

MANAGEMENT OF INSTITUTIONAL SUPPORT TO THE ACTIVITIES OF YOUTH ASSOCIATIONS IN UKRAINE

Sergii Boltivets, Olena Halushko

State Institute of Family and Youth Policy of Ukraine, Ukraine

E-mail: boltivetssergij@i.ua, legin.uyf@gmail.com

Abstract

The main result of the study is a systematic analysis of the peculiarities of legal and political institutionalization of public associations in Ukraine, ways of increasing the effectiveness of regulation of the activities of public associations in Ukraine by means of institutional support, institutional capacity of which is the result of their interaction with the state. This is manifested in the ability of public associations to perform their functions in providing social services in areas that are legally and normatively defined by the state. The evaluation of the effectiveness of relations between civil society actors, the form of institutional support for the activities of associations of children and young people on a public-legal basis, necessary for the effective use of the potential of different types of public associations, as well as optimal ways to increase the effectiveness of institutional support for public associations in implemented youth and social projects. The institutionalization of the process of interaction of public authorities with public organizations and their associations is highlighted in the context of consolidation of the organizational and legal rules of their relations, the conditions of their partnership cooperation in various spheres of socio-political and socio-economic life of the country. Institutionalization is revealed as the legitimization of the foundations of the interaction of these institutions, that is, the recognition of their interaction is legitimate and expedient for the majority of the population, whose interests are the institutions of civil society. The forms of institutional support for the activities of associations of children and youth are presented, which directly determine institutional support instruments, which can be either direct or indirect. The presented results of the conducted research testify to the necessity of further development of civil society on the basis of cooperation between state authorities and the public. An indispensable condition for such interaction is the formation of an appropriate mechanism of public administration, in which a system of social and legal norms, methods for defining purposes and a legal basis for the management process in this direction are identified. The prospects for further research in this direction are envisaged, which include the development of proposals for improving the structure of state bodies - elements of the system for ensuring interaction between authorities and the public, improving the coordination of their activities.

Keywords: *institutional support, youth policy, public associations, public administration, partnership cooperation.*

Introduction

The state policy on NGOs in Ukraine is aimed at the comprehensive promotion of activities of children's and youth associations at all stages of the life cycle of a public organization, covering the idea of its creation, association of efforts of participants, legal registration, establishment of organization, receipt of one or another organization a stable positive reputation as an active force that represents and protects the interests of young people. An example is the functioning of existing non-governmental organizations and the implementation of targeted methodological and organizational assistance, which can be provided by the authorities in the process of formation of public sector organizations. The main obstacle that needs to be eliminated in order to increase the effectiveness of interaction between public administration bodies and non-governmental organizations and their associations is the lack of institutional capacity

for the participation of public organizations in the decision-making process by public administration bodies, inactivity of the management apparatus in conducting public consultations, discussing existing problems with representatives of institutes of civil society, lack of experience of NGOs in conducting monitoring and evaluation of the executive decisions taken. Children and youth NGOs need special support in cooperation with the authorities.

Regulatory regulation of the activities of public associations in Ukraine, which is the basis of any interaction with the authorities of the authorities, is based on the Constitution of Ukraine and the Law of Ukraine "On Public Associations", which defines the general principles of activity, delineates the subjects of state authority and public associations, as well as other laws and resolutions of the Verkhovna Rada of Ukraine, decrees and orders of the President of Ukraine, resolutions and orders of the Cabinet of Ministers of Ukraine, decisions of executive bodies, local self-government, which are issued within their competence and detail the activities of public associations. The legal basis for the activities of children's and youth NGOs in Ukraine is the Declaration "On the General Principles of the State Youth Policy in Ukraine", as well as the Laws of Ukraine "On Promotion of the Social Formation and Development of Youth in Ukraine", "On Children's Organs and Services and Special Institutions for children", "On education", "On youth and children's social organizations", "On the protection of childhood".

Aim

The purpose of the study is to determine the conditions necessary for the effective use of the potential of various types of public associations, as well as the optimal ways to increase the effectiveness of institutional support for the activities of public associations in the implementation of youth and social projects.

