

IMPROVING THE SYSTEM OF RURAL TERRITORIES MANAGEMENT IN UKRAINE

Abstract. The questions of forming self-sufficient communities are considered in the article. The recommendations about improving a management system at the level of rural communities are developed directing on their productivity increase under the conditions of modern institutional changes. The main principles of self-government, which are the basis for development of an effective system of local self-government, are grounded. The modern system of management of the Ukrainian rural territories development should be constructed in a way that its main subjects to perform the functions, not to interfere with activity of each other and supplement it, that forms the united mechanism of providing comfort conditions for the population activity on the principles of social responsibility and partnership. The modern transformational changes of the rural territories institutional system are analyzed, in particular the threats as a result of implementation of the Concept of reforming the local self-government and power territorial organization in Ukraine were defined. It is possible to realize provisions of the Concept about transferring the majority of imperious functions of the Concept without deterioration of the services provided to the population only after expansion of the communities' self-governing economic functions. The approach to the distribution of the state government and local self-government bodies' functions in the sphere of a rural economy regulation is offered. The attention is focused that the functions of public authorities are oriented onto developing «rules of the game» and their performance supervising, and the functions of local government bodies are directed on creating the conditions for economic managing subjects which have important social value and prosecution for violating the state and society organizational and legal norms. The main directions of financial decentralization (formation of local budgets) are investigated in the article; also the priorities of forming economic incentives to the self-development and stimulation of Ukrainian rural communities economic growth are defined.

Keywords: management system, rural territory, rural community, self-sufficiency of the territorial communities, decentralization, budget.

JEL Classification: H7, R5

Formulas: 0; fig.: 2; tabl.: 1; bibl.: 23.

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УДОСКОНАЛЕННЯ СИСТЕМИ УПРАВЛІННЯ СІЛЬСЬКИМИ ТЕРИТОРІЯМИ УКРАЇНИ

Анотація. Розглянуто питання формування самодостатніх громад. Розроблено рекомендації з удосконалення системи управління на рівні сільських громад, спрямовані на підвищення їхньої результативності в умовах сучасних інституційних змін. Обґрунтовано основні принципи самоврядування, які покладено в основу розбудови ефективної системи місцевого самоврядування. Сучасна система управління розвитком сільських територій України повинна бути побудована таким чином, щоб її головні предмети виконували функції, не перешкождали активності один одного і доповнювали його, а це формує єдиний механізм надання комфортних умов для діяльності населення на принципах соціальної

відповідальності та партнерства. Проаналізовано сучасні трансформаційні зміни інституційної системи сільських територій, зокрема встановлено загрози в результаті реалізації Концепції реформування місцевого самоврядування та територіальної організації влади в Україні. Реалізувати положення Концепції щодо передання більшості владних функцій Концепції без погіршення якості наданих населенню послуг можливо лише після розширення самоврядних економічних функцій громад. Запропоновано підхід до розподілу функцій органів державної влади і місцевого самоврядування у сфері регулювання сільської економіки. Акцентовано увагу на тому, що функції органів державної влади орієнтовані на вироблення «правил гри» і нагляд за їх виконанням, а органів місцевого самоврядування — створення умов для суб'єктів господарювання, які мають важливе соціальне значення, і притягнення до відповідальності порушників, які порушують організаційно-правові норми держави та суспільства. Досліджено основні напрями фінансової децентралізації (формуванні місцевих бюджетів), визначено пріоритети формування економічних стимулів до саморозвитку та стимулювання економічного зростання сільських громад в Україні.

Ключові слова: система управління, сільська територія, сільська громада, самодостатність територіальних громад, децентралізація, бюджет.

Формул: 0; рис.: 2; табл.: 1; бібл.: 23.

