

INNOVATIVE TOOLS FOR PUBLIC MANAGEMENT OF THE DEVELOPMENT OF TERRITORIAL COMMUNITIES

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Abstract: The article aims to analyze the administrative-territorial reform in Ukraine, identify the problems of organizing the territorial management system, and identify innovative tools for public management of territorial communities' development. The place and role of the territorial community in the budgetary system of Ukraine and the problems associated with the functioning of territorial communities at the present stage of development have been determined. The features of the implementation of the decentralization reform are analyzed, the main tasks of which are determined, firstly, to achieve the optimal distribution of powers between local governments and executive authorities. Secondly – to create capable territorial communities as the basic link of the administrative-territorial structure. The article examines the key vectors of modernization of state management of social development of regions. Specific proposals for improving the institutional, functional, organizational and financial foundations of state and administrative influence on social processes in the regions have been substantiated. The necessity of developing long-term plans for developing communities as a safeguard for the spread of incapable (weak) subsidized communities has been substantiated. Forms of state support for the formation and development of territorial communities have been determined, including the development of the State strategy for regional development, strategies for regional development of territories, development strategies for united communities, action plans for the implementation of development strategies.

Keywords: Innovative tools, Modernization, Public management, Regions Social development, Territorial communities.

1 Introduction

Reforming the territorial organization of power based on decentralization is one of the key areas of systemic social transformations in Ukraine. The development of the state is impossible without the development of the regions; it depends on how strong the regional government is and how it ensures social services to the population [6]. Based on the understanding of the importance of this problem, the question arises about the need to improve the theory and practice of the modern state due to transformations in the political system of society, the implementation of administrative-territorial, regional reforms, and constructive social partnership between the center and the territories [1, 2, 3].

Decentralization is one of the priority principles of the organization and functioning of public authorities, dictated by the world experience and international obligations of Ukraine, which is reflected in the key documents of the state policy of the country, first of all, the Strategy for Sustainable Development "Ukraine-2020" [7]. Also, it is one of the components of almost all sectoral reforms. At the same time, an important factor in the successful implementation of social reform is the substantiation of the key directions of modernization of state management of the social development of territorial communities, which actualizes this study's topic [5, 8, 10, 11].

Decentralization issues are a synthetic scientific problem. They are at the crossroads of many social sciences and are the subject of numerous publications by researchers in social and regional policy [12, 15, 16]. However, outside the field of vision of the scientific community, there are issues of determining the role of decentralization of power in the formation of the foundations for a qualitative renewal of state influence on the social processes of regional systems, which determines the goals of this publication.

Based on the analysis of the implementation of the reform of the decentralization of power in Ukraine, it is necessary to determine the critical vectors of modernization of state management of the social development of regional and territorial communities, to develop proposals for improving the institutional, functional, organizational and financial foundations of state and administrative influence on social processes in the regions [18, 19, 21, 22, 23].

In domestic conditions, the reform of decentralization of power provides for the transfer of significant powers and budgets from state bodies to local governments, ensuring the ability of local self-government and building an effective system of territorial organization of power in Ukraine [31]. It is fully implementing the principles of subsidiarity, inclusiveness, and financial self-sufficiency of local self-government [7, 20, 28, 33, 36, 37, 38]. Accordingly, decentralization presupposes an "institutional restructuring" of public administration through the redistribution of power, resources, and responsibility between state and local self-government institutions.

2 Literature Review

During the years of economic reform in Ukraine, unfortunately, there have been no significant and fundamental changes in the system of state administration and territorial management; even the decentralization of power is predominantly (paradoxically) administrative in nature and is carried out in many regions from top to bottom [13, 24]. The model of public administration that has developed in Ukraine was based on the domination of state authorities in resolving issues of local self-government and development of territories, while the issue of decentralization was not given much attention. However, the question of the need to build a new model of the territorial organization of power and the administrative-territorial structure has been repeatedly raised in the political and expert environment. However, most of these attempts stopped at the stage of conceptual studies or draft laws [40].

Simultaneously, the problems associated with the imperfection of the administrative-territorial structure and management of territories did not diminish but increased over the years [14]. They have become especially aggravated at the lowest basic level - in villages, townships, and small towns, where local self-government is predominantly untenable to intensify economic activity and provide a favorable environment for people's livelihoods [45, 46, 47]. The new administrative-territorial structure should become the basis for building a new model of territorial administration based on the principles of decentralization, subsidiarity, the balance of national interests with the interests of the population of regions and territorial communities, the ubiquity of local self-government, the ability and independence of the territorial community in resolving issues of local importance.

