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MECHANISMS OF INTERACTION BETWEEN CIVIL SOCIETY AND THE GOVERNMENT: THE NATURE AND INTERNAL STRUCTURE OF THE INTERSECTIONAL PARTNERSHIP



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The social spheres and institutions of the interaction between the public sector and government at the intersectional level in Ukraine are outlined in the article. According with the goal of the article, some areas of interaction and possible solutions to problems are encountered in the development and institutionalization of non-governmental organizations, foundations, and others.

Key words: *intersectional cooperation, public sector, social partnership, social policy, administrative units, state regulation.*

Social spheres of cooperation between the governmental bodies and civil sector in Ukraine are constantly under the scrutiny and public debate. This problem is studied from different perspectives by and experts in the theoretical and practical works in the sphere of social economy in social development in general. According to the general objective of social policy, the topicality of the article is as follows. The understanding of the processes of an intersectional interaction between civil society and governmental bodies that are happening in Ukraine every day. That is how a provision of social welfare and social justice is happening. Despite the above-mentioned process of consensus on the object and subjects of social policy and its features which reveal its deeper essence, the goal of our study is formulated neither in science nor in professional literature, yet.

All possible models of an effective cooperation between the government and civil society may be disclosed only in the form of a democratic system of government policy. The universal dimension of this interaction is characterized by a constant dialogue between the parties that is getting revealed through the improvement of relations practice, active participation of citizens in public affairs and in the opposite process – an active interest of the state in decision-making among the civil society.

The views of domestic and foreign scientists disagree, first of all, on the perception and understanding of intersectional policy and activities of civil society organizations, foundations, and others. The compromise on this matter involves its broad and narrow understanding. The following scholars were analysing the subject of the article: L.Abramov [Abramov 2010], S.Waddock [Waddock 1988], A.Krutii [Krutii 2008], A.Matviichuk [Matviichuk 2008], D.Spivak [Matviichuk 2011], A.Wilson [Wilson 1998]. Most of foreign and domestic scholars, who studied the establishment of civil society, analyzed the question of its effectiveness in the context of the building of institutionalized mechanisms of interaction between governmental bodies and civil society [Wilson 1998: p.5]. One should agree with the Ukrainian researchers, who believe that the interaction between government and civil society can occur within unknown quantity and any sequence of cooperation models.

The relationship and mutual influences of civil society and state powers are a central factor to implement democratic and economic development. Aimed at the implementation of democratic values, one should take into account the constitution of Ukraine. Naturally, the realization of the constitutional goal, which is to democratize society and government, is the main instrument for the implementation of Ukrainian civil society activity. Accordingly, this observation provides the opportunity of partnership and dialogue between the government and the public that needs a new and relevant research.

O.Krutii, the scholar of civil society, believed that «state management as a system of social relations exists in various forms of cooperation between government and the public. A traditional part of it is a setting of a feedback between society and government through universal suffrage implemented through the parliamentary mechanism. However, at the present stage of social development, the described form of interaction, which was actively used since the beginning of the nineteenth century, does not satisfy the requirements of the world society in general and Ukrainian society in particular» [Krutii 2008: p.9].

According to this point, we may claim that new forms, methods, algorithms of cooperation between government and public sector and improvement of existing forms.

The current state of the country forms a new period of Ukraine functioning. Thus, processes of effective cooperation between the executive power representatives, local governing bodies with institutions of civil society in a social sphere are of great importance.

Modern realities of Ukrainian society development determine the necessity to use a wide range of instruments for the governmental management. One of such instruments is a target-oriented approach used for planning and managing social and economic objects and processes.

According to L.Abramova and T.Azarova, a program-targeted planning is one of the planning based on activity aimed at achieving set goals [Abramov 2010: p. 18]. It means that any method is considered to be effective if it is based on planning, defining and setting goals and only after ways to achieve it. According to the constitutional cooperation between the country and public.

Law of Ukraine «On state target programs» defines a state target program as a complex of interrelated tasks and events aimed at solving the most crucial problems faced by the country, separate spheres of economics or administrative units that are implemented due to the State Budget of Ukraine, terms of implementation, executive members and resources.

In compliance with the applicable law of Ukraine, public authorities are mainly responsible for social programs implementation, while the potential of civil society is hardly used in the sphere of resources use compared with most of the countries. Civil society in Ukraine includes NGOs, professional and creative unions, employers' organizations, charitable and religious organizations, community organizations, non-government media and other non-commercial societies and institutions legalized under the law. Therefore, in order to use this potential, the foundations of Ukrainian legislation need to be revised. Only then all this array of civil society representatives can be combined for their goals in the social policy of the state, not just the executive branch.

In present conditions, the development of cooperation of the government, public and business sectors is based on social partnership. This partnership is central, because ideas and approaches to the deprivation of social problems became different – previously the responsibility for social services and social security were the prerogative of the nomenklatura-party system, but now it has become a common cause for all sectors of society and social partnership – this is a practical way to implement such a responsible and mutually beneficial cooperation [Abramov 2010: p.25].

