience and Ukrainian realities: monograph. Kyiv, NADU, 2012.

Definition of public dialogue in ILO and EU documents

Public dialogue is:
all forms of interaction, including negotiations, consultations and exchange of information between representatives of governments, employers and workers, aimed at discussing and solving issues of common interest and related to socio-economic policy (SEP).
the procedure of joint consultations of social partners at the European level includes discussions, implementation of joint activities and, in some cases, negotiations between European social partners. This procedure also involves discussions between the social partners and the institutions of the European Union

In modern worldview concepts, dialogue is considered in two aspects. First, in a broad sense, it is defined as a social dialogue between classes and social groups aimed at creating conditions for their coexistence based on the coordination of interests. Secondly, in a narrower sense, dialogue is considered as a means of coordinating the interests of social groups in the field of employment.

Thus, the impact of public dialogue is determined by its two key parameters: the composition of participants and the scope of its application (Figure 1-2)

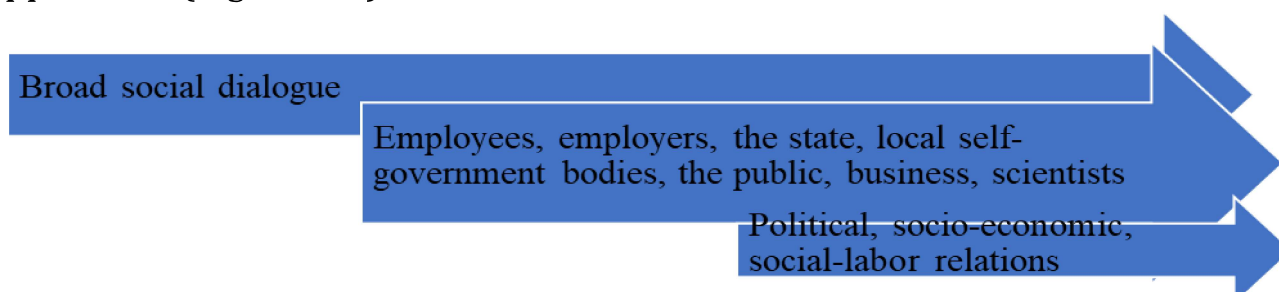


Figure 1. - Broad social dialogue

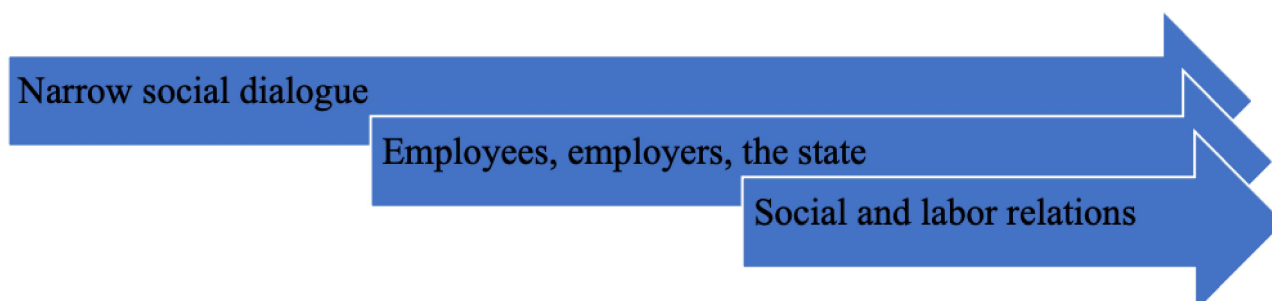


Figure 2. - Narrow social dialogue

According to modern concepts, public dialogue exists in two main formats: narrow and broad.

In a narrow sense, public dialogue represents the process of agreeing positions, reaching common agreements and making agreed decisions in the field of labor and social-labor relations between representatives of the interests of employees, employers and the state.

The broad format of social (public) dialogue involves the participation of two, three or more parties, discussion of political, socio-economic and social-labor relations.

Public dialogue, as an institution of public administration, can be characterized from the point of view of its external, formal structure, as well as internal, from the point of view of the essential analysis of system elements.

The structure of this complexly organized multifunctional system of public dialogue in public administration is formed by three groups of system-forming elements: component, substantive and functional¹¹.