Research Methodology

The methodology of the research is based on the definition of the principles for assessing the effectiveness of the relationship between the actors of civil society.

The institutionalization of the process of interaction of public authorities with public organizations and their associations is considered on the basis of consolidation of organizational and legal rules of their relations, conditions of their partnership cooperation in various spheres of socio-political and socio-economic life of the country. Institutionalization is seen as a process that determines the legitimization of the foundations of the interaction of these institutions, that is, the recognition of their interaction is legitimate and expedient for the majority of the population whose interests are the institutions of civil society.

The concrete forms of institutionalization of the process of cooperation between public authorities and public organizations have become clear when determining the legal and organizational status of their possible relationships. In this way, the goals and functions are organized, which arranges the internal organizational structure of the mentioned institutions. This is confirmed by studies (Smola L., 2013), which mark the general trend - most NGOs suffer from a lack of well-designed organizational tasks and strategic plans. This leads to the fact that these organizations remain inefficiently organized.

Civil society as a relatively independent and holistic social system can exist only on the basis of a political nation. The point, obviously, is that a consolidated civil society is impossible without the prevailing national consciousness of the members of the community, their spiritual unity. Only in these circumstances, civil society can interact on an equal footing with the state, control its activities, and direct it to the realization of the interests of the people.

Thus, public associations of the countries of the European Union form a phenomenon of real reality integrated into society, which is characterized by a pronounced social nature, internal and external subject relations, interdependence of various legal aspects, which serve as the basis for socially active behaviour of citizens. This active activity and behaviour leads to

the realization of the political, economic, social and other possibilities of the individual, creates conditions for the free development of man and his dignified life, the removal of restrictions and violations of human rights and freedoms. In Ukraine, conditions are created for the development of integration processes, aimed at adapting the national regulatory framework to the administrative and legal regulation of the activities of public associations in the member states of the European Union. In addition, the national legislation of Ukraine synthesizes the constituents of administrative law, which are characterized by various alternative public-law provisions used in the law of continental Europe and the United Kingdom to determine the public status of civic associations. Forms of institutional support for the activities of associations of children and young people on this public-law basis are presented in Table 1.

Table 1. Forms of institutional support for the activities of associations of children and young people.

Forms of institutional support	Institutional tools support
Direct institutional support	- financing of publicly significant projects from the state budget;
	- state subsidies;
	- grants;
	- transfer of part of tax revenues;
	- state competitive and non-competitive purchases (contract);
Indirect institutional support	- normative-legal support (laws, resolutions of the Cabinet of Ministers of Ukraine, orders of ministries, programs);
	- dismissal or benefits from the income tax of the organization;
	- tax incentives for donors (grantors, sponsors, patrons, philanthropists);
	- exemption or benefits from the income tax of the beneficiaries;
	- training of representatives of children's and youth organizations by the authorized state body (the program "Youth worker");
	- consultations, seminars, trainings;
	- special scientific-methodical literature, recommendations on standards of youth work;
- infrastructure of youth policy (youth centres, youth spaces).	

As can be seen from Table 1 below, forms of institutional support for activities of associations of children and young people directly determine institutional support instruments, which may be direct or indirect.

Direct institutional support in Ukraine involves financing publicly significant projects from the state budget; government subsidies; grants; transfer of part of tax revenues; state competitive and non-competitive purchases (contracting); normative legal support (laws, regulations of the Cabinet of Ministers of Ukraine, orders of ministries, programs). Indirect institutional support in Ukraine is implemented in the form of exemptions or benefits from the corporate income tax; tax incentives for donors (grantors, sponsors, patrons, philanthropists); dismissal or benefits from the income tax of the beneficiaries; training of representatives of children's and youth organizations by the authorized state body - the Ministry of Youth and Sports of Ukraine on the basis of the main scientific institution of Ukraine in the field of youth research - the State Institute of Family and Youth Policy of Ukraine under the program "Youth Worker"; consultations, seminars, trainings; publication and distribution of special scientific-methodical literature, recommendations on standards of youth work; infrastructure of youth policy (youth centres, youth spaces).

