

ORGANIZATIONAL SUPPORT FOR THE DEVELOPMENT OF TERRITORIAL COMMUNITIES

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Abstract. *The main purpose of the study was to develop organizational support for the development of united territorial communities. The theoretical part of the study analyzes the role of the territorial community in the formation of the system of local self-government in order to identify factors for successful community development. The empirical part of the study identifies a number of specific principles for the development of territorial communities. The scheme of organizational support of development for united territorial communities is offered and advantages concerning its use are given. It should be borne in mind that the scientific objective basis for the organizational support of the mechanism of development of territorial communities should be a set of economic laws; without the proper use and consideration of which, it can not perform its functions. To implement this mechanism, it is necessary to use the basic principles. The ways of forming the capacity of the united territorial community and their transition to economic self-development are given. Forms, methods, and mechanisms of cooperation of the united territorial community and local self-government bodies are offered.*

Raktažodžiai: *organizacinė parama, vietos savivalda, vieninga teritorinė bendruomenė, jungtinės teritorinės bendruomenės pajėgumas, biudžetas*

Keywords: *organizational support, local self-government, united territorial community, capacity of the united territorial community, budget*

Introduction

In the modern conditions of our state, the considerable attention of scientists is needed for problems of improvement within organizational maintenance for the development of regional communities. The unification of territorial communities in Ukraine began on March 5, 2015, when it came into force of law in Ukraine, "On Voluntary Association of Territorial Communities" (About voluntary association of territorial communities: Law of Ukraine, 2015). The unification of territorial communities is carried out in accordance with the Methodology of Capacity Building (territorial communities; Methodology of formation of capable territorial communities, 2015) and consists of the following stages: initiation of a voluntary association; public discussion of the proposal of the voluntary association; decision-making by the council on granting consent to voluntary association and delegation of a representative to develop a draft decision on voluntary association; decision-making by the council on approval of the draft decision on voluntary association; submission of a decision to the regional state administration for an opinion on compliance of this draft with the Constitution and laws of Ukraine; order of the head of the regional state administration regarding the compliance of this draft with the Constitution and laws of Ukraine; and adoption by councils' decision on voluntary association of territorial communities. That is, according to the law, the process of voluntary association of territorial communities therefore takes place with the active participation of local residents and with their consent.

The main subjects this law defines pertains to adjacent territorial communities occurring within one oblast. Among the problems of forming a modern system of local government, much attention is paid to reforming the system of local self-government, which will determine further stable development of Ukrainian society (Zhuk, 2015).

The issue of efficiency of public management in regional development and transparency of the mechanism of financial provision and stimulation of development of territories remains relevant for domestic realities (Negoda, 2017). The purpose of the study is to develop organizational support for territorial communities of the Kharkiv region. The objectives of the article are: to determine the role of territorial communities in the formation of the system of local self-government in order to identify factors for the successful development of communities; to determine the principles of development of territorial communities; and to provide recommendations for the development of territorial communities of the Kharkiv region.

To achieve the goal of the article in the research process the following methods were used: theoretical generalization – to clarify the understanding of the development of territorial communities, their formation; statistical analysis – to study, group, and compare empirical data and study the income of territorial communities of the Kharkiv region; analysis and synthesis, system approach - determining the priorities of territorial communities and key factors for organizational support of their development.

The results of the study confirm the sharpness of political and legal discourse and other studies on the right of communities to self-organization, (Batanov, 2018) as well as the rights of territorial communities as territorial-administrative units to manage their territory and resources (Babiy, Skorobagatko, 2018; Vasilieva, Vasilieva, 2018).

Organizational support for the development of united territorial communities

With the beginning of the reform of local self-government and territorial organization of power, local self-government bodies received powers, their own resources, and additional external resources. One aspect of development for territorial communities is to increase the community budget for its development. The decentralization reform envisages the creation of a new link in the system of the administrative system of Ukraine through implementation of a new administrative-territorial unit – a united territorial community (Negoda, 2018).

Decentralization has become a real chance for economic recovery of Ukrainian cities and villages. Decentralization will not only be implemented through rather complex integration, but also involve a specific mechanism in the practice of public management for regional development (Gavkalova, Kolupaieva, 2018). For the first time during the years of independence, each administrative-territorial unit was given the opportunity to independently manage its earned funds be the owner of its own land (Radelytskyy, 2019). Over the last five years (April 2014 – April 2019) reform decentralization in Ukraine formed 888 united territorial communities, in 60 of which the first local elections are scheduled for June 30, 2019. According to the common European practice of local self-government reforms, this is one of the highest achievements in terms of the number of grouped communities for such a short period of time (Schneider, 2015). However, this rate of consolidation does not guarantee that local communities will be able to fully provide for all of their needs.