In the system of public administration, public dialogue is a system of goals, tasks, functions, principles, forms, formats and mechanisms that contribute to the coordination of interests between employees, employers, the state and other social groups.

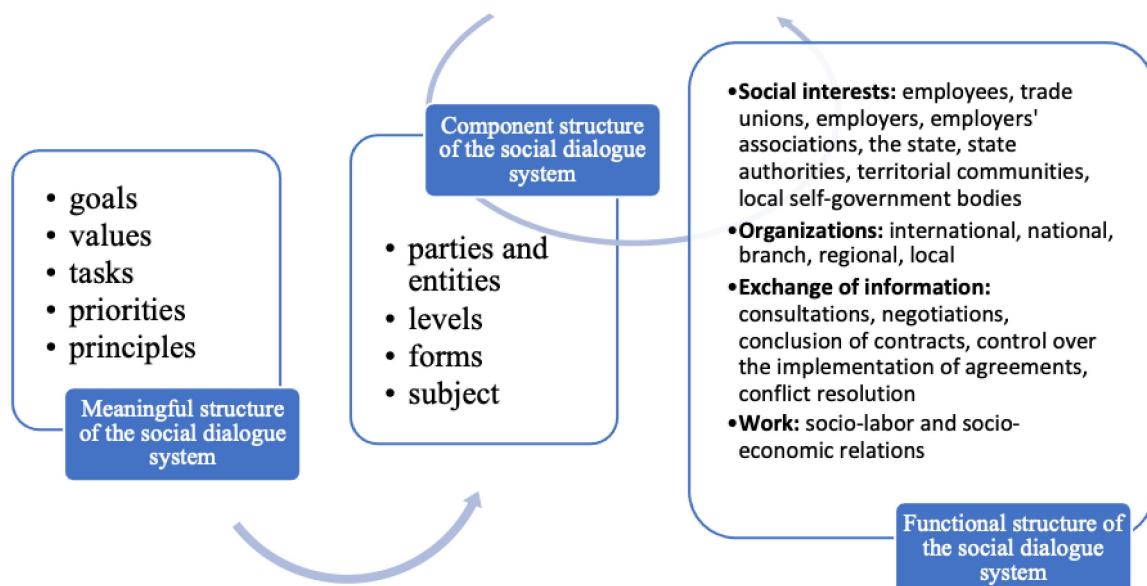


Figure 3. - Basic elements of the public dialogue system

They ensure the adoption and implementation of legitimate decisions

¹¹ Petroye O. M. Social dialogue in state administration: European experience and Ukrainian realities: monograph. Kyiv, NADU, 2012.

of the government and social partners (employees, employers) regarding tasks in the field of socio-labor and socio-economic relations at various levels - international, national, sectoral, regional, local and enterprise level.

The key components of the public dialogue system are its participants, represented by parties and subjects (see Fig. 4).

Salaried employee
• Representative organizations of employees or their body
Employer
• Representative bodies of employers or their body
State
• Bodies of legislative power
• Executive bodies
• Judicial bodies
• Local self-government bodies
Specialized bodies of social dialogue
• Socio-economic councils, committees, working groups, commissions, etc.
• Conciliation and mediation bodies, etc.
Joint social funds
• Social insurance funds, etc.
• Social development funds

Figure 4. - Parties and subjects of social dialogue

The parties to the social dialogue are defined as bearers of primary law in the field of labor and socio-economic relations, and include employees, employers and the state. The subjects of public dialogue are the bearers of both primary and delegated law, such as employees and their representatives, employers and their representatives, bodies of executive power, local self-government bodies, labor collectives, specialized bodies of public dialogue, bodies for resolving labor disputes, as well as other subjects, such as independent mediators, labor arbitrators, fund management, etc¹².

Public dialogue acts as an effective tool for harmonizing the conflicting

¹² Petroye O. M. Social dialogue in state administration: European experience and Ukrainian realities: monograph. Kyiv, NADU, 2012.

interests of its participants, creating a forum for constructive interaction with the aim of achieving common socially significant goals (see Figure 5).