As it was noted by A.Matviichuk «With respect to NGOs, the term «social partnership» means establishment of constructive interaction between three forces – the first, second and third sectors of society in solving social problems (poverty, homelessness, orphanhood, violence, etc.), carried out in the framework of the current legislation and aimed at improving the regulatory framework to rationally conduct social policy» [Matviichuk 2008: p. 218].

The most important characteristic of social partnership is determining it as a social action, based on the feelings of human solidarity and shared responsibility on specific issues. It occurs when the representatives of three sectors, or two of them, begin to cooperate and work together, realizing the benefits of such cooperation for themselves and society in general. In the social partnership, the third sector has a special responsibility, because in most cases the public is the initiator and coordinator of interaction with government and business, and the core area of social communication between the public, businesses, and government bodies. Such liability of the last sector is determined by the uniqueness of the government: the government is interested in the redistribution of its functions in the field of social obligations to the public. So often such organizations are considered as an additional tool of state regulation, whereby the necessary services can be provided more cheaply. The specific social need, which is important for the public in general or for its specific parts is called the «social order,» defined by the Ukrainian developers – a «set of measures of organizational and legal nature aimed at development and implementation of national and local social programs and social projects through budgetary and other funds by signing social contracts on a competitive basis» [Matviichuk 2008: p.220].

The organizational basis of social order is the target public program or its component – a social project. The formation process of such a request and for its results can be divided into basic stages of formation and identify the social problems by targeted social groups. Clients competition of a social order among units of government and among non-governmental organizations (to develop the best options of a targeted social program (project) and the right to become a performer), signing the social contract, compliance with all conditions and procedures foreseen by the social contract, monitoring the state of targeted social group those needs are being satisfied.

In relations between the governmental bodies and civil society institutions, two main types of relations (cooperation and domination) can be defined, but in reality the combination of these types of relationships is used. According to its destination, the state has certain responsibilities, covering the main activities through which the state implements its social purpose – to ensure the rights and freedoms of all citizens, in general, and everyone. All this allows us to consider the country as a comprehensive, versatile element of the political system of society. The state has the appropriate mechanisms by which it organizes the complex of the relevant institutions and performs its functions.

Among the areas of civil society influence on governmental social policy are the following: direct impact – solving actual problems that cannot be solved by the government. This influence has a short-term effect if it is not combined with simultaneous exposure to change policy on this issue; advisory – to direct state policy in the right direction. Local organizations are looking for ways to represent the interests and problems of insufficiently represented groups through negotiations with authorities – lawyers; innovative – the development and demon-

stration of new solutions to problems; supervisory - oversight of the proper implementation of public policy [Waddock 1988: p.19].

Provision of public services by NGOs as a part of social programs benefits in quick reaction to changing needs, individual approach, higher quality and greater cost-effectiveness of services. However, according to the researchers of the National Institute of Strategic Studies, civil society organizations have not become a major partner of the country in providing social services because most people do not perceive NGOs as something useful and needed in the social sphere [Spivak 2010: p.159].

Significant weaknesses in the social order are also related to the lack of reliable necessary information due to lack of sufficient resources, the public is not informed about the available social services; another problem – some participants of social cooperation are not interested in disseminating certain information. Although, the exchange of knowledge and experience will contribute to the development of every person.

The process of development and implementation of state policy as for civil society can be divided into four stages: identifying needs of the population and planning policy; policy implementation; evaluation of the predictable and unpredictable results of policy implementation; evaluating the effectiveness of policies.

At the planning stage of governmental social policy, existing mechanisms should be directed to: identifying current social problems of the population; identifying potential social needs; determining strategies to solve the problem; mechanisms for determining resource needs to implement a particular policy problem solving.

At the implementation stage of the policy, existing mechanisms should ensure: solving problems under the responsibility of government policy; providing care aimed at mitigation of the problem at the time of its decision; satisfying the needs of the population concerned with the problem; providing organizational support and employees to enhance the work of mechanisms; collection system and provision of information on the implementation of social policy.

While evaluating predictable and unpredictable results of the implementation process, all existing arrangements should ensure the following: assess the achievement of expected results; evaluation of unexpected results; explanation of the unexpected results.

While conducting the results of social efficiency work, civil servants and politicians must provide the following mechanisms: analyze the ratio of the received benefits (direct and indirect) to the costs of the social policy; ratio analysis of the results (expected and unexpected) to costs. In our opinion, the best solution to this problem is to use an innovative model and interrelation between the civil society and the government.

Unlike most traditional approaches, an innovative model of intersectional collaboration allows:

- to significantly expand the scope of intersectional partnerships, thus increase the role and responsibility of the public in the social development of the region;

- to develop practical and theoretical foundations to reconcile the interests of businesses, public and governmental bodies by concluding appropriate agreements where a target (strategic) part would be determined over a specific period and obligations of the parties could be annually adjusted to the changing situation on the territory;

- to codify general principles and foundations of intersectional partnership based on a single high-performance strategies, directions, principles, elements and complex technology and social innovation;

- to optimize the management system of intersectional partnership in a particular region: in terms of planning – by incorporating a model into a basic and strategic partnership regulations; in terms of coordination – by integrating into practice the principles of voluntarism and mutual beneficial cooperation; in terms of motivation and implementation – through the use of innovative technologies; in terms of control – by launching criterion approach and monitoring the effectiveness of the general and specific indicators;

- to form the basis for further development of intersectional interactions as an innovative institution of the region in particular and the country in general [Waddock 1988: p. 10-11].