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СОВЕРШЕНСТВОВАНИЕ СИСТЕМЫ УПРАВЛЕНИЯ СЕЛЬСКИМИ ТЕРРИТОРИЯМИ УКРАИНЫ

Аннотация. Рассмотрены вопросы формирования самодостаточных общин. Разработаны рекомендации по совершенствованию системы управления на уровне сельских общин, направленные на повышение их результативности. Обоснованы основные принципы самоуправления, которые положены в основу развития эффективной системы местного самоуправления. Исследованы основные направления финансовой децентрализации (формировании местных бюджетов), определены приоритеты формирования экономических стимулов к саморазвитию и стимулирования экономического роста сельских общин в Украине.

Ключевые слова: система управления, сельская территория, сельская община, самодостаточность территориальных общин, децентрализация, бюджет.

Формул: 0; рис.: 2; табл.: 1; библи.: 23.

Formulation of the problem. The social relations democratization and the decentralization processes connected with it require the revision of the local self-government role in the general system of organizing a public power in Ukraine, which, in its turn, is one of the means of involving a population into the process of state affairs management. The local self-government is a display of citizens' self-organization at the lowest level of public administration. This level covers a territorial community, which can be a basis for the formation of a social capital in the agricultural sector of economy thus creating a favorable condition for reforming a local self-government. The problem of rural territories development is at the initial stage of its scientific analysis, since it does not reflect the analysis of the rural territories as the branch of production, but the territorial organization of the rural component of society, therefore, other methods and approaches are needed. As the recent global trends in management of social and economic systems testify, some states introduce the so-called mixed management of economy which combines advantages of market and state regulators organically. The relationship between subjects is often based on the principles of social partnership, cooperation and social responsibility.

The decentralization concept in Ukraine was ideologically created within the last two years after activation of country's intentions to be integrated into the European Union. An intention to strengthen a financial decentralization [9], which represents the economic base of the general process, is separate, but it's not a less important question in this context. During the long period in Ukraine, the actions, declared at the level of government circles as elements, as, for example, decentralization, are carried out as additional incentives of local budgets development [16]. In 2015, thanks to the introduction of financial decentralization system, the joint communities had an opportunity to attract 40 % of new resources for a development of local self-government of the country. Changes in the power priorities on creating favorable conditions of communities' development lead to financial opportunities increase, but at that time there are questions at the expense of what financial leverages can produce a growth. The authorities emphasize the need to bring financial flows closer to the population by reducing the level of financial centralization.

Analysis of recent research and publications. Among the Ukrainian scientists' research on the problems of rural development, the formation and analysis of the level of organizational and economic system of the rural areas development, as well as the system of their management, the works of O. M. Borodina [3], V.S. Diesperov [7], M.A. Khvesik [18], M. I. Malik [11], O. I. Pavlov [13], I.V. Prokopa [15], V.K.Tereshchenko [17] are characterized by complexity and validity of scientific results. However modern institutional changes in the state demand continuing and deepening the existing researches.

The purpose of the study is to substantiate theoretical and methodological principles, thus working out practical principles, for improving the system of management of rural territories, to define specifics of processes of financial decentralization on stimulation of economic growth of the territorial joint communities in Ukraine.

The scientific results and their discussion.

1. An overview of the problem in question. At present historical stage, the world undergoes fundamental social changes, revealing the accelerating of all social processes. The formation of a new management culture, the development a post-non-classical scientific paradigm requires the central authorities to be liberated from the functions that are not specific to them, thus focusing on modern management methods. Democratization of social relations and the processes of decentralization of the life of the communities lead to the revision of the role of local self-government in general system of organizing public power in Ukraine, which, in its turn, is one of the means of involving a population into the process of state affairs management. This takes place due to the fact that the local self-government is a display of citizens' self-organization at the lowest level of public administration. This level covers a territorial community, which can be a basis for the formation of a social capital in the agricultural sector of economy thus creating a favorable condition for reforming a local self-government. A rural community is an element of social capital opening new vista to the use of all groups of resources available in a particular locality for the benefit of the rural community members.