The search for ways to increase the effectiveness of institutional support for NGOs in Ukraine reveals an analysis of the administrative and legal framework, which is based on the regulation of the activities of public associations. The scientific analysis of this database allows us to conclude that there is a need to improve and clarify the legislation on public associations in order to implement the principle of equality of public associations in all their organizational and legal forms. Effective interaction between authorities and public associations requires the development of cooperation mechanisms, coordination of activities of public associations, legislative guarantee of protection of the rights of public associations from voluntarism or arbitrariness of the authorities, elimination of ambiguity, consolidation in the law of such formulations, which would reduce to the minimum possible interpretation of the law at the discretion of law enforcement agencies. Institutional support for the activities of public associations in Ukraine deserves a comprehensive scientific analysis based on the unification of the efforts of representatives of various social sciences - political scientists, lawyers, sociologists, economists, historians, and new approaches to the theoretical development of a complex implementation of the rights and freedoms of a person, in particular, constitutional law for the association of children and youth.

The interaction between public administration bodies and NGOs in Ukraine is characterized by the formation of partnerships between them, based on the institutionalization of public participation structures and the introduction of clear public consultation procedures. To a large extent, this is overcome by the alienation of citizens from the authorities and increasing opportunities to influence its actions. Proceeding from this, an important modern direction of the development of civil society institutions in Ukraine is the formation of a civil culture in order to avoid conflict situations in relations with state authorities. The interaction of public organizations and their associations with public authorities within the framework of the conflict paradigm maximizes the possibilities for the establishment of harmonious relations between the state and civil society, promotes the establishment or restoration of mutual trust in joint activities, which has mutually approved goals and direction.

Public relations services are becoming powerful channels of communication that help the Ukrainian authorities to develop democratic governance. Under the authority of the state government is understood as a relatively independent, separate link of the apparatus created by the state and financed at the expense of taxpayers, carries out, on its behalf, certain functions of the state within the limits of the established competence. Public relations services of public authorities, moreover, serve as the reporting of open and accessible government information to public requests, which will contribute to the development of civil society institutes, their initiatives and self-organization.

Research Results

The functional structure of state regulation is a combination of functions of public administration and the managerial functions of state bodies in their interaction. This structure in Ukraine provides the managerial interconnection of the state - the subject of management - with the social system, the internal dynamism of it as a system that manages. The basic structure of the functional structure of public administration is the functions of public administration, around which and for which the administrative functions of state bodies are formed. As a result, each function of public administration is carried out through a certain complex of managerial functions of state bodies (by "vertical" and "horizontal").

The internal importance of the weight of each of these functions influences the substantiation of indicators / requirements for public organizations claiming public funding in terms of their importance for the effective implementation of the tasks of the authority, which is far from always coinciding with the needs and demands of the community. This contradiction requires separate study and systematic tracking, since its severity includes the answer to the question of whose interests are the authorities or public organizations that are funded by them.

The substantiation of indicators or requirements for public organizations applying for state funding is carried out by defining the principles for implementing all forms of public financial support for NGOs provided in the National Strategy for Promoting Civil Society in Ukraine for 2016-2020, approved by the Decree of the President of Ukraine of February 26 2016, No. 68/2016 (National Strategy, 2016) - (Figure 1).

