

ANALYSIS OF MECHANISMS OF INTERACTION BETWEEN PUBLIC AUTHORITIES AND PUBLIC ORGANIZATIONS AT THE LOCAL LEVEL

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Abstract. *The article analyzes the problem of ensuring the effectiveness of the interaction of public authorities with the public, the existing mechanisms of interaction, their characteristics and features of application. Attention is devoted to the regulatory and legal basis of the forms of participation of civil society institutions in the management of state affairs. The values and principles of interaction between the government and the public and the principles of public organization in the formation and implementation of state policy are defined. Various approaches of scientists to the definition of problems of effective cooperation between state authorities and civil society organizations are considered. Modern scientific developments in the interaction of civil society institutions with the state authorities of Ukraine have been revealed. The legal forms of interaction between civil society institutions and the state authorities in Ukraine are defined and disclosed. It is emphasized that public organizations during interaction with state and self-government bodies influence their legitimacy. It is noted that public organizations exercise direct control over the conduct of national and local elections. The relationship between state authorities and the public in the context of crisis phenomena, organizational mechanisms for studying public opinion in order to obtain objective and reliable information is considered. Within the framework of the work, it was noted that today in the implementation of state policy, the objective is the tendency towards the increasing involvement of civil society organizations in the performance of its tasks. In this regard, it was stated that there is a growing need for accessibility, accountability and responsibility of authorities, strengthening of control mechanisms in anti-corruption and other issues sensitive to public opinion. This article draws attention to such threats that may arise in the process of interaction of the above-mentioned subjects as attempts to use public organizations and their potential in political struggle, as well as insufficient financial base, lack of human capital in non-governmental organizations. Important mechanisms of interaction between state authorities and non-governmental organizations are assessed.*

Keywords: *interaction; civil society; public policy; public authority; public associations; public opinion; public; state power; communication; interaction mechanisms; partnership.*

JEL Classification G38

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Introduction. Interaction of state authorities with institutions of civil society is a necessary condition for high-quality, timely performance of public authority functions. The mechanism of interaction between executive authorities and institutions of civil society is included in two main sectors, namely: public consultations; activity of public councils under the bodies of executive power [3].

It should be noted that in the special literature there are also a number of forms of interaction between the state executive power and institutions of civil society, which,

in particular, refers to such a form of interaction as the institute of public examination of the activities of executive authorities [7, p. 54].

Analyzing the situation in Ukraine, scientists claim: the state policy of interaction between authorities and civil society develops without an in-depth analysis of the causes of problematic situations, which leads to constant conflicts between the state authorities and society, the mechanisms of interaction need to be improved by specifying terms and tools, which is relevant for today's time.

Literature review. T. Andriychuk, O. Bazhinova, M. Boychuk, K. Glubochenko, N. Dniprenko, L. Zagaynova, I. Kolosovska, A. Kuchabskyi, V. Latysheva, V. Papusha addressed issues of interaction between the authorities and the public in their works. I. Pidluska, E. Romanenko, S. Timofeev, O. Turii, A. Khaletskyi, V. Yurchenko and others.

Public organizations during interaction with state and self-government bodies influence their legitimacy. Public organizations exercise direct control over the conduct of national and local elections. Researcher I. Popov noted that the reasons for the activity of public organizations in the election process are due primarily to the greater possibility of non-governmental organizations to influence social processes [6].

We agree with the opinion of O. Moroz that over the last decade the role of public associations in Ukraine is gradually decreasing and increasing. Public associations take an active part in the development, monitoring and formation of public opinion about the mechanisms and directions of implementation of state policy in various spheres: economic, social, spiritual, cultural, youth, environmental, educational, health care, organization of leisure, etc. Consequently, these social institutions become based on practical experience and become an effective source of consolidation of the efforts of members of society (man and citizen) and power institutions (state administration bodies) [5].

However, the problems of the effectiveness of mechanisms of interaction between authorities and public organizations require further study, analysis and finding ways to increase their effectiveness.