With the proclamation of Ukrainian independence, the transition of the economy to the market principles is under way, but the system of governance has not transformed completely into new principles during the last two decades. In practice, the imperative relations between the participants of the process of rural territories development are keeping, and the impact of a public sector on this process is minimized. The only structures that maintain the principles of economic freedom and competition are business structures that got rid of their functions in the 90s of the twentieth century and since then are focusing on maximizing their profits at any price. Such a situation does not facilitate the creation of the opportunities for the disclosure, development and use of intellectual abilities by the residents of rural territories.

2. The model of modern rural management system.

Recent global trends in the management of socio-economic systems indicate that some states introduce the so-called mixed management of their economy, which organically combines the benefits of market and state regulators. The relationship between subjects is often based on the principles of social partnership, cooperation and social responsibility. This contributes to the

creation of the conditions for manifestation of creative abilities of a rural population, as well as the search for solutions of new creative tasks of sustainable development, the creation of something qualitatively new, characterized by uniqueness, thus creating the conditions in the enterprises for the manifestation of these creative capacities.

The modern management system must be constructed in such a way that its main subjects while performing their functions will not interfere with the activities of each other, but supplement them, thereby forming a whole mechanism for providing comfortable living conditions for the population. In such a way the state authorities focus on the formation of the state's development goals and the development of adequate «rules of the game» for their realization, and local self-government bodies focus on organizing the implementation of the tasks set by the state and the population, the latter focuses on overseeing the compliance of these «rules of the game» and reacting on their breaches. Due to this fact, the business structures, while being engaged in their activities, should not break these «rules of the game» (Fig. 1) [12, p. 245].

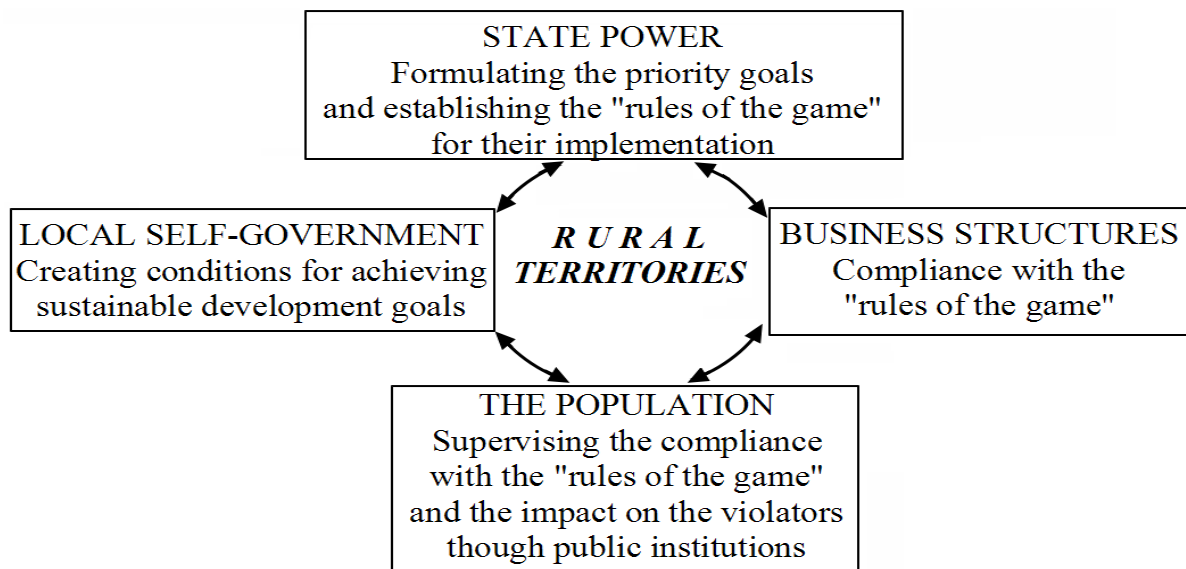


Fig. 1. Model of management of sustainable development of the rural territories based on the principles of social responsibility and partnership (it is developed on the basis [12, p. 245])

The Conception of local reforming and the territorial organization of the power in Ukraine [10] assumes that public services have to be provided according to state standards taking into account a need of providing: a territorial availability; appropriate material and technical resources; an access to information about services, an order and conditions of their granting; a professionalism at providing public services.