The Orientation of NGOs

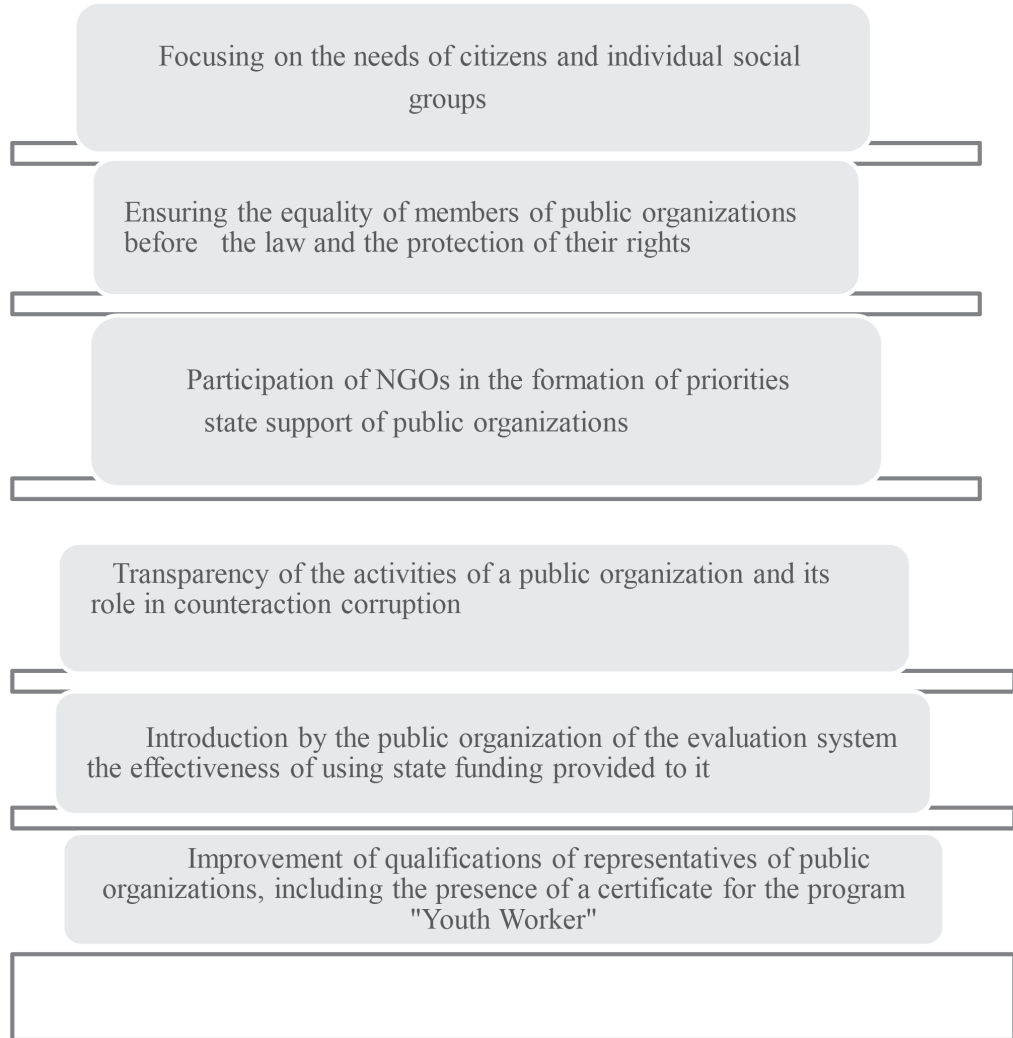


Figure 1. Criteria for assessing NGOs to provide them state funding.

Improving the effectiveness of governance in the field of institutional support for the activities of public associations is to create favourable conditions for the formation of institutional development of civil society organizations. Within the framework of this strategic direction, the tasks presented in Table 2 (Existing Cooperation Mechanisms ..., 2016) are implemented.

Table 2. The task of creating favourable conditions for the formation and institutional development of civil society organizations.