Aims. The purpose of the study is to analyze the mechanisms of interaction between public authorities and institutions of civil society, to identify the role and place of public organizations in the process of civil society development in Ukraine. In the process of analyzing the mechanisms of interaction between state authorities and the public, the following tasks were formulated:

- conduct an analysis of the legal framework regarding the forms of participation of civil society institutions in the management of state affairs;
- consider the values and principles of interaction between the authorities and the public, the principles of public organization participation in the formation and implementation of state policy;
- evaluate various mechanisms of interaction between state and non-state authorities of the organization.

The subject of the study is the mechanisms of interaction between public authorities and public organizations at the local level.

Methodology. The main methods used in the research process are: monographic, institutional, analysis and synthesis, abstraction and generalization, observation, morphological analysis, comparative analysis, strategic assessments.

The information base of the research consists of scientific publications of domestic scientists, statistical and information materials of ministries and agencies of Ukraine, its state authorities and local self-government, as well as personal scientific developments and work of the authors of this publication.

Results. Civil society is an integral part of the mechanism that ensures the functioning of democratic institutions and the stability of the political and socio-economic system of any country, contributing to the development of a reliable and balanced state policy. Successful cooperation between authorities and civil society organizations is predicated on the creation of favorable conditions for the development of civil society [14-21]. The concept of unity and cooperation between state authorities and civil society in the development, implementation and monitoring of state policy, which is in the direct interests of the public good, is one of the main characteristics of a modern state that is at the service of its citizens.

In recent years, a comprehensive assessment of the roles and functions of civil society organizations in European countries, including Ukraine, has been carried out. Governments have re-examined their relationship with civil society to ensure more effective public participation in decision-making and improve public policy in the provision of social services in many other areas, from combating unemployment to improving education.

Accordingly, as of today, the trend of increasingly broad involvement of civil society organizations in the process of formation and implementation of state policy is objective in implementation. It is worth noting that most of the strategic documents, in particular the priority action plans of the Cabinet of Ministers of Ukraine since 2016, are being developed in constant cooperation with civil society organizations and, first of all, those that have joined the Reanimation package of reforms. In this regard, there is a growing need for accessibility, accountability and responsibility of authorities, strengthening of control mechanisms in anti-corruption and other issues sensitive to public opinion.

Such mechanisms as consultations with the public, participation in public councils, working groups, public expertise and monitoring, public hearings, information requests to state authorities, etc., are used for the interaction of authorities and civil society. However, the potential of the analytical and expert environment, trade union organizations, and employers' organizations in shaping the content of state policy remains insufficiently realized today.

The public relations system, which is an integral part of the activities of public administration bodies in democratic countries, primarily in the member states of the Council of Europe, ensures the effective interaction of equal and interdependent subjects of public life.

According to Y. Habermas, it is the public through public discussion that controls and legitimizes the system of power, and it is also capable of resolving conflict

situations. This corresponds to the idea of creating a civil society by active individuals [4, p. 67].

The mechanism for realizing citizenship is public participation of the population, through which its ability to self-organize and self-govern is manifested. The existence of civil society becomes possible in the presence of free and equal individuals who have the right to free association and voluntarily carry out relevant political guidelines. People's social work is carried out in various forms, depending on the specifics of their activity. These are public organizations, and political parties, as well as public movements, etc.

Promotion of the self-development of civil society by public authorities (state authorities and local self-government bodies) involves: creation of systemic, primarily legal and financial, conditions for the activity of public sector organizations and structures; implementation of the policy of public consolidation to solve socially significant problems, aimed at ensuring the well-being of citizens; definition and implementation of the principles on which the interaction of public authorities with the structures of the business and public sectors is built, the creation of institutions for the interaction of the government, business and public sectors; improvement of existing and development of new forms of social partnership and forms of cooperation of public authorities with structures of the business and public sectors; development of effective mechanisms for supporting the activities of non-governmental organizations in their implementation of socially significant programs.