In modern conditions of managing along with decentralization processes, it is necessary to reform the system of state regulation of rural territories economy development. It should be reoriented on primary measures of rural territories development: a small business formation and protection, an assistance of reorientation of the rural territories economic system on the socially oriented economy principles. In the conditions of the expansion of local government bodies' economic powers, it is necessary for a corruption prevention to control a society and grant the right to influence economic processes in the rural zone.

The rural community is a crucial social center for functioning the rural territory, since it covers all those who live there, without taking into account which area of production and service the people are employed (agriculture, social sphere, household services, environmental protection, etc.). Forming self-sufficient communities is the most important task of the local self-government reform [5, p. 36]. The realizing of this task largely depends on the definition of the legal status of pertinent administrative-territorial units.

3. The directions of improving the system of rural territories management in Ukraine

The analysis of scientific papers enable to come to the conclusion that the system of regulation of the rural territories development should not consist of a centralized management and a direct intervention in economic processes, but of the creation of self-sufficient institutional and organizational conditions promoting the revival of the countryman's feeling of the ownership, the realization of industrial initiative and entrepreneurship. Social protection, relevant standards and guarantees of the rural population and the promotion of the rational use of natural and recreational rural territories resources are an important function, which will eventually ensure the formation of effective system of the state governing (Fig. 2).

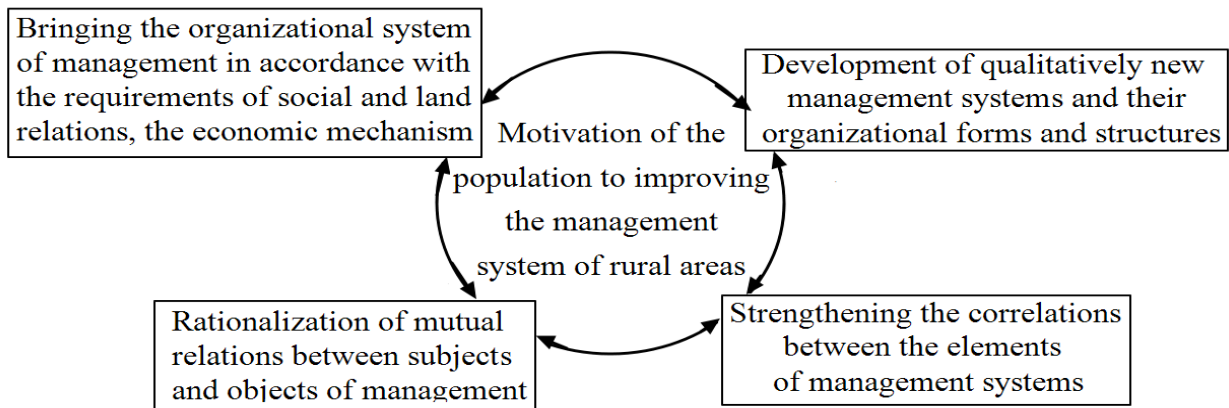


Fig. 2. Improving the system of rural territories management (author's development)

The improvement of the system of local self-government in Ukraine should start from the basic level, that is — rural, settlement and town communities. In particular, this is illustrated by the example of Poland, which in 1990 began its rather successful administrative-territorial reform precisely from the administrative and resource providing of the changes [20, p. 76]. And only in a few years, the regional units were created, and still in a few years the provinces were reformed according to the principles of local government. The Polish experience shows that a reform is a long process requiring a strategic vision and a phased implementation.

First of all, the development of local self-government is a long and controversial process. The state plays a key role in this process. Therefore, a new state program is needed for promoting the local self-government in Ukraine, ensuring the rights of a rural population to independent steps in the local issues managing. An integral and verified concept of the development, which must be supported by the relevant legislation, is necessary [4, p. 45]. Thus being based on this concept, it is necessary to make appropriate changes to the current legislation of Ukraine.