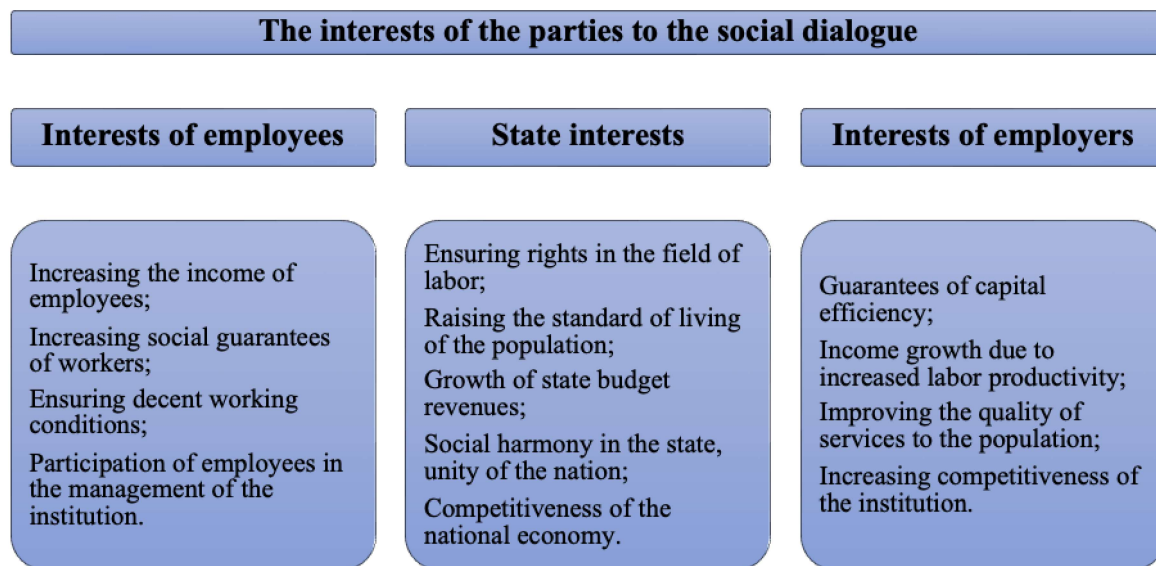


Figure 5. – The interests of the parties to the public dialogue

Interest is a concept that refers to what is of greatest interest or content in someone's thoughts and concerns, including aspirations and needs. In the context of social dialogue, the social interests of the parties are based on the patterns that arise during the relationship between employers and employees, where the eternal contradiction continues.

Owners intend to obtain maximum profit by cheapening the labor force, while workers, aiming for high wages, seek to receive what they deserve for their work for the well-being of their families.

These contradictions, which are characteristic of a market society at all its stages, are determined by the difference in economic interests between the parties. A socially produced product acts as a joint satisfaction of the interests of both owners (main profit) and employees (high wages). However, the more the owner receives, the less is left for the employee, and vice versa. Thus, economic interests determine the main sources of social conflicts in social dialogue. They are determined by the place of individuals in the economic system, reflecting differences in the types of ownership (private, collective and state) and are expressed through the corresponding economic needs and their awareness by individuals, labor groups and society.

Dialogue relations differ in the degree of commonality of positions in relations of cooperation, competition and antagonism:

– cooperative relations are characterized by joint efforts of subjects aimed at achieving a common goal from the very beginning of communication and activity.

– competitive relations are determined by the fact that subjects have a common goal, but compete among themselves for better results, using different methods and following established rules.

– relations of antagonism consist of fundamentally irreconcilable contradictions between subjects who try to overcome these conflicts in different ways, but adhere to general rules of interaction. In this case, public dialogue becomes a mechanism for the rational resolution of social conflicts and adjustment of the social policy of the state, corporations and enterprises in order to satisfy the interests and ensure the needs of social groups.

The ideological basis of public dialogue is the recognition of the need for the existence in society of various social groups with their specific interests, the objectivity of the conflict of interests and the possibility of conducting this struggle within a civilized framework. By aligning interests and contributing to the achievement of participants' goals, public dialogue is a forum for constructive interaction to achieve socially significant goals (Table 3).

Table 3

The goals of public dialogue as defined by the ILO, the EU, and Ukraine

ILO	promoting consensus and democratic participation among key labor stakeholders
EU	increasing the efficiency of management of economic and social reforms based on the active participation of all interested parties in the process of decision-making and implementation
Ukraine	development and implementation of state social and economic policy, regulation of labor, social, and economic relations

The main goal of public dialogue is:

1. Defense of social justice.
2. Strengthening democracy by allowing the parties to public dialogue to participate in policy formation and decision-making processes in the field of economic and social policy.
3. Increasing social standards to the European level.
4. Promotion of the social orientation of the economy and prioritization of human development.