The decentralization reform's main tasks are determined to achieve an optimal distribution of powers between local governments and executive authorities based on subsidiarity and the creation of capable territorial communities as the basic link of the administrative-territorial structure [9]. As part of the reform, fundamentally new Ukraine processes of cooperation and voluntary unification of territorial communities should occur. The logic of a systematic approach to reforming the administrative-territorial structure requires starting this process with reforming the basic level – territorial communities.

The goal of the reform of local self-government is, first of all, to ensure its ability to independently, at the expense of its own resources, solve local issues [48, 49]. We are talking about endowing territorial communities with large resources and about mobilizing their internal reserves.

In the Article 1 of the Law "On Local Self-Government in Ukraine," a definition is given: a territorial community is residents united by permanent residence within a village, settlement, city, which are independent administrative-territorial units, or a voluntary union of residents of several villages, townships with a single administrative center, village council [42]. With the adoption of the Law of Ukraine "On the voluntary unification of territorial communities" and the Methodology for the formation of capable territorial communities [43] in the country, particularly in its regions, an extremely important and responsible work on their implementation began.

The definition of the term "capable territorial community" is given in the government methodology to form capable territorial communities. They are territorial communities of villages (townships, cities), which, as a result of voluntary association, are able, independently, or through certain local self-government bodies, to ensure an adequate level of service provision, in particular in the field of education, culture, health care, social protection, housing, and communal services, taking into account human resources, financial support and infrastructure development of the corresponding administrative-territorial unit [26].

The functions of a territorial community are the main directions and types of municipal activities that express the will and interests of local residents and ensure their relations with the state and its bodies. The scope of functions of a territorial community coincides with the local self-government system's scope of functions [14]. An increase in state administration efficiency can occur through an adequate distribution of powers between state and local authorities to carry out their public and economic functions in the respective territories. Local government bodies must resolve regional and local importance issues within the framework of the Constitution and laws of Ukraine and ensure the implementation of national programs. The Law "On Local Self-Government in Ukraine" [42] is a fundamental piece of legislation that details constitutional norms on local self-government.

3 Materials and Methods

Territorial communities are subjects of state administration in general and the social development of regions in particular [27].

In turn, the shift of the center of gravity to the level of the community of a certain territory, the strengthening of its role and responsibility in all spheres of life, including social, provides for the formation of the managerial ability of communities to effectively and responsibly dispose of the powers and resources provided for their implementation in the social and humanitarian sphere.

The main mechanism for the formation of capable territorial communities, Ukraine has chosen their voluntary association, the process of which is regulated at the legislative level [17]. A Methodology for the formation of capable territorial communities was developed, promising plans for the formation of territories of communities for 23 regions (except for the Transcarpathian) were adopted by regional councils and approved by the country's government [4].

However, despite the fact that over the three years of the reform, 366 communities of cities, towns, and villages have united, the process of uniting a significant part of them took place without taking into account the requirements of the methodology for their formation, respectively, in their characteristics they practically do not differ from most of the existing (not united) hulks. In addition, this is only half of the amount approved by the long-term plans.

At the same time, according to experts, prospective plans cover only 65% of the country's territory [13, 24]. There were also imbalances in the "resources-powers" system: funds for the provision of educational, medical, and other services are provided for in the budgets of the united communities, but the powers to manage the relevant institutions are actually

concentrated in the structure of the district state administrations or depend on the decisions of district councils [17].

4 Results

To solve these issues and prevent the emergence of new problems in the process of further reforming territorial communities, the need to further improve the regulatory framework of their voluntary association, and to intensify organizational, informational, explanatory, methodological work on the reform of local self-government and the territorial organization of power, is actualized.

In addition, the development of other forms of increasing the institutional capacity of territorial communities should be ensured to effectively fulfill their powers and provide services to the local population in the social and humanitarian sphere. Among them is inter-municipal cooperation, which, following the legislation, should be developed, among other things, through state incentives. At the same time, an analysis of the practice of introducing inter-territorial cooperation showed its insufficient use in the social and humanitarian sphere. According to the register of agreements on territorial communities' cooperation, the inter-municipal partnership is used only in two-thirds of the country's regions (16 regions). Of all available projects, less than a third relates to the solution of social problems or problems of the development of social facilities (22 out of 81 projects) [14]. Therefore, the indisputable, in our opinion, there is a need to improve the mechanisms and procedures of state stimulation of inter-municipal partnership, financing of investment projects of cooperation of territorial communities of social orientation at the expense of the state fund for regional development.

Also, the very content of the concept of decentralization of power needs to be expanded to "use the model of institutionalizing the population's collective interests, the main goal of which will be to activate the social capital of the region" [9, 17]. In practical management activities, this will mean the establishment of partnerships between local authorities and non-governmental organizations for the provision of public services, the development of social infrastructure, and the implementation of social programs. In addition, the importance of public participation in managerial decision-making is recognized all over the world, relevant international documents and created models have been adopted to support and strengthen citizen participation, which should be taken into account when considering initiatives at the national level.

