

THE THEORY OF STAKEHOLDER RELATIONS AND TRANSNATIONAL TRANSFER OF ADMINISTRATIVE MODELS

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Abstract

The paper focuses on the methodology of determining the possibilities, potential outcomes and effectiveness of implementing an administrative model into the national culture and political tradition of any given country or community. The case of national public policies and mechanisms for children upbringing and protection was chosen for a practical example and is described below.

ТЕОРИЯТА ЗА ЗАИНТЕРЕСОВАНИТЕ СТРАНИ И МЕЖДУНАРОДНИЯ ТРАНСФЕР НА АДМИНИСТРАТИВНИ МОДЕЛИ

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Резюме

Текстът е относно интердисциплинарния анализ на националните публични политики за детското възпитание (включително тийнейджъри) и защитата на правата на детето на базата на природните и социални условия в страната, включително по отношение на културните традиции и практики, които са част от отношението на възрастните към децата и междуличностните отношения в общността. Разгледани са връзките със заинтересованите страни в общността - на ниво обществени отношения, в които нечи стремежи към придобиване на пълна лична свобода са балансирани с нечи социални задължения по отношение на други членове на общността. Разбирането на природата, правилата и опциите на отношенията със заинтересованите страни в една общност дава възможност за трансформиране на ситуацията, които често се разглеждат като конфронтация в конструктивно социално сътрудничество.

The processes of cross-cultural experience transfers, its results and adaptation outcomes first came to the focused attention of Arnold van Gennep, Bronisław Malinowski, and Alfred Radcliffe-Brown. Their works describe the specifics, peculiarities and effectiveness of trans-border transfer of traditions, ideas, practical knowledge and information as such. The similar method of comparative analysis was used in the anthropologic and ethnographic studies of Franz

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Boas, James Feibleman, Edward Evans-Pritchard. Still, it was the American anthropology school (Alfred Kroeber, George Murdock, Leslie White, Melville Herskovits, Daniel Levinson, Carol and Melvin Ember and others) that paid particular attention to the cross-cultural and transnational means, methods and methodology for implementing administrative models and instruments (public policies). This school had created and left behind a quite particular, but still rather well-knit theory for these processes.

Almost simultaneously with the holocultural research, the cross-cultural studies were held in the sphere of psychology: Elliot Aronson had set the goals, David Matsumoto had determined the key research areas, Svetlana Lurie had drafted the theory, and Harry Triandis had developed the applied practices for ethnic and cross-cultural psychology.

By the end of XX century, following the psychology and linguistics there appeared the new scientific research areas that used the principles of cross-cultural comparative historic analysis – namely, the works of Edward Hall, Anna Wierzbicka, Deborah Tannen, Nigel Holden (the founder of cross-cultural management, Mikhail Bakhtin, Moses Kagan, Yuri Solonin, Svetlana Ikonnikova, Andrei Korotaev, Ludmila Pochebut and others. They had put the background for the possibilities to apply this type of analysis in social and cultural anthropology, having also pointed out the earlier unnoticed methods of traditions, ideas and information transfer between various human communities.

The processes of community transformation with simultaneous amendments to the public policy for children upbringing on the post-USSR territory were studied by Tatiana Zaslavskaja, Rosalina Ryvkina, Alexander Panarin etc. Particularly interesting are the related works of Ruth Benedict, Neil Postman, and Dieter Richter who focused their research on consistent patterns, mechanisms and phenomena of *social construction of childhood* (a Soviet approach, which included the balanced influence onto every child through culture, family, school and state), which are used by the community (inclusive as political technologies in the process of *social construction of youth* – a process that followed the social construction of childhood and included also the means to stimulate the self-motivation of the youths within the government-set rules and legislation) with the aim to sustain the chosen development path, political order and socio-ethical model.

The same aspects of the childhood issues were studied by Svetlana Belicheva, Lamara Mekhrishvili, Yuri Klaberg, Galina Sillaste and others. The content and focus areas of social public policy related to children – by Irina Grigoryeva, Vasily Zhukov, Sergey Smirnov, Evdokiya Kholostova etc.