5. Prevention of social and labor conflicts, prevention and mitigation of social risks.

6. Increasing social, labor, innovative and entrepreneurial activity of the population.

7. Ensuring equal opportunities, decent level and quality of working life of the population, social activity and freedom of personal development.

8. Study of the experience of public dialogue of foreign countries and adaptation of best practices in the field of public dialogue.

Successful systems of public dialogue have a powerful potential for solving important economic and social tasks:

1. Activation of interaction between the parties of socio-economic relations at all levels.

2. Encouraging effective management and democratization of socio-economic relations.

3. Achieving public consensus and compromise between interested parties in society.

4. Formation of the contract economy system.

5. Formation of a stable and fair society and promotion of public peace.

6. Ensuring economic stability and progress¹³.

To ensure the effectiveness of public dialogue, the following conditions are fundamentally important:

1. Legality and rule of law.

2. Representativeness and authority of the parties and their representatives.

3. Independence and equality of the parties.

4. Constructivity and interaction.

5. Voluntariness and acceptance of real obligations.

6. Mutual respect and search for compromise solutions.

7. Mandatory consideration of the parties' proposals.

8. Priority of reconciliation procedures.

9. Openness and publicity.

10. Mandatory observance of the agreements reached.

11. Mutual responsibility of the parties and their representatives for

¹³ Visyn V., Martyniuk Ya. Social dialogue as a mechanism of public administration in the sphere of social and labor relations. Dnipro scientific journal of public administration, psychology, law, 2022, Issue 6, pp.9-14.

non-fulfillment of obligations under collective agreements and agreements.

12. Promotion of the development of social dialogue by the state.

The scope of social dialogue can be conceptually divided into two significant areas: socio-labor relations and socio-economic relations.

Labor relations, as defined by the Canadian scientist H. Woods, are power relations between employees, trade unions, employers and society. The strength of a trade union is revealed by the strength of its members, the degree of organization and consolidation of their actions. An entrepreneur wields power by controlling jobs and protecting property rights. As an employer, he has an arsenal of tools to control the behavior of employees and influence their financial condition. Social power is manifested in the ability to create legal norms and rules of behavior of employees and entrepreneurs, as well as use state mechanisms to regulate relations between these interested parties¹⁴.

Labor relations rarely manifest themselves in their pure form, since functional labor relations are closely related to social relations. Social relations in the field of work arise in the interaction between individuals and social groups that differ in status, lifestyle, income level, etc. They define social aspects such as community, alienation, conflict and partnership. These relations are not only related, but also conditioned by labor relations, which explains the use of the term "social-labor relations".

The subject of social dialogue in the field of social and labor relations covers the peculiarities of interaction and coordination of interests between employees (their representatives) and employers (their organizations) (Table 4).

Social and labor relations are recognized as an open system of interaction, interconnected with the processes of the entire social and economic structure.

Table 4

The subject of social dialogue in the field of social and labor relations

Components of the subject of social and labor relations:	relations related to compliance with the norms of labor legislation and agreements and contracts
	employment relations
	relations related to internal labor regulations
	relations related to conditions and labor protection
	relations arising in connection with personnel development (qualification

¹⁴ Chaban Yu. The essence of social dialogue in the system of labor relations. Social dimensions of society. 2012. Issue 4. S. 316-326.

	improvement, retraining, etc
	relations in connection with the assessment of individual qualities and work results
	relations arising in connection with remuneration for work
	social and labor relations on other issues of working life

Labor processes in all its forms, payment for labor, as well as redistribution and use of the received income form the basis of socio-economic relations. Therefore, the subject of public dialogue covers all aspects of the labor and socio-economic spheres, with the exception of issues that are subject to special regulation (imperative legal norms that are within the competence of relevant bodies, etc.).

In a broad sense, dialogue can cover a variety of topics, but it is usually aimed at solving social issues, such as the economy, education, health care, employment, working conditions, affecting the interests of all members or a large part of society.