1.	Improvement of legal status, order of creation, organization of activities and termination of bodies of self-organization of the population, extension of their powers to participate in solving issues of local importance.
2.	Legislative settlement of the issue of mandatory planning in the State Budget of Ukraine and local budgets of expenditures for the provision on a competitive basis of financial support for the implementation of programs (implementation of projects, activities) developed by civil society organizations.
3.	Implementation of a single competitive procedure for the selection by the executive authorities of programs (projects, events) developed by civil society organizations for the implementation (implementation) of which provides financial support to the state, and ensuring, at the legislative level, equal access to participation in such selection by these organizations, in particular charitable organizations.
4.	Developing with the participation of the public priorities and common criteria for the provision of financial support at the expense of budgetary funds for the implementation of programs (implementation of projects, measures) developed by civil society organizations and aimed at realizing the tasks of state and regional policy, the definition of medium and long-term indicators of the amount of such financial provision support.
5.	Introducing effective mechanisms for providing financial support to public initiatives.
6.	Creation, in the best practices of the European Union, of a favourable tax environment for legal entities and individuals who provide charitable help, and individuals who receive charitable assistance.
7.	Introduction of the same approach to the taxation of personal income tax when receiving free social services from budget institutions and from civil society organizations.
8.	Implementation of auxiliary (satellite) accounts for the statistical registration of civil society organizations and their activities in accordance with international standards.
9.	Activation of complex measures aimed at increasing citizens' civic education about the possibility of protecting their rights and expressing interests through various forms of democratic participation

The tasks set out in Table 2 on creating favourable conditions for the formation and institutional development of civil society organizations are based on the legal mechanism of institutional support regulation. The effectiveness of their implementation is related to the implementation of the above management principles (Figure 2).

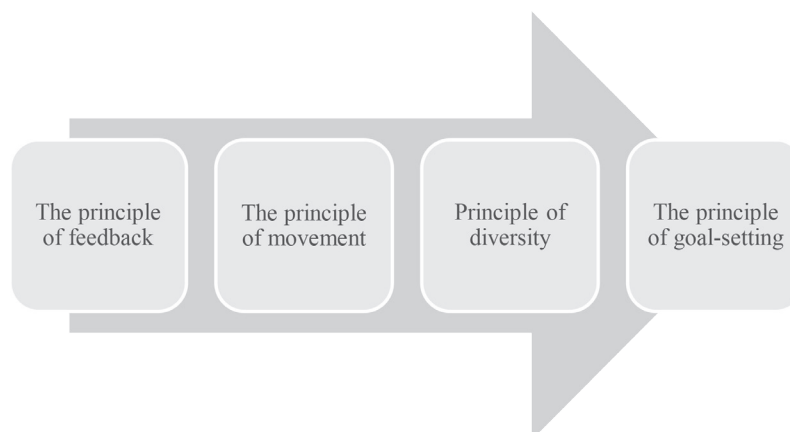


Figure 2. Principles of effective regulation institutional support.

The essence of the purpose-setting principle indicated in Figure 2 is that the purpose of the control system's actions must be chosen on the basis of objective realities. In the managerial formation of goals, the central executive body of Ukraine in the field of youth policy implements its administrative function with regard to institutional support of children's and youth organizations on the basis of assessing the relevance of resources to the goals and conditions for their achievement, the goals of the internal and external environment, as well as methods for their achievement, compliance goals of the results of self-government by a public organization of its members. It is important to monitor the variability of institutional support actors, to identify their specific causal relationships, in which each element of the management system is both a cause and a consequence.

The formation of the mechanism of state management of the interaction of state authorities with civil society is carried out taking into account scientifically substantiated principles put forward for systems of this type (Figure 3).