First of all, it should be noted that the mechanism of state management is a complex system designed to achieve set goals, which has a certain structure, levers, and tools for influencing the object of management with appropriate legal, regulatory, and information support [22-24]. An important mechanism of interaction between the authorities and the public is legal. The lack of an effective legal framework and special legislation in this area hinders the establishment of cooperation and partnership.

The organizational mechanism of management is also important, which includes subjects, objects of state administration, their functions, tasks, goals, management methods and performance results. It should be noted that the lack of an organizational mechanism of cooperation between public authorities and institutions of civil society is the dispersion and uncertainty of the functions of the state authorities regarding the development of such cooperation. In particular, in many developed countries, the state policy on cooperation with civil society is implemented by a specially authorized body. In view of this, the creation of an independent state body is proposed, the main task of which will be comprehensive assistance and support to the public in order to develop the involvement of citizens in the implementation of public policies [25-29]. Regarding the economic mechanism, which is closely related to the aforementioned mechanisms, it should be emphasized that a characteristic feature of the modern stage of creating an effective tax system is a change in the understanding of the place and role of the state in this process. If in previous years the state was considered as the main source of financial resources for the social sphere, today it should take an active position characteristic of the state itself, that is, create conditions for the development of public

organizations that will help in the search for alternative sources of funding, for example, grants.

The development of mechanisms of interaction between the state and civil society is due to the fact that, first of all, it is necessary to improve the existing relations between the government and civil sectors. For this, accordingly, new forms of such cooperation should be defined, conditions should be created that will contribute to the further development of civil society institutions, and guarantees should be strengthened in ensuring citizens their constitutional rights to participate in the processes of state administration. For a long time, the Ministry of Justice of Ukraine was developing a draft document that should define the interaction of the state and civil society in Ukraine, similar to similar European agreements, which defined the principles, forms and principles of cooperation between state authorities and non-governmental organizations. However, this version of the concept was never discussed in the Verkhovna Rada of Ukraine. Instead, a number of other important documents have been adopted today to establish partnership relations between state authorities, local self-government bodies and civil society organizations [8].

The key role of public relations during the functioning of public authorities is to create and shape a positive image of the authorities, which directly affects the creation of a favorable environment for effective interaction of both parties [1]. It should be stated that in Ukraine, the search for innovative forms of optimization of interaction between state and self-governing bodies and institutions of civil society continues.

Thus, we can state the fact that despite all the talks and measures aimed at the development of civil society, it is only at the stage of formation in our country. Therefore, it is necessary to discuss the effectiveness of the interaction of the state with the institutions of civil society systematically, starting, first of all, with the regulation of these relations. The beginning of such a system can be, for example, the adoption of the Concept of interaction of the state with civil society, the project of which is currently developed by the Ministry of Justice of Ukraine. Such a kind of systematization will contribute to the elimination of chaos in the relations between the state and institutions of civil society

An analysis of the state and content of the legal framework regarding the development of communication between state authorities and the public shows that in recent years, the Verkhovna Rada, the Cabinet of Ministers, and the President of Ukraine have adopted a number of important laws, resolutions, and decrees that expanded the scope, content, and boundaries of public control over activities state

There is a list of basic legal acts that promote and ensure the introduction of various forms of participation of civil society institutions in the management of state affairs, in particular:

- Laws of Ukraine: "On the principles of state regulatory policy in the field of economic activity", "On trade unions, their rights and guarantees of activity", "On the protection of consumer rights", "On associations of local self-government bodies", "On volunteer activities", "About public associations", "About appeals of citizens", "About access to public information";

– Resolutions and orders of the Cabinet of Ministers of Ukraine: "Regulations of the Cabinet of Ministers of Ukraine", "Procedure for facilitating public examination of the activities of executive authorities", "On ensuring public participation in the formation and implementation of state policy", "On approval of the Procedure for facilitating public examination of the activities of bodies" of executive power", "Typical provisions on public councils", Concept of promotion of civil society development by executive power bodies.