Thus, the development of a complex system of intersectional cooperation in the region is a long cyclical process that requires a serious revision of regional policies, strategies, principles and methods of administration of the territory.

In order to establish a fruitful and well-coordinated partnership, the representatives of different sectors should adhere to a number of mandatory requirements. In particular, one of the main principles of effective intersectional cooperation between government, business and civil society in the process of solving the most important social and economic problems, is legitimacy. Determining mandatory standards and rules that must be enshrined in law, will avoid unwanted interaction subjectivity in the organization, will allow representatives of different partner sectors to form a clear idea of their rights, roles and responsibilities, and mutual responsibility, specific procedures to be implemented. In this case the «legality» is seen in a broad sense – establishment of an intersectional cooperation in compliance with the existing law, which are enshrined in the Constitution, laws, presidential decrees and international legal instruments, government regulations and other normative documents.

Compliance with the law is an extremely important factor to predict the behavior of the members of the interactions, monotony of the chosen models, assess the legitimacy of certain actions.

The intersectional cooperation turns to be defective and insufficient when the representatives of different sectors fail to follow the principle of equal access to participation in such interactions. Equal access implies the

absolute absence of any signs of discrimination. These principles are traditionally reflected in legal documents that govern the relationship of partners.

The principle of voluntarism play an important role among the basic principles of intersectional cooperation.

Successful, effective and mutually beneficial cooperation of different sectors is possible if each of them is convinced of the usefulness of such cooperation. A specific subject of such partnerships may come to such a conclusion only at a certain stage of subject development. Thus, the need for cooperation should be mutual since the imposed interaction is impossible.

Another key aspect of an effective intersectional partnership is the application of a wide range of technologies. In the modern world, the use of one technology does not allow to provide consistency and effectiveness of cooperation because each technology along with undeniable advantages also has obvious drawbacks that can manifest in different circumstances.

But the most important result of intersectional cooperation is that social groups, while participating in an effective partnership, receive additional services and social benefits of a significantly higher quality than they could expect under usual conditions.

Interestingly enough that at the regional level intersectional cooperation serves not only as an effective instrument for social development and intensification of solving social problems but also as a catalyst to enhance the participation of local people in the process of accumulation and mobilization of various local resources. Aiming at harmonization of relations between representatives of various sectors, such partnership leads to the more effective implementation of government programs, integration of local communities in the development of social strategic planning of the regions, and encourages their active participation in local projects implementation.

Taking into account the current situation in Ukraine, interaction between civil society and the government bodies should be the professionalization of non-governmental organizations, and the development and adoption of the law where all the concepts, procedures and mechanisms of the government («first») and non-governmental («third») sectors are clearly spelled out in detail. In order to fulfill the mentioned above tasks, the government and local governments should have the right to make agreements (or agreements on cooperation) with non-governmental bodies. This will facilitate the development of a sustainable system of interaction between NGOs and government [Matviichuk 2010: p.160].

So, as a conclusion, we can claim that the formation and the interrelation of civil society and the government bodies depend on the stage of active civil society participation in public life. In particular, the public has its impact on the formation, implementation and evaluation of the effectiveness of the government authorities by means of the election of deputies to local councils; passing the questions to be discussed on the session of the council; orders and requests from voters; local referendum; consultative referendum; public hearings; meetings of citizens according to their residence; local initiative; establishment of non-governmental organizations; formation of community organizations, in particular, local councils; formation of community councils in the government and local authorities; social questionnaires; thematic working groups that function under the government agencies and authorities to prepare relevant programs; judicial protection of rights.

Thus, based on the mutually beneficial partnership of mentioned above macro-sectors, the intensification strategy of social development must become an effective instrument for transforming social reality that determines a considerable research interest in the interaction between the sector as a very promising mechanism to reconcile the interests of different public groups.

Effective intersectional cooperation will help to form and implement targeted and social policies in regions, to link public administration with the actual needs of society, and ensure the adequate social base of management decisions.

Of course, there are many problems, bureaucratic barriers, and obstacles on the way to implement such a strategy, but at the same time, some regions of Ukraine has accumulated positive and extremely valuable experience in the sphere of effective intersectional cooperation, which requires a comprehensive study and analysis. No doubt that having some resources to address social issues, business, government and local communities means having a great potential for development and social harmonization of specific regions if all parties agreed on a fruitful and efficient cooperation. After promoting an intersectional network of non-governmental organizations, the model of interaction between regional authorities and public institutions should be based on socio-symmetric equality and partnership, ie independent, regardless of members' amount of public or non-governmental organization, or the effect they have on citizens.

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