The issues of social protection for orphans, their education and further participation in the labour market, the housing support, health protection and relevant medical aid etc. were subject of the research for Isabela Dementieva, Andrey Elizarov, Valentina Forsova and others, who described and analyzed that within the framework of studying the family as a social, political and religious institute in Russia. Particularly interesting are the works on dysfunction existing in the state-governed institutions and public policies for protecting the rights of the child, which were deployed to solve the problem of child homelessness (described in the works of Elena Breeva, Lyubov Dulinova, Eugene Slutsky, Svetlana Stevenson, Lydia Samokhina) and social adaptation problems in the orphanages (focus of the works of Isabela Dementieva, Inna Nazarova etc.). Also worth the attention are the works focused on the regional practice for means and measures programming by Gregory Zabryansky and Elena Savinkova, as well as the study by Tatiana Papkova, who focused on national legislative mechanisms for preventing the juvenile crime and delinquency through implementation of international norms and standards.

The political processes of development of the state (public) social protection for children were studied by Peter Berger, Thomas Luckmann and Abraham Maslow with the methods of theory of social reality construction and by David Durkheim, Max Weber, Talcott Parsons and Maurice Duverger with multifactor analysis. The systemic analysis was used as basic for the overall research concept Harold Lasswell, Yuri Surmin, Sergey Kuznetsov and others.

The comparative historic analysis was used to determine the general and the particular in national (community) public policy in children upbringing and their rights protection. Their status changes were studied in the context of developing a) the stakeholders interactions of the subjects of the socialization process, and b) the community's political tradition.

The economic aspects and civic society role in these processes were analyzed according to Brian Barry, based on the classification of the evolution cycles of the civic movements by Yngve Ramstad.

All the abovementioned scientific approaches look into the issues of information transfer and perceiving, and the functioning of the built on its base social structures and relations (inclusive of the administrative models and instruments) as separate matters and from different points of view limited by the framework of their chosen research areas. The majority of the researchers have analyzed the cross-cultural transfer of information and experience as a process that is limited by unique rules and conditions. This is why it is rather difficult to correlate these researches with each other and join together their results. Even if the methodology for analyzing these processes was gradually perfected, it is not able to give answers to the questions that keep arising under the influence of the continuing globalization.

As a result, the new scientific approach – a theory of stakeholder relations – has appeared and its application allows getting the necessary answers. This theory allows for studying the processes of administrative models and instruments implementation not as random or periodic natural phenomena of chaotic character, but as an interconnected sequence of contacts, through which the countries (communities) exchange practices for mutual benefit.

The study of stakeholder relations in a modern community is a relevantly new area for the scientific interdisciplinary research. The stakeholder relations can be described as a level of social relations, which possesses both network and institutional structure. Also, this level of social relations is quite particular as it unites both the aspirations of a community member towards gaining full personal freedom and his/her social duties in respect to other community members. The results of stakeholder relations research are subject of attention for the sciences that study the means and processes of people management (such as public administration, business administration, political studies etc) since they contain the applied practices for modeling, forming, managing and controlling the subordinate social groups.

Understanding the nature, rules and options of the stakeholder relations in a community allows for transforming the situations that are seen, in many cases subjectively, as confrontational into constructive social co-operation. The functioning system of stakeholder relations is a sign that the community has reached a high level of social development.

The stakeholder relations begin to exist from the point, when the basic condition is met – the sides have started to recognize each other as equal partners in dialogue and possible co-operation. The key specific trait of these relations is the existence of point for efforts application that is common for all stakeholders – an object (or process) that they all are interconnected with through a stake that each one holds, notwithstanding their personal goals and aspirations towards the present state or the future of that object. That is, whichever interests or aspirations one has (inclusive of contradictions and controversies), all the stakeholders have no other way out, but to communicate, negotiate and find compromise with each other within set framework of rules. They have to base their dialogue not only on threatening and pressure towards their counterparts, but also on certain forms of self-containment and restraint. The stakeholders have to co-operate closely and effectively, otherwise they will not be able to reach their goals.

As we know, a government or a social structure that aims to have noticeable influence in a community is looking for means to inspire and influence, directly or indirectly, the thoughts, needs, dreams and aspirations of those people, whom it can reach out to. The human development history proves that the most effective method for this is to actively participate in forming and then influence the socio-cultural sphere, where the rules and patterns of social interaction, inclusive of

stakeholder relations, are established. This is why a carefully chosen and cultural paradigm with relevant historic and ideological background is a powerful instrument for influencing, and therefore managing, a community of a chosen size. Particularly when it comes to the younger generation, whose development patterns determine the future of that community, or humankind as a whole if we take a bigger scale.