The most common and effective forms of interaction between the government and the public should also be highlighted, namely: informing, consulting, public hearings, social order, delegation, control.

As of today, the interaction of state authorities, local self-government bodies with the public remains insufficiently effective due to insufficient transparency of the activities of these bodies and bureaucratized procedures of such interaction, low level of mutual trust. For example, according to the expert survey, among the reasons for the ineffectiveness of consultations with the public is primarily (Fig. 1).

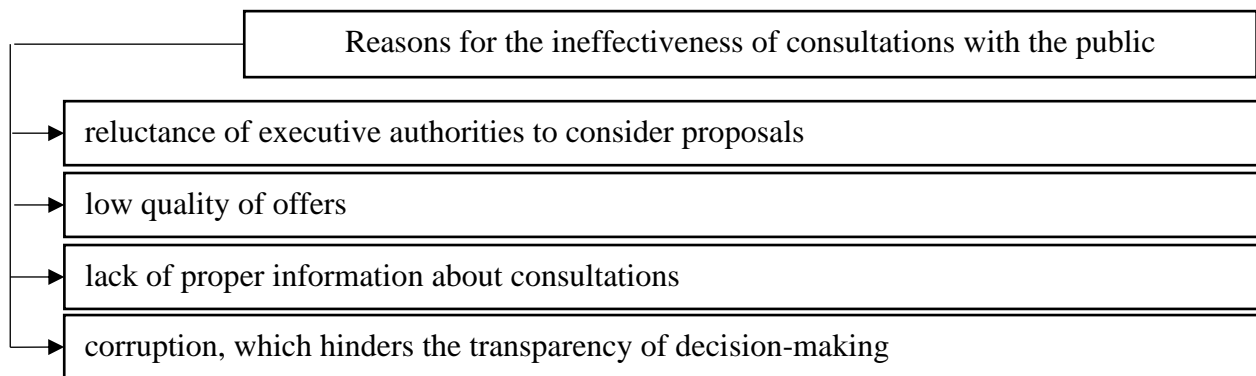


Figure 1. Reasons for the ineffectiveness of consultations with the public

Soucers: developed by authors

Therefore, it is necessary to overcome the following phenomena: firstly, corruption, overbureaucratization of state authorities, secondly, social inertia, unwillingness of citizens to defend their interests and participate in politics. The question of the effectiveness of the adopted normative legal acts, their improvement through the implementation of "working" procedures, along with the strengthening of the responsibility of state authorities and their officials for compliance with the legislation, is also open. The next stage should be the improvement of procedures, which would ensure the practice of state authorities taking into account the positions of the public, establishing the principles of openness, transparency, and accountability.

It is also necessary to propose proposals for an effective model of mechanisms for the interaction of civil society organizations with public authorities, which is needed (Fig. 2).

Discussion. The process of formation of civil society in Ukraine is objectively associated with certain difficulties, therefore, effective legal regulation of the activities of civil society organizations is of great importance in the process of the transition of relations between the state and civil society to the level of partnership. The basis of such regulation should be the principles of non-interference, deregulation and

maximum involvement of their potential as a component of civil society in processes in the state. The result of twenty-five years of building civil society can be called the positive dynamics of its development: the influence of civil society organizations on the internal and external policy of the state is growing significantly; the activities of public organizations are based on a broad base of legislation.

The analytical note of the National Institute of Strategic Studies offers the following list of necessary conditions for building an effective model of interaction between civil society organizations and public authorities [2]:

1. Ensuring information openness on the part of state authorities, timely informing about the preparation of political decisions.

2. Further improvement of the regulatory and legal field, elimination of its miscalculations and gaps, which should ensure the effectiveness of public consultation procedures, full implementation of public control, public expertise.

3. Expanding the scope and content of public control over the activities of state authorities, creating additional mechanisms for effective public control in areas that do not have proper legal regulation.

4. Coverage by mechanisms of public control, public expertise, monitoring, consultations with the public of issues of primary importance for society [8].