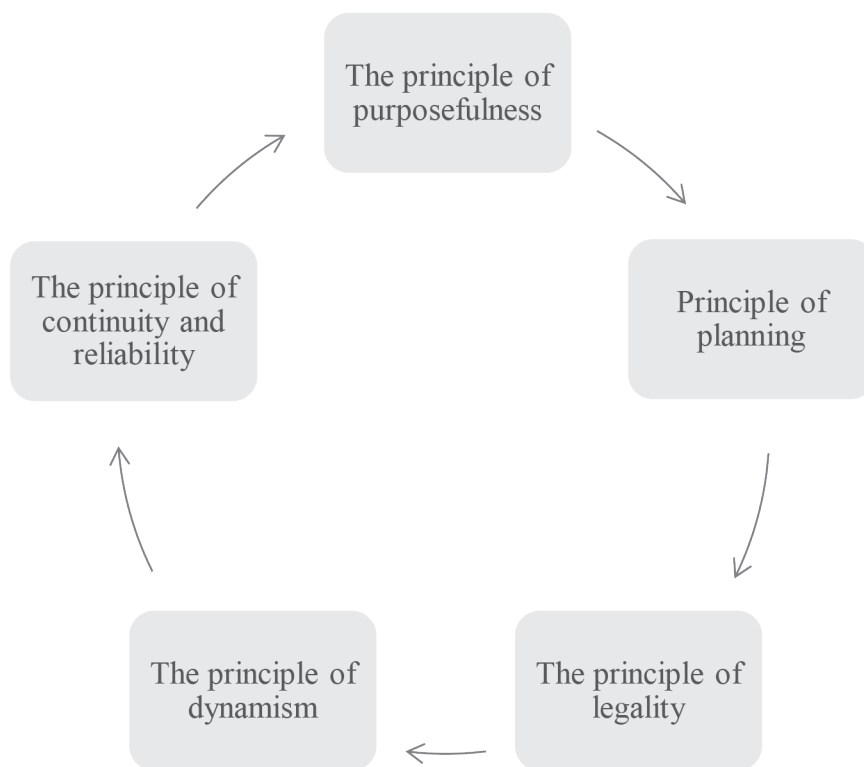


Figure 3. Principles of interaction between public authorities with civil society.

The implementation of the principles shown in Figure 3 unites all elements of a purposeful system of institutional support for children's and youth organizations, forming a unified mechanism aimed at solving common problems. The results are manifested in creating organizational, economic, legal conditions for the mutually agreed stable functioning of the subject of management with the object of institutional support, achievement of planned and tactical, and strategic goals.

In addition, the resolution of the problem of the formation of a coherent and publicly adopted communicative policy of public authorities in relation to the public in the current conditions of rapid social change, the dynamics of socio-political processes in Ukraine needs to take into account the permanent military threat on the eastern borders of Ukraine and its land border with the temporarily occupied Russia the Ukrainian peninsula Crimea. The daily military operations of the Russian Federation and its mercenaries against Ukraine cover a large part

of the Ukrainian youth policy, as its focus is on the overwhelming majority of youth volunteer organizations that provide assistance to the eastern front of Ukraine - the young people of the Armed Forces of Ukraine, the Border Guard Service of Ukraine, the Naval Forces Ukraine, other types of troops and combat units.

Taking into account the dynamics of Ukraine's external and internal threats, it requires a separate study of regulatory, institutional, financial, and organizational support for the management of these risks, the realization of which takes place through the activation of appropriate mechanisms of public administration.

A separate place in the system of modern government trends in Ukraine is to increase the effectiveness of the relationship between the authorities and the public in the context of decentralization, including the transfer of a significant part of the budget funds to the management of local communities. The classification of topical issues of decentralization of modern Ukrainian governance is presented in Table 3.

Table 3. Actual problems of the efficiency to increase the relationship between the authorities and the public in the context decentralization.

1.	Ensure the proper implementation of the requirements of the legislation on consultation with the public and the formation of public councils.
2.	Overcoming the selective approach, formal and occasional involvement of the public with public authorities.
3.	Prevention of discrediting procedures, use of public councils as a lobbying tool for promoting narrow-minded interests, holding false or overbought public hearings, examinations, hearings; Inclusion of procedures for involving public councils in decision-making and consulting with the public in the regulations of executive bodies.
4.	Providing high-level coverage of the results of interaction with the public on the websites of state authorities.
5.	Strengthening the mechanisms of accountability of public authorities and their officials for preventing public participation, especially in matters of real access to information, ensuring timely and complete disclosure of information.
6.	Improvement of resource provision (financial, material, personnel, information) structural subdivisions of state authorities responsible for interaction with the public.
7.	Improvement of qualifications both by officials of such units and the public on the use of public participation tools in the formulation and implementation of policies.
8.	Raising the level of competence, institutional capacity, responsibility of both the public and state authorities, as well as in general - the legal, political, and civil society of the population.
9.	Compliance with the legislation on the consideration of constructive proposals by the public based on the results of consultations or justification of the consequences of the failure to take into account such proposals.