Every government has its own, unique public policy for culture. Nevertheless, the influence of various globalization effects, which are persistent in further homogenization of the humankind in general, trigger the forces that downplay this uniqueness in all public spheres, children upbringing and their rights protection included. An example is the *UN Convention on the Rights of the Child*, which obliges the participating governments to take all appropriate legislative, administrative, social and educational measures for survival, development and protection of children. The Convention sets common standards and requirements, which allow for analyzing, assessing and correlating the activities undertaken by a state in this respect, and the achieved effect. In order to duly implement this Convention, the national public policy in protecting the rights and legal interests of the child has to be correlated with the relevant provisions of the Convention.

The correlation of such kind results in clustering and, eventually, standardization of various socio-cultural elements that exist in different countries and communities, particularly according to their regional and ideological characteristics. The positive impact for a community generally is a) greater effectiveness of social (community) management through the implementation of the already tested practices, and b) more active development of common culture of stakeholder relations – a system of commonly accepted social values, which is crucial for the very existence of today's transborder co-operation.

For positive effect, the implementation of the 'borrowed' practices for children upbringing (teenagers included) has to be preceded by the interdisciplinary analysis of the relevant public policies applied and functioning in various countries. The chosen study cases should include various sources and lobby-groups that promote particular patterns and approaches in children upbringing and protection of the rights of the child. It is vitally important to base the analysis on natural and social circumstances that exist in a community, inclusive of cultural traditions and practices, which are institutionalized and incorporated into the attitude patterns that adults exercise towards children and in interpersonal relations. This will allow for hypothesizing not only about the grade of applicability of a particular policy or its elements to the national cultural paradigm, but also the practical outcomes of applying the "borrowed" foreign standards and practice in a chosen community.

Today, when the velocity of global socio-economic transformations is high and not limited by the state borders, the implementation of international management experience and practices becomes a necessity, and a priority - one of strategic bases for the government's activity as such. Also, raising the quality of health protection for the children, their upbringing and life as such is one of the strategic activity goals for any government. So, the elaboration and implementation of standards and requirements for development of the human potential from the early age should become a priority in socio-economic and cultural public policies. For assessing this sphere of activity of various governmental and social structures the means and methods of comparative stakeholder analysis are appropriate and should be used.

They allow not only to determine the possibilities, constraints and risks for implementation of the borrowed (transferred) administrative models and mechanisms, but also to decrease significantly (several-fold) the spending of resources for studying, adapting and introducing of such practices. The savings come mainly from prior analysis and identification of the existing national, regional and global trends in this sphere of government's (public) activity, followed by the justified elimination of the inappropriate or unacceptable options. Then, according to the elaborated algorithms, the most effective options should be chosen along with determining the amount of resources (financial, organizational etc) necessary for practical correlation of these options with the existing national requirements. The final step consists of summarizing the necessary structural amendments to be made and drafting new functional schemes.

As we know, there are many methods and instruments for strategic analysis. Still, the majority of them were formed within the neoclassic economic paradigm. So, they assess the internal and external stakeholder environment from the point of their ability to generate profit and/ or to maximize their market value. Accordingly, the customers make the corner-stone on the commercial level, and the management – on the corporate level. These methodologies and instruments do not consider the relations with other stakeholders and their interests. This is why conducting such analysis with the classic methods results in spending a lot of time and other resources for getting the rather disputable results. The theory of stakeholder relations allows conducting the relevant study quicker and with higher credibility of the outcomes.

If we conduct the study from the point of view of a systemic formation (of any background – a government, a political party, a civic movement etc.), which aims to have (or increase) its influence in a community, with **an object of the study being national public policy in children upbringing and their rights protection**, and an immediate subject of the study being the processes of elaboration and implementation of the said public policy, then the goals of the study are:

1) to analyze the national culture and political traditions in familial and social relations relevant to children upbringing and protection in various communities (countries) of the world, as the intertwined systems and mechanisms of the stakeholder relations;

2) to prepare the recommendations on ways to optimize the effectiveness of relevant public administration authorities through development of their own systems and mechanisms of the stakeholder relations.

Then, the tasks to solve in the course of the study for a particular country/ region should be set as follows:

1) analyzing the cultural and political traditions that determine the attitude towards children exercised by adults, families, community, government, various non-governmental structures;

2) comparing the national peculiarities of the public policies with taking into account the most noticeable socio-cultural phenomena;

3) determining the key long-term trends and main elements in national cultural public policy and general assessment of their core elements;

4) analyzing the existing national political and social institutes and determining their impact onto and co-operation in children upbringing and their rights protection, and also the motives for resistance against such institutes that may exist within the community;

5) determining the national peculiarities, systemic changes and formation problems of the stakeholder relations, which may begin to appear in a community as a result of transformations introduced into the original attitude towards children and teenager upbringing and their rights protection;

6) conducting the comparative analysis, determining the applicability rate and assessing the prospective viability of the 'borrowed' foreign practice or conceptual approach to elaboration and implementation of the national policy in children (teenagers included) upbringing and protecting the rights of the child.