In the case when social and labor issues become the object of bilateral or tripartite public dialogue, most often, socio-economic issues are discussed within the framework of multilateral public dialogue.

The public dialogue of employers and employees in the field of social and labor relations determines the key aspects of the social and economic development of society, having a decisive influence on its condition and prospects. In turn, broad public dialogue is a developed form of public dialogue in a limited format. The first way of development includes representatives of public organizations, business associations, political parties, scientific expert organizations and other social interest groups. The second method involves the expansion of public dialogue on issues of socio-economic relations that go beyond purely social and labor relations, including a wide range of representatives of various socio-economic interest groups¹⁵.

From a historical perspective, it can be determined that the idea of public dialogue in public administration is marked by a long evolutionary path throughout the history of mankind. Questions regarding the interaction of dialogic and state-administrative relations are a key topic of political thought, already in the ancient world. It was in 360 BC. Plato in his work "The State" used the form of dialogue to highlight the ideal state.

¹⁵ Ilyich L.M., Akilina O.V. Labor economics and social and labor relations: a textbook. Kyiv: Borys Grinchenko Kyiv University, 2020. 952 p.

Cicero's treatise "On the State" also took the form of a dialogue, considering the issue of the optimal state system and actor.

However, dialogue at that time was used by state managers at their will, as noted by N. Machiavelli, where "the ruler must always consult with others, but only when he wants it, and not when others need it."

Only at the end of the 20th century, as a result of the increased interest in the theory of public administration and the complication of the administrative process, which arose as a result of administrative crises in the economy and politics, the prerequisites were created for the institutionalization of public dialogue on an equal basis.

At the current stage, public dialogue in public administration functions as an effective tool for establishing specific social relations between participants, including both common and opposing social, economic and political beliefs. These relations are aimed at social cooperation and ensuring an optimal balance of interests, where the entrepreneur (owner) can get a sustainable profit, and the employees have decent living conditions. All social groups and the state are interested in the development of this dialogue, as it contributes to political and social stability, as well as progressive socio-economic development of society.

Public dialogue, considered as an institution of public administration, occupies a central place in ensuring the active participation of employers and employees in the formation and implementation of social, labor and socio-economic policies. This tool plays a unique role in ensuring a balance of interests between employees, entrepreneurs and the government for the benefit of society as a whole. In the context of public management systems where it functions, public dialogue is an effective mechanism aimed at achieving better living and working conditions, greater social justice, and improving the effectiveness of management in various areas. Its influence encompasses the formation of productive and efficient enterprises, as well as a fair and efficient economy. Public dialogue also contributes to the flexibility of the labor market, ensures the democratization of socio-economic relations and the achievement of public consensus or compromise between various stakeholders in society¹⁶.

This institute performs important regulatory, consolidation,

¹⁶ Pysmennyi I.V., Lypovska N. A. Civic dialogue as a form of cooperation between the authorities and society. Public administration aspects, 2015, # 9 (23), pp. 5-11.

informational, forecasting and control functions in the system of socio-economic and socio-labor relations (Fig. 6).