Effective government activities in the country will only be possible with a clear legislative distribution of powers and responsibilities. The need for bringing changes to the existing Laws of Ukraine «On Local Self-Government in Ukraine» [1] and legislation in general is urgent. It is necessary to do this in a complex way, and this, in turn, leads to the conclusion that it is necessary to establish a general municipal code of Ukraine.

At the current stage of the development of Ukraine, it is necessary to work out and to put into the law the so-called «Municipal Code» being a package of laws relating to the development of local self-government in the country.

The problem of decentralization in Ukraine has become relevant due to the imperfection of the distribution of managerial functions and powers between executive authorities of various organizational and legal levels [6]. Due to this the decentralization of power is one of the main tasks, which the new government of the country is facing. Ukrainian society needs to be updated, and the most convenient, and accordingly, the most resonant one, should be the fulfillment of this difficult task.

The fundamentals of effective local self-government include three basic principles of self-

government: legal, organizational and financial. The legal principle means that local self-government bodies must have their own powers being determined by the Constitution and relevant laws. The bodies of local authorities must independently assume the execution of these powers. The organizational principle means that local self-government bodies should be free to determine their own structure in order to perform their functions effectively and bear responsibility for it. The financial principle of rural territories autonomy means that the mentioned authorities have the right to distribute their own financial resources by themselves. One of these resources should come to local budgets through local taxes and fees.

In practice, local self-government bodies have serious predicaments with solving many problems due to the unclear legal definition of their functions, powers and spheres of activity. The powers of the local authorities, which should be distributed between the bodies of local government, in particular between the local self-government bodies, are within the competence of only the central government. The same powers that belong to the competence of local authorities (local governments and local state administrations) are not clearly defined. And, therefore, local authorities are often unable to clearly define the scope of their competence, authority and responsibility. Such a situation has a negative impact on the development of the regions, affects the conditions of interaction and mutual understanding with the communities, as well as on the public control over the activities of the state authorities.

So, the reform of local self-government has long on time thus needed making amendments to the Fundamental Law of Ukraine.

4. The aspects of the functioning of local self-government in the European dimension.

Ukraine has chosen the Euro-integration path of development, so the experience of functioning the local self-government of the European Union member states may be useful for Ukraine. The functioning of the territorial communities of Germany, France and Poland has both advantages and disadvantages [20]. Nevertheless, the experience of their functioning is an important one because these countries are European Union member states and highly developed industrial powers. In some other countries, the mechanisms used by local community representatives to implement local development and charity practices are constantly being transformed and complicated. The communities create new types of organizational associations, actively participate in managing them, combine and accumulate financial and other resources. Local community members analyze their own needs, increase the information band of the community, thus modernizing the programs aimed at their solution, as well as the molding of community leaders, and strengthening the civil society institutions.

Our study and generalization of foreign experience in financing the organizational and economic needs of the territorial communities have been carried out by assessing the processes characterizing this phenomenon at the organizational level of the authority of the management system bodies.

As it has been shown by the experience of economically developed countries, the administrative competence of local self-government bodies in performing their functions mostly depends on the size of the administrative-territorial units.

In many European countries, including France and Germany, the population of certain territorial entities is less than 1,000 people, and the population of most of the administrative-territorial units varies from 1 to 5 thousand inhabitants [22]. On the one hand, the smaller the territorial formation is, the easier it is for local authorities to make the necessary decisions on its development. On the other hand, small territorial entities have economic and administrative difficulties. Due to this it is expedient to give them financial autonomy and the ability of the relevant local authorities to properly perform functions that are in their competence.

This problem was solved in many foreign countries by implementing an administrative-territorial reform on the consolidation of administrative-territorial units.

The Ukraine's choice to join European integration requires the application of new approaches to the development of the regions, the definition of goals, priorities and mechanisms for the implementation of regional policy. The experience of the European Union countries in the

sphere of development of local self-government, in particular the development of territorial communities, is very useful for Ukraine. Since the current Ukrainian system of functioning the territorial communities is not perfect, so the experience of foreign countries will allow us to make some conclusions and use them for their development and functioning.