In the process of the study the communities (countries, regions) should be ranged according to their cultural uniqueness and seclusion from the mainstream globalization wave (taking into account the most sustainable and long-lasting trends in social relations). After that, in the course of elaborating the relevant public policy, the possibility of and the outcomes from the borrowed practices transfer should be assessed.

For example, let's take a *Project*, where a child is the object of a study, and the processes of children (and teenagers) upbringing and their rights protection – an immediate object. In today's world no one is able to single-handedly bring up a child as an active member of a

community, who would be needed by this community and able to fulfill various community functions with the aim to sustain the desired quality of own life. This is why, here the child is a centre point of all the efforts, an object, through which all the stakeholders are interconnected. In this case, the child's maximally effective upbringing and protection is a common goal, consisting of the goals of all the stakeholders.

The algorithm for analysis of the Project's stakeholders in this case will be as follows.

Step 1: determining all the participants of the Project and the relevant methods of accumulating and processing of the information concerning them.

We need to get as complete and inclusive list of the participants, as possible. Still, collecting the information based on the common sense would not include the possibilities of the latent stakeholders (or, in some conditions, factors related to their internal and external environment) to gain an exceptional influence onto the process of child upbringing and protection. The grade of stakeholder influence cannot be established separately for each of the stakeholders, as they all influence the object simultaneously and interdependently.

For credible selection of the involved stakeholders it would be reasonable to deploy methodologies and systems that use expert assessments. The sequence of stakeholder influence is best ranged according to the importance of such influence for the object and based on the multi-criterion problem.

The stakeholder analysis should determine not only the interests (relevant to the goal of the Project), the expectations and influence of the stakeholders, but also the stakeholder interdependency. This is important, because various stakeholder coalitions could be formed through such interdependencies, then new quasi-groups of stakeholders appear and should be studied and managed (influenced) using relevant strategies.

When drafting a complete list of the stakeholders one has to remember, that the ability and aspirations of the Project participants to influence the object will keep changing in the course of the Project. For taking into account all the aspects of the stakeholder relations and following the abovementioned changes we should build the *matrix of interest influence* (in Microsoft Excel or through other means working with Cartesian coordinate system).

Using this matrix we can consider both potential and real dynamics of changes –transition of a stakeholder into another matrix quadrant. The probability of such transition can be measured through the distance between the point with stakeholder coordinates in the matrix and the border of its relevant quadrant. Also, the probability of such transition generally corresponds with the relative distance – the absolute distance to the maximum possible distance ratio

$$\left(\max y, \max x, \sqrt{(\max x)^2 (\max y)^2} \right).$$

The closer the result is to 1, the less possible is this stakeholder's transition to another matrix quadrant. We should prioritize those stakeholders, whose transition is most probable – in order to stimulate their move into the “better” quadrant or to prevent their downgrade to the “worse”.

Step 2: Analyzing and ranging the stakeholder influence, determining the co-operation spheres with them and among them. Ranging the stakeholders provides for the optimization of the resources to be spent for communicating and influencing their behaviour and expectations. These problems we solved with the algorithm for analyzing and ranging the various types of stakeholder influence (both actual and potential) onto development and realization of the Project (particularly, when it comes to the synergy aspects that appear during co-operation).

The algorithm is a step-by-step solution of the following problems.

1) Determining the core stakeholder groups – the most significant for the Project (which allows us to determine the relevant benchmarks necessary for taking managerial (administrative) decisions.

2) Determining the additional strategies for behaviour and interaction with the core stakeholder groups, inclusive of individual activity strategy for each one of them (the analysis is done on the basis of R. Mitchell's diagram and the information, collected about each stakeholder).

3) Compiling a list of factors, influencing the achievement of the goals set by the core stakeholders (so we find out the influence factors, which then are split into the subgroups of internal and external).

4) Determining the resultant index that would reflect the possibility for each of the core stakeholder groups to reach their set goals (using the Principal Component Analysis for diminishing the number of factor dimensions and distinguishing the behaviour regularities of the stakeholders).