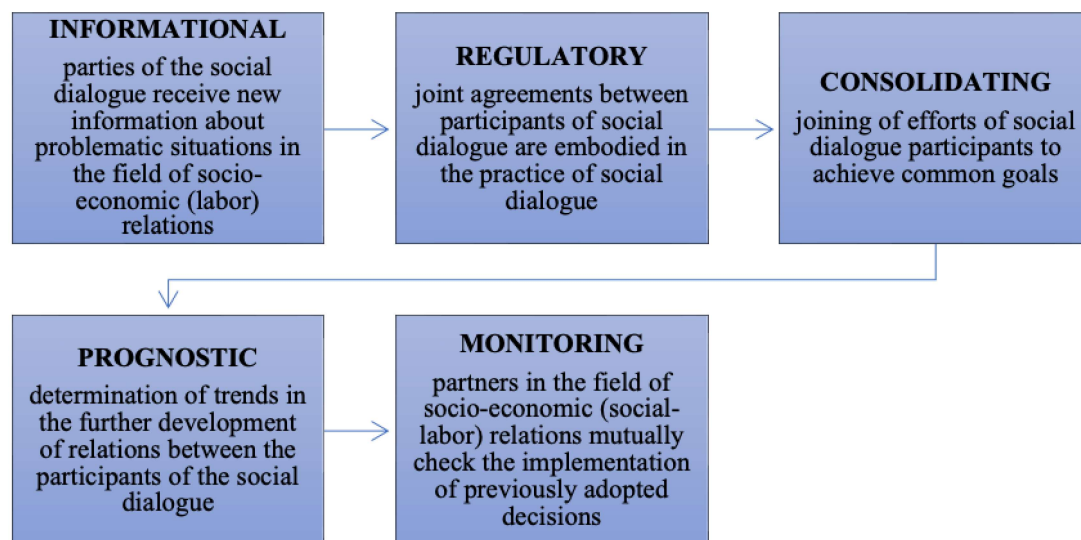


Figure 6. Functions of public dialogue

Public dialogue, defined as an institution of a civilized system of public administration in the field of social-labor and socio-economic relations, requires its own institutionalization. Normative-legal, organizational, cultural (social-psychological) definition of subjects as equal partners, as well as the development of social regulations for their functioning become key conditions for parity interaction and reconciliation of conflicting interests.

To ensure the effectiveness of public dialogue, the following conditions are of fundamental importance: legality and the rule of law, representativeness and authority of the parties and their representatives, independence and equality, constructiveness, interaction, voluntariness and acceptance of real obligations, mutual respect and the search for compromises, the obligation of consideration proposals of the parties, the priority of negotiation procedures, openness and transparency, the obligation to observe the agreements reached, the mutual responsibility of the parties and their representatives for non-fulfillment of obligations under collective agreements and agreements, as well as the promotion of the development of social dialogue by the state¹⁷.

Successful systems of social dialogue show a powerful potential in

¹⁷ Riabets K.A. Legality and rule of law as principles of public administration. Scientific Bulletin: State Administration. 2023. No. 1(13). [https://doi.org/10.33269/2618-0065-2023-1\(13\)-70-85](https://doi.org/10.33269/2618-0065-2023-1(13)-70-85)

solving economic and social tasks, in particular, by intensifying interaction between the parties of socio-economic relations, encouraging effective management, democratizing socio-economic relations, achieving social consensus, forming a system of contractual economy, ensuring stability and justice in society, maintaining social peace and promoting economic stability and progress.

By institutionalizing the right to decision-making on the part of trade unions and employers, public dialogue contributes to the development of the welfare state and guarantees long-term economic growth in a globalized world. The definition of public dialogue in modern society is determined not only by the internal features and development of the country, but also by the achievements of world civilization and the level of integration of the international community. International standards in the field of public dialogue, established by official documents of international organizations, become an important element of this process.

The main regulator of interstate relations on a global scale is the United Nations, as well as international organizations such as the International Labor Organization, the Council of Europe, and the European Union. They establish the basic standards of social dialogue, which ensure its effectiveness and development within the limits of civilizational achievements¹⁸.

Among the universal initiatives of international institutions regarding public dialogue in all countries, the UN International Bill of Human Rights should be identified. Composed of the Universal Declaration of Human Rights, approved by the UN General Assembly in 1948, the International Covenant on Economic, Social and Cultural Rights and the International Covenant on Civil and Political Rights, approved in 1966, these documents form an important basis for the guarantees of public dialogue.

The standards of social dialogue enshrined in the Universal Declaration of Human Rights and the International Covenant on Economic, Social and Cultural Rights include the right to association and the prohibition of forced labor (see Table 5).

¹⁸ Recommendation on strengthening social dialogue in the European Union. URL: <https://data.consilium.europa.eu/doc/document/ST-10542-2023-INIT/en/pdf>

Table 5

**International standards of social dialogue in the sphere of labor
and socio-economic relations**

Universal Declaration of Human Rights	International Covenant on Economic, Social and Cultural Rights
<p>The right to work. The right to free choice of work. The right to unemployment protection. The right to fair and favorable working conditions. The right to equal pay for equal work without any discrimination. The right to a fair and satisfactory remuneration, capable of ensuring a dignified human existence for the worker and his family and supplemented, if necessary, by other means of social protection. The right to create trade unions and join them to protect their interests. The right to rest, leisure, including the right to a reasonable limitation of working hours and to paid periodic leave.</p>	<p>The right to work. The right to fair and favorable working conditions, including fair wages without discrimination. Satisfactory living conditions for employees and their families. Safe and healthy working conditions. The conditions for job promotion are the same for everyone, based solely on work experience and qualification level. The right to rest. The right to trade union organization. The right to strike. Special protection of work and interests of women-mothers, children and teenagers.</p>

The International Covenant on Civil and Political Rights defines the guarantees of social dialogue in the field of labor and socio-economic relations.