For the effective development of the united territorial communities, the State Strategy for Regional Development was approved by the resolution of the Cabinet of Ministers of Ukraine [29].

The strategy defines the goals of the state regional policy and the main tasks of the central and local executive authorities and local governments and also provides for the consistency of the state regional policy with other state policies that are aimed at territorial development [29].

The strategy is aimed at defining tasks and tools for solving social problems, increasing the level of the economic potential of territories, the productivity of their economy, the profitability of business and income of the population, and, as a result, creating conditions for a general increase in social standards, quality of life and development of the business environment [29]. However, such interdependence requires the definition and implementation of an effective fiscal mechanism and a redistribution mechanism; otherwise, there is a real threat of excessive polarization and growing disparities between economically developed cities and the rest of the country [32].

According to the State Strategy for Regional Development, Regional Development Strategies and Development Strategies for united territorial communities are being developed. This helps to successfully coordinate efforts between central authorities, local governments, and united territorial communities [29].

5 Discussion

Despite the presence of prominent positive trends in the approximation of Ukrainian legislation to European criteria in this area, the implementation of existing norms and procedural requirements is still insufficient [24]. Public authorities narrow their interaction with the public mainly to communication and popularization of regulatory opportunities, information coverage of bilateral relations, to a lesser extent - promote real interaction [27]. In addition, the activity of public organizations themselves, including those whose activities are of a socially-oriented nature, continues to be concentrated mainly at the national level or at the level of large cities and accordingly does not have a systemic and comprehensive character.

In this context, it is important to expand the forms of development of civil dialogue at the local level. In particular, the use of the mechanism of social order, improvement of the legal, organizational and financial framework for its implementation, expansion of the subject of social order in the implementation of social policy, implementation of programs and activities aimed to solve social problems of a specific territory [40, 41, 42, 43, 44].

The decentralization reform also requires a clear functional and competent definition in the state management system of the social development of regions, that is, the delineation of all subjects' functions and powers [14]. Simultaneously, given that the social development of regions is the prerogative of local and regional, and all-state authorities and levels of government, intergovernmental relations should be based not only on an adequate division of powers but also on cooperation. Therefore, one should agree with domestic experts [9] that it is advisable to supplement subsidiarity in defining powers with subsidiarity in defining various governing bodies and authorities' tasks in solving social problems of regional development. Therefore, the agenda includes issues of forming a legislative framework for the decentralization of power in the field of social development, a clear definition of the functions of local executive authorities and local self-government bodies of all levels to provide services in the social sphere; development and implementation of state standards of accessibility and quality of their provision [35].

Determining the balance between local and central authorities' competence depends no less on other components of decentralization, particularly the mechanism of interaction between state authorities and local authorities [6, 9]. Therefore, the decisive factor is both the horizontal coordination of state authorities' territorial influence on social processes and the introduction of multilevel management, designed to synchronize the actions of central and local authorities, local self-government on the social development of individual territories [25]. Consequently, the domestic practice of regional development requires, first of all, a wider application of contracts/agreements between the central and regional/local authorities regarding joint obligations to solve social problems of the development of the region, the introduction of a mechanism for their implementation; improvement of the practice of functioning of regional development agencies; creation of joint multilevel groups for programming the social development of territories, and the like [29].

However, decentralization exerts the greatest influence on the financial mechanism of state management of the social development of regions, which, in addition to the reform of interbudgetary relations, consists of searching and implementing new instruments for financing the social sphere, including using the best European practices.

Today, thanks to the improvement of budget and tax legislation, the transfer to local governments of additional budgetary powers and the consolidation of stable income sources for their implementation have been ensured. A new budget regulation mechanism has been introduced, increased expenditure autonomy of local budgets, new subventions from the state budget to local budgets have been introduced, and increased local budgets. As a result of the implementation of fiscal decentralization, there is a

significant annual increase in the resource base of local communities, both due to the growth of their own income (in 2015 – by 42%, in 2016 – by 49%) and the volume of state subventions for socio-economic development of regions, the development of the social infrastructure of the united territorial communities, the state fund for regional development (from UAH 0.5 billion in 2014 to UAH 9 billion in 2017) [32].

Legal and financial foundations are also being formed for the creation of effective educational and medical spaces at the community level through state financial support for the development and equipment of pivotal schools, as well as the introduction of a new model for financing primary health care through the system of state solidarity health insurance [4].