The role of territorial communities in ensuring the interests of citizens in all spheres of life in the relevant territory at the present stage is key. Local reform self-government and territorial organization of power on the basis of decentralization (conceptual principles of which were approved in 2014, and practical implementation began in 2015) proved to be among the most effective and prominent of announced strategic reforms by the Government (Lunina, 2016). Decentralization reform aimed at creating a modern system of local self-government in Ukraine on the basis of European values of local democracy, endowment of united territorial communities with powers and resources that will ensure local economic development, and provision of high quality and affordable public services all being goals. (Lisovyi, 2018; Baranovskaya & Ostapenko, 2015).

Today, the issue of attracting funds for rural development and stable provision of public finances needs to be considered for support throughout voluntary association of united territorial communities.

Analysis of foreign experience

In contrast to Ukraine, the Constitutions of some countries explicitly state the right of communities, gminas, communes and municipalities to unite.

Thus, according to the Constitution of the Republic of Poland (Konstytucja Rzeczypospolitej Polskiej, 1997) “the basic unit of territorial self-government is the gmina (community)” (Article 164); “Units of territorial self-government are legal entities” (Article 165); “Territorial self-government units have the right to unite” (Article 1720. The population of the gmina forms a self-governing community in accordance with the law, and the gmina is understood both as a self-governing community and as a relevant territory (Ustawa o samorządzie gminnym, 2018).

In Spain, the Constitution guarantees the autonomy of municipalities, which have the full rights of a legal entity. Here, municipalities are also both communities and a unit of territorial organization of the state (Bila, 2015).

The Constitution of the Republic of Estonia (Constitution of the Republic of Estonia, 1992) stipulates that “all issues of local life and its organization are dealt with by local governments, which act independently on the basis of laws” (Article 154); “Local self-government units are parishes and cities” (Article 155); “Local governments have the right to form unions and institutions together with other local governments” (Article 159).

In Switzerland, the right to local self-government at the local level is represented by communes, and on regional level cantons. The legal status of communes is regulated by the constitutions of the cantons (Thiessen, 2019). So, according to Art. 110a of the Constitution of the Canton of Bern “the canton provides for the creation of special corporations of communes, designed for mandatory regional cooperation between communes. The creation and disbandment of the corporation requires the consent of the majority of voters and the majority of communes that were part of it” (Boryslavska O., Zaverukha I., Zakharchenko E, 2012). Communes in Switzerland, like communities in Ukraine, are not administrative-territorial units.

Analyzing the experience of different countries, we can see that there is inter-municipal cooperation and association of communities each share their own differences, which, in our opinion, are lacking in Ukraine during the implementation of decentralization reform. First, the territorial community in Ukraine is formed and terminated by law and does not have status of a legal entity, so its main representative are bodies and officials of local self-government.

Secondly, the territorial community in Ukraine is not an administrative-territorial unit. Settlements are within the jurisdiction of territorial communities. Communities choose their own representative bodies - village, settlement, city councils, which have powers within the population points and beyond (within the administrative boundaries of these councils). This is due to the fact that previously the city, town, village council was considered an independent administrative-territorial unit.

Reflecting on the legislative definition of the procedure for leaving the territorial community model, if it were to be emulated in Ukraine, the experience is comparable to that of Estonia. However, it is not known how this would play out.

Development of territorial communities in the Kharkiv region

During the democratic transformations taking place in Ukraine throughout conditions of decentralization and reform of local self-government, special attention is paid to the unification of territorial communities.

United territorial communities are given the authority to plan community development and budgeting; stimulate economic development and attract investment; land resources management; public safety and fire protection; organization of passenger transportation on the territory of the community; education and culture; provision of social and administrative services; and primary care (Donchenko, 2020).

At different stages of development for united territorial communities. one of the main problems of management is identification of key factors, increase of efficiency for the functioning of economic systems, development of schemes for management of these factors, and realization of the effective mechanisms providing reception of the set results of effective management of united territorial communities (Kresina, 2019). Thus, there is a need to identify or create appropriate tools and mechanisms for organizing financial and time reserves by improving the system of organization for economic processes.

The administrative-territorial structure of the Kharkiv region provides for the division of which into 27 districts, 7 cities of regional significance, 10 cities of district significance, and 61 urban-type settlements. During 2015–2019, within the framework of decentralization reform in the Kharkiv region, 23 united territorial communities were formed, which is 38.3% of the Perspective Plan for the formation of communities in the Kharkiv region (approved by the Cabinet of Ministers in December 2019).