The comparison of the proportions at the pertinent functions distribution between the levels of government in different countries is made through the index of decentralization, which characterizes the share of local government expenditures in the total amount of expenditures of the budget system. Thus, in Canada and Denmark, this index is 60%, in Spain — 52%, in Sweden — 44%, in the United States and Germany — 43%, in Ireland and Belgium — 42%, in Finland — more than 38%, in Austria and the Netherlands — up to 35%, in Italy — 32%, in Norway, Poland and Iceland — about 30%, in Great Britain and the Czech Republic — 29%, in Latvia — 28%, in Lithuania — 26%, in Hungary — 26% in Estonia — 25%, in France — 20% [23]. For comparison, the share of expenditures of local budgets in the consolidated budget of Ukraine during the last ten years ranges from 39 to 42% [2]. The above data show that there is no direct correlation between the level of expenditures of local self-government and the form of state structure and governance in Ukraine.

Thus, foreign experience confirms that even politically, economically and socially the successful countries (such as France, Great Britain, Italy, Poland) had great problems in the process of decentralizing power [23].

The establishment of legal norms is a necessary condition and an integral constituent of effective state regulation of the rural territories development, since it is in the legislative field, its fundamentals are formed and the most important parameters and factors are determined, as well as the regulatory legal regulation is carried out [8, p. 87]. However, at the present stage of state development due to numerous objective and subjective factors, the opportunities for ensuring the balanced development of Ukraine, its rural areas, and raising the living standards of the population are not sufficiently realized.

One of the main causes of the crisis in rural territories development is the loss of controllability on the part of the state concerning the processes of its socio-economic development. The most important prerequisite for overcoming the crisis is the creation of an effective system of state regulation in the rural sector of the Kiev region and Ukraine as a whole [19].

Territorial communities are still expecting the development of rural territories as a result of decentralization. The reason is that decentralization and community consolidation should become important factors for filling local budgets and developing the infrastructure of the settlements. Most rural heads support the reform because they understand the importance of the change.

As a result of the reform, territorial communities do not lose, but even expand their powers. For example, their representation in local self-government bodies or in the Parliament of Ukraine does not diminish. The attraction of foreign investment directly depends on the introduction of the reform. Today there are significant funds from the European Union and the United States of America for the development of united territorial communities. Foreign investors are waiting for a positive signal for the creation of capable communities, ready for positive changes for the sake of further development.

Up to 10.05.2018, there are 731 joint territorial communities in Ukraine, where live 18 % of its population. OTG received a wide range of powers on ensuring needs of the inhabitants, including youth which total number was 11,5 mln people (youth at the age of 14—35 years) in 2017.

For a support of the joint territorial communities development within the state financial support, the Government of Ukraine defined an order and conditions of granting a subvention from the government budget to local budgets of the joint territorial communities on formation of their infrastructure and solved from the Government budget of Ukraine to local budgets of the joint territorial communities on development of infrastructure to provide a subvention of 1 billion hryvnias in 2016. Funds of a subvention will be distributed between the joint territorial

communities on an accurate formula: depending on quantity of a rural population and the area of the joint territorial community.

Among priorities of activity of local government bodies traditionally there are also purely economic problems, including assistance to development of small business, attraction of investments (and investors) to development of the territory (the cities, villages, the settlement) creations and carrying out public works, fight against unemployment and creation at the expense of the raised investment funds and means of local budgets of new jobs (including in the sphere of construction and repair, gardening and improvement of the territory, the organization of works on refuse collection, etc.).

The aspects of financial decentralization development are considered as those allowing making such observations from opportunities: the state brings closer the legislative base on financial policy from tough regulation to moderated regulations, considering development of financial communities' resources; the created system of an address help to communities, proceeding from their opportunities; the economic changes in the relations of communities with small business, due to management of the single tax; communities define the priority directions of an investment of money in development of the infrastructure.