5) Comparing the data on the state changes of the core stakeholders before and after they have fulfilled their duties (analysis of the confirmed facts that the stakeholders have reached their goals).

For primary analysis of the goals and state of the core stakeholder groups we use the information, available from the open sources – the most convenient way of processing it is the SPSS (*Statistical Package for the Social Sciences*) or its derivatives.

After that, the processes of children upbringing and protection are presented as two ‘bunches’ of intertwined obligations (contracts) of the stakeholders. In order to understand the way they are intertwined, we need to correctly assess the systems of basic interdependence

between the stakeholders, based on various types of stakeholder behaviour strategies. This could be put graphically into the Cartesian coordinates and described with available mathematic methods.

The elaboration, elimination and application of various strategy types for co-operation with the stakeholders and among them face the problem of constant dynamic changes in both internal and surrounding environment of the Project. To avoid this problem, we should build a dynamic mathematical model for choosing the strategy for interrelating with the stakeholders based on the aggregated criterion. This multi-period model allows us to assess the reasonability of deploying each of the strategy types in dynamics, and to decide on the optimal choice. By applying this model the risk of possible mistakes in reasonability determination is decreased down to the minimum (based on the individual inclination of the decision-makers towards risking).

Step 3: Selection and clusterization of factors that influence the object.

Children upbringing and protection is a stretched-in-time process of stakeholder influence onto the object. Therefore it is necessary not only to take all the factors into account, but also to consider the sequence of their influence and total sums of interactions. The easiest way is to split the factors into groups and then unite them into clusters. This problem can be solved with methods of multifactor analysis.

Fig 1. The example of interconnected influence of the factors within a cluster and between two clusters (the internal dependencies are shown for each cluster, and the cross-cluster – for only one of the factors).



In our Project, the cluster is a variety of a strategic network, which unites resources and key competences of the stakeholders on macro and micro levels according to the selected criteria. All the influence factors in a cluster could be split into a) direct and indirect influence onto a child, and b) jointly and separately financed. The clusters are selected according to a set of principles

that allow amending their organizational structure, inclusive of changing the factors themselves and/or their functions.

Looking from the optimization theory point, the task of cluster formation can be interpreted as a task of optimizing the conditions of stakeholder influence onto the object depending on the set criteria. The latter are selected based on the quality/quantity approach and through expert assessments or the relative measurements depending on the level of formalization of the chosen criteria. For decreasing the level of contradictions among the stakeholders, their interests should be balanced before deciding on clusters formation. The cluster's mathematical model is based on the idea of synergy between the key influence factors, which implies its non-linear character. The model shows the effect of *cluster's critical mass* through benchmarks, available for this cluster's parameters. Here, the problem of transition from the qualitative factor-based description of the system towards its quantitative description through numerical functions is solved by means of the fuzzy set membership function, which in dynamic system should be seen as a function of time (every factor has its own function of time). When the number of parameters increases, the critical mass grows into the critical parameter domain, the determination of which is the model's main advantage.