The main characteristics of the united territorial communities of Kharkiv region are given in (table 1).

Table 1. Characteristics of the united territorial communities of Kharkiv region for 2020

№	Name	Population persons	Area of united communities sq. km	Number of merged councils	Type	District
1	Velykoburlutska	7,119	221	2	settlement	Velykoburlutsky
2	Donetsk	17,732	139.75	2	settlement	Balakliysky
3	Zachepylivska	10,835	523.89	7	settlement	Zachepylivsky
4	Zolochivska	25,113	917.01	13	settlement	Zolochiv
5	Izyumskaya	48,479	103.77	2	city	Izyumsky
6	Kindrashivska	4,877	365.66	7	rural	Kupyansky
7	Kolomatska	6,906	329.55	5	settlement	Kolomatsky
8	Kurylivska	8,308	242.424	3	rural	Kupyansky
9	Lozivska	79,087	1143.26	20	міська	Lozivska
10	Malynivska	8,339	122.45	2	settlement	Chuhuivskiyi
11	Malodanylivska	13,572	94.37	2	settlement	Derhachivskiyi
12	Merefyanska	25,252	167.78	2	city	Kharkiv

№	Name	Population persons	Area of united communities sq. km	Number of merged councils	Type	District
13	Natalinska	6,350	180.7	3	rural	Krasnogradsky
14	Novovodolazka	16,531	351.63	6	settlement	Novovodolazka
15	Oleksiyivska	6,301	532.54	7	rural	Pervomaisky
16	Oskilska	5,829	360.47	4	rural	Izyumsky
17	Petropavlivska	5,455	336.879	4	rural	Kupyansky
18	Pisochynska	32,589	81.62	6	settlement	Kharkiv
19	Rohanska	13,860	86.01	2	settlement	Kharkiv
20	Starosaltivska	7,894	472.65	6	settlement	Vovchansky
21	Starovirivska	5,845	365.45	3	rural	Novovodolazka
22	Tsyvkunivska	8,975	137.88	2	rural	Kharkiv
23	Chkalovska	12,342	386.97	6	settlement	Chuhuivskiyi

Note. Built on data (Monitoring the process of decentralization of power and local government reform as of 2020)

Among the territorial communities that initiated the unification process, there are territorial communities with up to 5,000 people, which creates risks of their ability to self-develop and effectively implement a set of delegated powers in ensuring a decent standard of living. In terms of the number of districts where the process of voluntary unification of territorial communities has not started, Kharkiv region occupies the worst position among the regions of Ukraine in the corresponding group (figure 1).

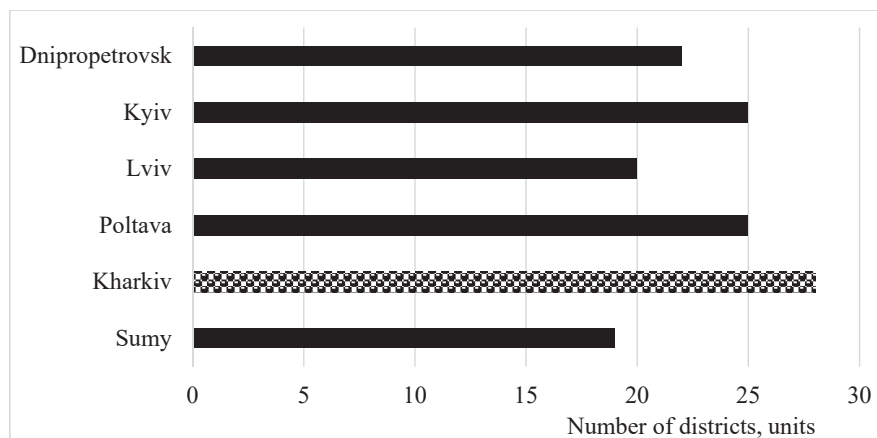


Figure 1. Number of districts in the regions of Ukraine where the process of voluntary association of territorial communities has not started

Note. Built on data (State Statistics Service of Ukraine; Monitoring the process of decentralization of power and local government reform as of 2020)

The financial condition of the development for the united territorial communities of the Kharkiv region in terms of income of the general fund per 1 inhabitant testifies to their significant differentiation. Thus, for 9 months of 2019, the average income of the general fund per 1 inhabitant for 17 united territorial communities of Kharkiv region was equal to 4497.7 UAH per 1 inhabitant (figure 2).