The key principles of the International Labor Organization (ILO), in particular the principle of tripartism, have been embodied and developed in the ILO Conventions, which are recognized as fundamental standards both within the organization itself and beyond. Recognition and implementation of the basic principles of public dialogue are intended to serve as a tool for identifying and managing risks, as well as developing a more effective competitive management model. Both conventions and recommendations aim to influence specific working conditions and social dialogue practices in every country of the world.

The development of public dialogue on the European continent is the result of the policy of the Council of Europe and the European Union. Two main documents, the Convention for the Protection of Human Rights and Fundamental Freedoms (1950) and the European Social Charter (revised, 1996), constitute a single mechanism for ensuring human rights and fundamental freedoms in the activities of the Council of Europe.

According to the Convention for the Protection of Human Rights and

Fundamental Freedoms, public dialogue is one of the means of achieving the goal of the Council of Europe, which is to establish greater unity among members based on the protection and development of human rights and fundamental freedoms, including the right to freedom of assembly and association , in particular the right to form trade unions to protect one's interests (Article 11)¹⁹.

The European Social Charter (revised) obliges states to promote full employment, guarantee fair working conditions, create career guidance services and a vocational training system, guarantees the right to create trade unions and employers' organizations to protect economic and social interests. It also prohibits discrimination and defines a number of other social guarantees.

The Convention on the Protection of Human Rights and Fundamental Freedoms and the European Social Charter (revised) have become important international documents that have significantly influenced the formation of standards of social dialogue and socio-economic policy of the European Union and other countries of the continent.

From the very beginning of the process of European integration, issues of public dialogue and the involvement of representatives of economic and social interests are recognized as a key component in the formation of European legislation, occupying an important place in the legal acts of the European community (see Table 6).

Table 6

**Organizational and functional provision
of social dialogue in EU treaties**

EU treaties	Organizational forms of social dialogue in the EU	Functions of public dialogue organizations in the EU
Agreement on the establishment of the European Coal and Steel Association (Paris, April 18, 1951)	Coal and Steel Advisory Committee	Consideration of common goals and programs
Treaty on the Establishment of the European Atomic Energy Community (Rome, March 25, 1957)	Economic and social committee	Development of draft conclusions on certain issues or in certain areas

¹⁹ European Court of Human Rights Council of Europe 67075 Strasbourg cedex France www.echr.coe.int

Treaty establishing the European Economic Community (Rome, March 25, 1957)	Economic and social committee	Council and Commission consultations; preparation of draft conclusions on specific issues or specific areas
Treaty on the European Union (Maastricht, February 7, 1992)	Economic and social committee	Council and Commission consultations; preparation of draft conclusions on specific issues or specific areas
Treaty on the Functioning of the European Union (Lisbon, December 13, 2007 - entered into force on December 1, 2009)	Economic and social committee	Consultations of the Parliament, the Council and the Commission; study of the opinion of European organizations that are representatives of various sectors of the economic and social sphere and civil society

At the current stage, the structure of the European public dialogue includes tripartite and bilateral dialogues. The tripartite dialogue involves interaction between partners with the participation of European authorities. Bilateral dialogue is carried out between European employers and trade union organizations.

Intersectoral dialogue in the system of bilateral European public dialogue is of key importance, covering all sectors of the economy and all employees. Its main purpose is to agree the positions of the parties on the most important topics in the spheres of labor and social relations. Intersectoral dialogue defines results and norms that are binding for all employers and employees in the countries of the European Union. In the system of intersectoral bilateral public dialogue at the European level, the key institution is the Committee for Public Dialogue. The sectoral social dialogue committees are a platform for sectoral social dialogue, while forming the institutional basis for social dialogue at the level of European companies through interaction with European works councils. In the modern world, public dialogue is a complex multifaceted phenomenon, and its elementary differentiation depends on the approaches underlying its structure and oriented models.