Also it should be noted such aspects of observations from realization: the revenues of local budgets grow; there is a reduction of the state loans, that helps communities to become more independent in the solution of problems; a financial decentralization leads to reduction of appeals of communities to the government concerning receiving additional resources for implementation of social and economic programs [14]. As the analysis of our research of problems on forming the financial capacity of rural local government bodies shows that even under favorable conditions only the small percent of communities will be able to provide themselves with own financial resources. The vast majority of communities, without formation of a development economic basis, will remain subsidized.

The analysis of structure of the joint communities' budgets demonstrates that, in comparison with 2016, they grew almost twice, but not at the expense of tax revenues, and the state subvention by development of infrastructure (tabl.1). It is possible to claim that a further formation of these communities' self-sufficiency will depend on an efficiency of the public funds use.

Conclusions and perspectives of further research. The development of rural territories directly depends on the system of economic and organizational institutions, where pertinent regularities interact with the system and the processes occurring on the rural territories. Nowadays, the problem of organizational and economic processes of rural development should be solved not only at the corporate level, but also at the local levels, where the key place belongs to the governing bodies. It is substantiated that the formation of self-sufficient communities is the most important task of the local self-government reform. The proposed measures concerning the improvement of local self-government management consist of a set of means to ensure the development of the management system autonomy, which presupposes making changes to legislative regulation, as well as the proposals for the creation of material and technical base, information provision, training the personnel for the work in these bodies, which will create favorable opportunities to develop a solid self-governing basis of civil society thus bring it closer to building a legal and social state.

At the same time, a financial decentralization is the integral component of the processes of stimulating the territorial communities' economic growth in Ukraine. Its role is in creating the effective incentives for interest of communities and local government bodies in attracting investors to regions; contributing to the development of business, small and medium business, self-employment of a rural population. The more business structures will be in a certain territory, the more receipts will be received by the local budgets, and the more the territorial community will be able to spend on improving, solving urgent questions of local development.

Table 1

Structure of receipts in budgets of the joint rural territorial communities of Ukraine

Region	Name of community	Number of settlements	Number of the population	Own receipts, mln. hrm						
				2016			2017			
				In total	Excise duty	Payment for the earth	Single tax including	Tax on the income of natural persons	State subvention	
Vinnitsia	Studenianska	9	3247	2,4	0,008	2,0	1,0	1,8	3,7	
Volynsk	Velytska	12	4015	0,7	0,04	0,4	0,2	1,4	5,2	
Dnipropetrovsk	Solonianska	18	14456	11,4	3,8	9,0	2,7	15,2	8,2	
Donetsk	Oktiabrsk	14	3384	8,6	0,04	9,6	1,5	5,7	4,9	
Zhytomyr	Vysokivska	5	2708	0,9	0,04	1,1	0,2	1,1	2,8	
Transcarpathian	Vilkhovetska	6	12369	2,2	0,6	0,03	1,6	2,1	8,0	
Zaporizhia	Preobrazhenska	15	5786	3,5	1,4	1,0	2,1	1,8	8,3	
Ivano-Frankivsk	Verkhnianska	12	10752	1,9	0,15,	0,8	0,4	1,5	7,9	
Mykolaiv	Kutsurubka	3	3505	1,2	0,015	0,4	0,5	3,7	5,1	
Odessa	Marazliivska	8	6008	3,8	0,005	2,8	2,7	3,0	6,9	
Rivne	Bugrynska	12	4216	1,2	0,04	1,5	0,2	1,3	3,3	
Sumy	Berezivska	21	5773	6,3	0,9	3,4	2,5	3,5	9,6	
Kherson	Kochubeievska	14	3368	1,7	0,008	1,0	1,2	1,5	4,6	
Khmelnytskyi	Humenetska	21	12634	8,0	0,3	3,4	1,8	14,3	10,4	
Chernivtsi	Mamalyzka	8	12667	3,3	0,7	1,8	1,3	4,2	8,7	

Source: It is made according to [2]

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Стаття рекомендована до друку 03.12. 2018

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The article is recommended for printing 03.12.2018

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