For the complex solution of the topical problems mentioned in Table 3, increasing the effectiveness of the relationship between the authorities and the public in a context of decentralization, the main directions of improving the dialogue between the authorities and the public at the regional level are used in Ukraine (Harletsky A., 2013). The directions for improving the dialogue between the authorities and the public at the regional level are presented in Figure 4.

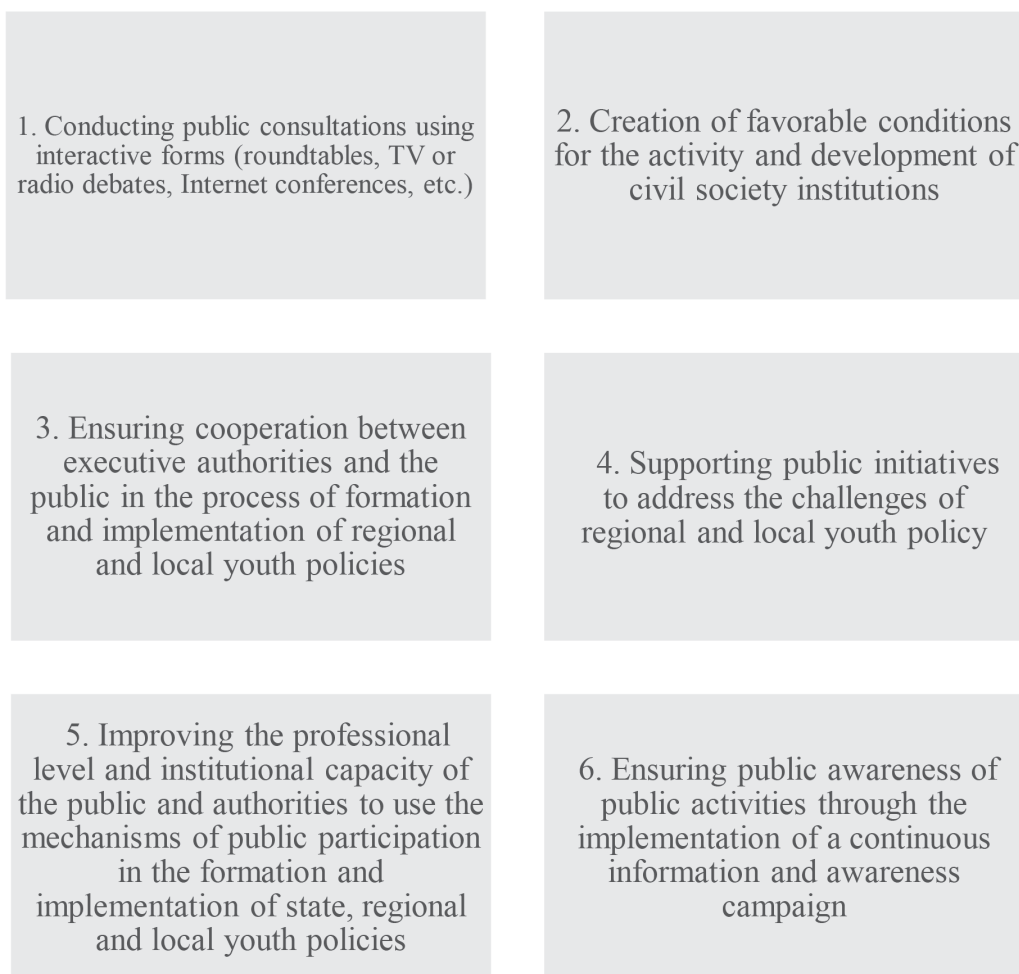


Figure 4. Directions for improving the dialogue between the authorities and the government with the public at the regional level (Harletsky A., 2013).