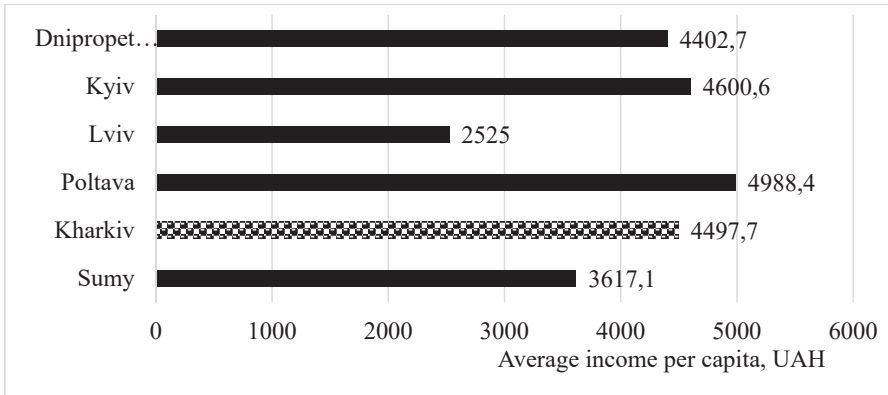


Figure 2. Average incomes of the general fund per 1 inhabitant of the united territorial community by regions of Ukraine

Note. Built on data (State Statistics Service of Ukraine; Monitoring the process of decentralization of power and local government reform as of 2020)

According to the indicator of incomes of the general fund on 1 inhabitant of the united territorial communities of the Kharkiv region, income exceeds the average value across the country of 2129,2 UAH more than 2 times. The highest indicator of income of the general fund was received in Natalyn united territorial community – UAH 13,615.2, the lowest value – in Merefyanska – UAH 2,359.7. In Kharkiv oblast, there are 11 united territorial communities that have received a basic subsidy from the state budget (from 1.5% in Malynivska’s revenues to 20.6% in Oskilska). 3 associations territorial communities transferred to the budget a reverse subsidy of up to 18.2% of revenues (figure 3).

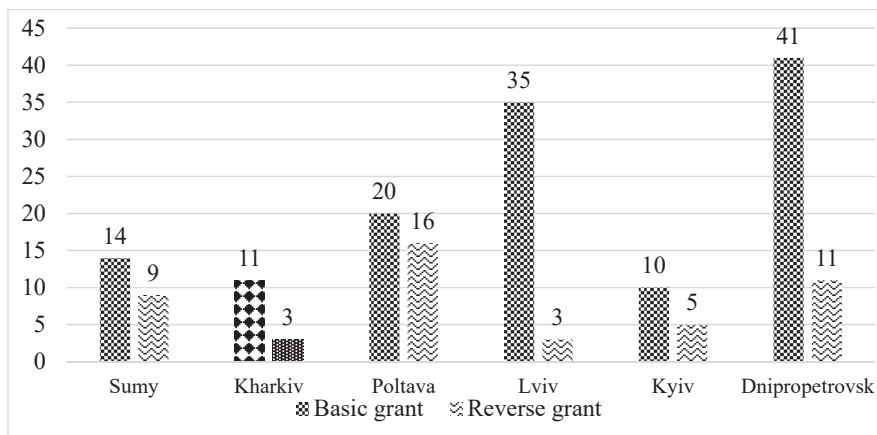


Figure 3. Number of united territorial communities in the regions of Ukraine that transfer a reverse subsidy to the state budget and receive a basic subsidy

Note. Built on data (State Statistics Service of Ukraine; Monitoring the process of decentralization of power and local government reform as of 2020)

Obstacles to the development of united territorial communities in Kharkiv region are: imperfection of legislation in the framework of delegation of powers of united territorial communities within the reform of decentralization and their financial support; lack of financial resources for the functioning of communities; lack of qualified personnel for the development and implementation of strategies and projects, as well as the implementation of other powers delegated within the reform of decentralization of power; migration trends between the united territorial communities in search of better living and working conditions; and low involvement of residents in the functioning and development of communities.

There are also problems such as inconsistencies and lags of line ministries in the current pace of decentralization and their response to the challenges facing emerging communities. The next problem that is often mentioned is the staff shortage for the new executive committees, because working in them requires more knowledge and experience.

Development of united territorial communities and prospects of their development

Analyzing the functioning of territorial communities in the Kharkiv region, today, the reasons for the low level of their socio-economic development should be noted as inefficient use of financial and economic potential. Among the main identified are:

- low level of financial capacity of local budgets;
- underdevelopment and obsolescence of the infrastructure base;
- lack of effective and efficient antidepressant programs ensuring the development of rural territorial communities;

- insufficient full use of transport benefits maintenance, unoccupied roads and their unsatisfactory condition;
- underdeveloped institutional infrastructure for development innovation and investment activities, underdevelopment of entrepreneurship activities and lack of prerequisites for its development;
- inefficiency and inconsistency of environmental policy natural environment;
- inconsistency of the pace of development of public utilities and housing construction;
- ignorance and disinterest of local governments in ensuring the development of the territorial community;
- inefficient use of social infrastructure;
- low quality of labor resources, etc.