Public dialogue in the European Economic Community (EE) has turned into an important tool that is considered a necessary component of governance and contributes to increasing competitiveness and social justice in member countries.

According to the logic of the structure, the first model consists of countries where the inter-sectoral social dialogue, which takes place at the

national level, has the greatest development; the main representatives of this model are Belgium, Ireland and Spain, as well as, under certain conditions, Romania. The second model is formed by countries where sectoral public dialogue has gained the highest recognition, such as Austria, Slovenia, Germany, Greece, Italy, the Netherlands and Portugal. The third model is characterized by countries where public dialogue at the sectoral and local level is combined, such as Cyprus, Denmark, Finland, Luxembourg, France, Slovakia and Sweden. The fourth model of the system of national public dialogue is determined by the experience of countries such as Bulgaria, Estonia, the Czech Republic, Hungary, Latvia, Lithuania, Malta, Poland and Great Britain, where public dialogue mainly takes place at the local level²⁰.

Despite existing differences and national differences, the key role of dialogue at all levels of government is common to the public dialogue of the member states of the European Union. Various institutions and subjects at the European and national levels interact in a complex system of vertical and horizontal relationships, ensuring the effective functioning of the public dialogue system.

Serving as a unique and necessary component of the European social model within which the European Union implements its activities, public dialogue plays a key role in achieving the goal of bringing the European Union closer to European citizens. It is also aimed at strengthening democracy in Europe and strengthening the legitimacy of institutions. During the in-depth analysis of the theoretical aspects of public dialogue as a key institution of public administration, the essence and role of public dialogue in the context of modern challenges and transformations of society was investigated.

One of the main topics is the conceptual idea of public dialogue, its role in the formation and improvement of public administration. The author's interpretation of the concept of "public dialogue" takes into account its multifaceted nature and influence on the formation of strategies for the development of society.

A significant emphasis in the research was made on consideration of theoretical approaches to classification and levels of social dialogue. The

²⁰ Davydenko V.V. Forms of European Social Dialogue. *Journal of Kyiv University of Law* • 2023/2. <https://doi.org/10.36695/2219-5521.2.2023.45>

analysis of various approaches to classification made it possible to single out the key characteristics and features of each level, which contributes to a deeper understanding of the structure and functioning of public dialogue in modern society.

A separate aspect is the study of the role of public dialogue in the context of public administration. It is noted that effective public dialogue contributes to the creation of a constructive partnership between the government, business and the public, which, in turn, determines the success of public management strategies.

Equally important is the clarification of the theoretical foundations of the formation and development of public capital through the mechanisms of public dialogue. It is emphasized that social capital is a key factor for ensuring sustainable economic and social development of society.

In general, the analysis of theoretical aspects of public dialogue provides grounds for further research and development of recommendations for optimizing management processes at the micro- and macro-levels of society. The obtained results are an important contribution to the development of the theoretical basis of public administration and the expansion of understanding of the role of public dialogue in modern society.

The theoretical and practical aspects of the introduction of public dialogue as an important component of the modern system of public administration are studied.

This opens a new approach to solving the scientific problem of the development of the welfare state and its regions, contributing to the activation of this process based on the effective management of social dialogue in the context of ensuring social interaction as an integral component of national activity. The following conclusions can be made as a result of the study of the work.

Approaches that provide a more complete understanding of this concept have been identified. The main components of social dialogue are defined, among which special attention is paid to the safety of residence, education, employment, health, recreation, nutrition, personal and criminogenic safety. It is emphasized that the absence of a separate element of social dialogue or its low level negatively affects the development of society.

Systematic analysis of scientific works of scientists allows to

determine approaches to the interpretation of the concept of "public dialogue", which is considered as a negotiation process between parties representing the interests of employees, employers, executive authorities and local self-government. This process is aimed at finding a consensus in solving socio-economic problems and conflicts, reaching joint agreements and adopting agreed decisions in the areas of formation and implementation of state social and economic policy, as well as regulation of labor, social and economic relations.

For a deeper understanding of the essence of the concept of "public dialogue", its principles, levels, sides and forms of implementation are defined. The role of social insurance in the development of social dialogue was also considered, it was found that this area needs reforming, despite the reforms in the field of social insurance, social dialogue did not become more effective, but on the contrary, faced new problems.