Effective implementation of educational management, educational monitoring (Lamanauskas, 2017), an important role in raising the professional level and institutional capacity of the public and authorities regarding the use of mechanisms of public participation in the formation and implementation of state, regional and local youth policies. Modern views on the managerial aspect of education are presented in the fundamental monograph of V. Lamanauskas "Reflections on education", which significantly influenced the quality of educational policy in raising the professional level of youth workers.

Conclusions

The results of the study made it possible to establish that for the further development of civil society in Ukraine, on the basis of interaction between public authorities and the public, the formation of an appropriate mechanism of public administration, which is based directly on a distinct system of social and legal norms, methods of defining goals in the field of institutional management, support of children's and youth public organizations.

Prospects for further research in this direction include the development of substantiated proposals for improving the structure of state bodies for the introduction of elements of the

system of interaction between the authorities and the public in their composition. This will help to optimize the main structural units, create conditions for their interaction at the regional level, improve coordination of their activities. The potential of effective interaction of the public with the authorities is increasing due to the creation of institutional and procedural capabilities for their full-fledged activities.

In accordance with this, the peculiarity of the development of the public sector in Ukraine at the present stage is the increase in the participation of public associations in the political life of the country. This suggests that public organizations are increasingly taking responsibility for the full realization of the functions of state power in those areas where the authorities are failing. An example of this is formed on the initiative of hundreds of thousands of NGOs in Ukraine, the predominant part of which were youth organizations, volunteer battalions, who, in the absence of the Armed Forces in Ukraine, inflicted a powerful blow on the offensive forces of the Russian Federation and its mercenaries and stopped their offensive in 2014 by approaching the eastern front of the regular units of the Ukrainian Army. Similarly, on the domestic front of Ukraine, where there is a significant number of political parties, institutional support of which is being carried out by the Russian Federation to stop the resistance of Ukrainians to Russian military aggression, public organizations of Ukraine, with institutional support of Ukraine, take upon themselves the resolution of political issues in favour of the Ukrainian State and to the Ukrainian society opposed to pro-Russian political forces. This increases the number of differences from the generally accepted norms of the development of civil society institutions and the variability of situations in the process of formation and functioning of public organizations in Ukraine.

Politicization of non-governmental organizations - the process is objective and logical: the society seeks to control and influence the actions of the authorities. However, in Ukrainian conditions, the politicization of public associations leads to the fact that they are forced not to become a subject of the political process, but an instrument of election struggle. Formation of a political, economic, and social representation of the interests of citizens by non-governmental organizations in Ukraine has its positive results, since it compensates for the vacuum of such representation on the part of political forces. Socially significant interests, whose representatives are public organizations, are incorporated into the political system in Ukraine. As at this stage of social development, political parties in Ukraine mainly reflect the aggressive demands of the Russian Federation to promote the seizure of Ukraine, the destruction of its language, culture, science and the Ukrainian population or the private interests of those who plundered Ukraine, the attention of public organizations is now focused on the establishment and development of public dialogue and counteraction to hostile political parties in Ukraine.

The main reserves for developing partnerships between government bodies and non-governmental organizations are the formation of advisory structures with the involvement of public organizations for consultations and discussions on both strategic issues and urgent issues of development of non-governmental organizations in groups of public interests. Currently, public councils operating in Ukraine at any time have a nominal character but can serve as a tool for public influence on decision-making and decision-making, and the formulation and implementation of public policy.

The progress of civil society in Ukraine will require further improvement of the institutional support of children's and youth NGOs that act in the interests of all citizens of the Ukrainian State, resist the external and internal aggression against Ukraine and its people, and promote the improvement of relations between the state and society, authorities and citizens.

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Sergii Boltivets	PhD., Professor, Head of Department for Youth Policy, Development State Institute for Family and Youth Policy, Izaakyana 18, Kyiv, Ukraine. E-mail: boltivetssergij@i.ua
Olena Halushko	PhD, Senior Researcher, Department of Youth Policy Development, State Institute of Family and Youth Policy of Ukraine, Kyiv, Ukraine. E-mail: legin.uyf@gmail.com