At the same time, in the absence of an adequate financing mechanism and state ordering of social services, the domination of the state monopoly of the system for the provision of social services and the sphere of social protection of the population as a whole, excessive centralization, and the inhibition of the development of the social services market, the issue of improving financing mechanisms and the system of social services for the population remain relevant [26]. Simultaneously, the social order of services within the framework of budget financing and the development of the market and integrated forms of financial support and maintenance of the social sphere should become a new format of the financial mechanism.

Therefore, it is expedient, in our opinion, to create a system of financing social institutions based on the distribution of costs between the state and the local community (the state finances services, local executive authorities, and local governments ensure the development of institutions in accordance with the needs of the territory); introduction of a system of indirect budgetary financing of social institutions by establishing tax and credit benefits for organizations providing services to the population; ensuring wider use of public-private partnerships in the social sphere, which will help to attract private sources of financing through projects within the partnership, create new financial resources, increase the efficiency of spending; use of the state fund for regional development to finance investment projects of social orientation, aimed at solving urgent issues of social development of territories [39].

Within the framework of the decentralization reform, it is also expected to form a new network of social institutions capable of providing equal access to socially significant services (education, health care, various forms of social protection, primarily social services, and social work), regardless of the territory of residence.

Today, the process of forming a multi-level network of medical care institutions continues:

- The base-level at the level of united territorial communities;
- The creation of hospital districts at the level of future enlarged regions;
- A single medical space at the state level, where the patient can receive services in any city in the country [30].

A mechanism for the autonomy of state and communal healthcare institutions is also being introduced, providing for:

- The transition from budgetary institutions to non-profit and non-profit enterprises;
- The ability to officially pay for medical care provided from various financial sources (state or local budgets, insurance companies, funds, any legal entities, individuals);
- Economic and administrative freedom, the ability to independently decide how to spend funds (repair of premises, medical equipment, and other expenses as needed by the institution) [4].

Also, the presence of a significant number of ineffective, fragmented local school networks in rural areas, which provide poor quality education while being extremely costly to maintain,

has led to the need to rationalize basic education institutions' network. Accordingly, in order to improve the quality of education, efficiently use available resources, ensure conditions for equal access to educational services, the processes of consolidation of the educational network by creating pivotal schools and their branches are continuing [4].

A legal basis is being created for the autonomy of youth centers and the decentralization of work with youth; it is planned to form a network of such centers on the principles of autonomy and budgetary financing of services to young citizens and not the maintenance of institutions.

The measures carried out within the framework of the decentralization reform are of a point and fragmentary nature. The reforms do not cover the entire spectrum of social institutions available in Ukraine, to which a diverse system of centers for the provision of social services, social services for children and families in difficult life circumstances, the elderly, and persons with disabilities belong. Therefore, based on European practice achievements, the issue of demonopolization by the state of the market for social services, provided mainly through a network of state or municipal institutions, and optimization of the network of institutions providing social services, does not lose relevance [34]. For this purpose, it is advisable to take measures to diversify the forms of providing social services, in particular, through their deinstitutionalization (provision of services outside the institution), ensuring the further development of the institution of social specialists, the system of social order for the provision of social services, the formation of a multi-level system of social service institutions depending on the level, needs and conditions of the territorial community.

6 Conclusion

Thus, the following main directions act as innovative tools of public administration for the development of territorial communities in the context of decentralization of power:

- Institutional (expanding the range of forms of increasing the institutional capacity of territorial communities, developing partnerships between local authorities and non-governmental organizations);
- Functional (legislative definition of the functions and powers of all subjects of government on the principles of subsidiarity, development of mechanisms of interaction between government bodies and local government at all management levels);
- Organizational (creation of a new network of social institutions capable of ensuring the availability and quality of socially significant services)
- Financial (introduction of new instruments for financial support of the social sphere of the regions).

At the same time, further research is required to develop specific technologies for implementing the above proposals to practically transform the system of state management of the social development of regions.

The new administrative-territorial structure should become the territorial basis for forming a decentralized system of territorial administration, which will ensure the most efficient use of public resources, sustainable economic growth based on the principles of sustainable development, and raising the social standards of people's life [32]. The logic of a systematic approach to reforming the administrative-territorial structure requires starting this process with reforming the basic level – territorial communities.

Decentralization has already gained significant momentum over the past year and is showing real positive results. Further progress of the reform requires legislative regulation. Lack of laws impedes reform, slows down sectoral decentralization processes, hinders the unification of territorial communities and territories' economic growth [29]. To minimize problems in the

management of territories, it is necessary to regulate the legislation on the transfer of powers to the localities. The practical implementation of laws requires scientific and methodological support.

For the effective implementation of development strategies at the state and regional levels, strict adherence and implementation of the Action Plan is necessary, which, in turn, will become a reliable way for the development of the country's regions and united territorial communities in particular a reliable way for the development of the country's regions and united territorial communities in particular.

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Primary Paper Section: A

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