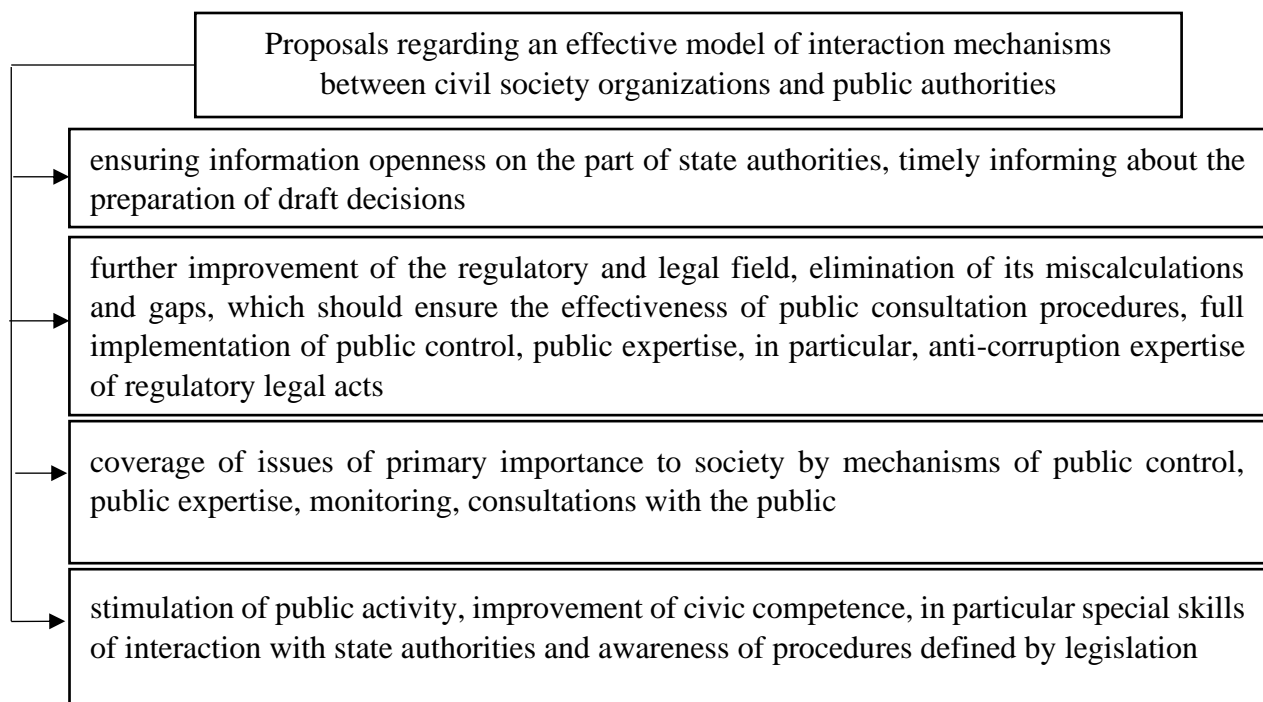


Figure 2. Proposals regarding an effective model of interaction mechanisms between civil society organizations and public authorities

Soucers: developed by authors

In view of the above, it is reasonable to conclude that the main conditions for the constructive interaction of public authorities with the public are:

- the willingness of the above-mentioned subjects to cooperate;
- readiness of the public to interact with the authorities;

- availability of effective legal mechanisms of cooperation;
- financial stability of activities of public organizations.

Conclusions. The interaction of state authorities with institutions of civil society is a modern condition for the development of a democratic state in the world. State authorities and local self-government bodies should cooperate with the public, as the existing potential of the population will help to influence the effectiveness of interaction and the development of partnerships. Cooperation between state authorities and the public is the key to the constructive implementation of public policies. Increasing the efficiency of government activity is achieved through more active involvement of human capital in the implementation of public administration strategies.

Therefore, the mechanisms of interaction between the authorities and the public allow us to outline the framework of interaction and transparency of partnership relations, as well as those that have a significant impact on the state of social relations in the country.

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