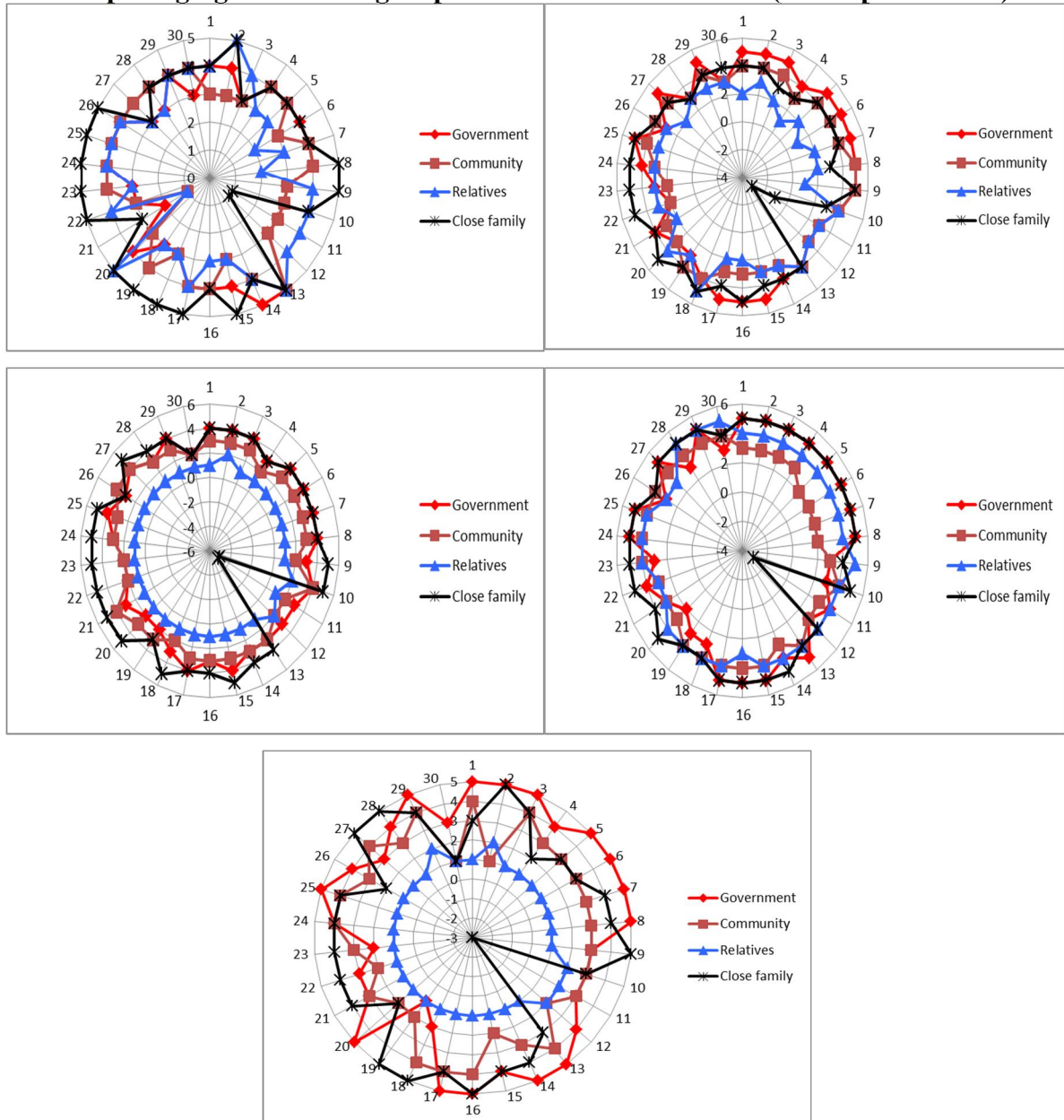
The developed mathematical model allows studying how a single cluster and a cluster network form under the influence of external and internal causes, as well as the outcomes of cluster cross-influence depending on the starting conditions and running values of their parameters. It is resistant to small parameter fluctuations, which gives it the additional viability. The model also shows how spontaneous clusterization appears when several factors start to interact. This, by the way, can happen even without any additional financing – just due to redistribution of the resources between the stakeholders.

Step 4: building the stakeholder interaction diagram.

The earlier received data are put into the Microsoft Excel (or other spreadsheet with the relevant functions) and become the basis for the diagrams showing the influence of factors (or their clusters) onto the object of stakeholder relations. For each separate cluster (or a chosen bunch of interdependent factors) we can determine the charges and vectors of stakeholder cross-influence and their influence onto the object in any given moment of time during a child upbringing and protection. Adding the vectors together (taking the operator into account) we get a magnitude of the tension force within the system, which demonstrated the power balance between the stakeholders and shows the current priorities of stakeholder efforts and the ration of reaching their goals (i.e. whether they influence the object or spend their resources to counter each other).

The following diagrams demonstrate the functions, fulfilled by the stakeholders, and the ‘depth’ of their participation in the process of children upbringing and protection for any given factor.

Fig. 2. Examples of the stakeholder and social relations in culture and family policy, children upbringing and their rights protection in various states (for 30 parameters).



Such diagrams were built for all the states, where the information about children upbringing and protection was available from the open sources. If we compare these diagrams, we can easily distinguish the possibility (or impossibility) of administrative model transfer as well, as determine (based on the study of the intra-cluster relations) the outcomes and effectiveness of implementing

the said administrative model into the national culture and political tradition of any given country or community.

The outcomes of the stakeholder relation studies conducted in various countries and communities will contribute to upgrading the current status of a state in its international relations, improving the national business environment, intensifying its commercial and other business contacts with international partners, enhance peacekeeping activities and downgrade (or even eliminate) the tensions that exist or can potentially sparkle both inside the community or in its relations with its counterparts.

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