In accordance with these problems of development for territorial communities due to the formation and start of operation of other combined territorial communities, there is a need to ensure the development of the local level in the long run (Nnanta, 2013). The united territorial community should be considered as a capable territorial community, which has a greater amount of its own powers and the powers delegated to the relevant local government, and also receives a state subvention for socio-economic development. Such a community has a direct legal relationship with the State budget. In terms of formation for united territorial communities, the need to define strategic areas of development, risk analysis, and opportunities for use towards financial and economic potential is spurred by:

- first, changing the internal and external conditions of operation communities as such;
- secondly, by changing systemic approaches to the issue of management in regional and local development;
- thirdly, the need to determine the main priorities of community development (figure 4).

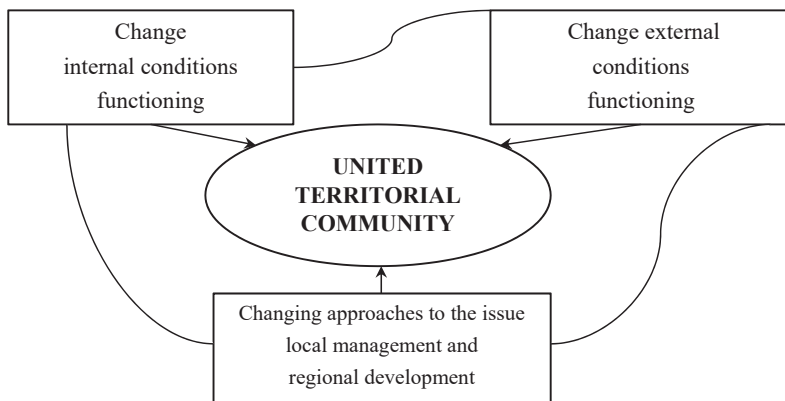


Figure 4. The main factors influencing the development of the united territorial communities in the context of local government reform

Note. Built by authors

Among the factors that influenced the change in the internal conditions of operation territorial communities, these include:

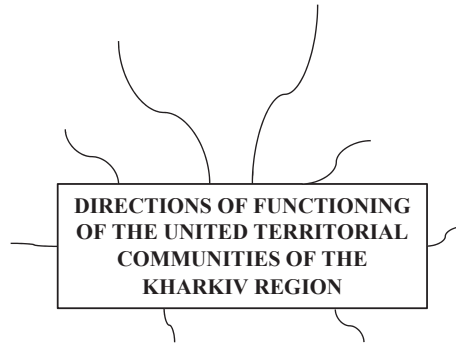
- change of conditions of community development as a result of merging into one from several, which creates risks of internal competition;
- formation of local self-government bodies with extended one's powers and rights;
- transfer to the basic level of additional financial resources and functioning of local governments as "filler" local budgets.
- Among the factors that influenced the change in external operating conditions of territorial communities, these include:
 - the process of administrative-territorial reform and local reform of self-government, resulting in the formation of united territorial communities and change of their powers;
 - changes to the Budget and Tax Codes of Ukraine, in particular, changes to conditions for providing intergovernmental transfers;
 - change of conditions of interaction between united territorial communities with state ones and regional authorities.

Changing approaches to local and regional governance development is caused by the fact that before the decentralization process in Ukraine, the main task of territorial communities was to provide distribution of funds received by the local budget in the form of grants and subventions, then with its launch the united territorial community has independently, with maximum efficiency, provided for development and achievement of financial capacity through the use of independent financial and economic potential.

It should be noted that a significant problem of organizations supporting development of a united territorial community and ensuring effective use of financial and economic potential is an almost complete lack of data to identify and track the dynamics of social and economic processes. Therefore, the full formation of organizational support for development of a united community is almost impossible, but however, after 3–5 years operating on the basis of preliminary data for the development of the territorial community, it will be possible to more effectively exercise.

The effective development of the territorial community depends primarily on two interrelated factors: available financial and economic capacity and success of local governments in the issue of efficient use of available potential. So, the development of the territorial community should include an assessment of the activities of the bodies' self-government and determination of directions of activity and use potential for the long term.

Yes, one of the main goals of local authorities' self-government of united territorial communities in the Kharkiv region is to ensure development local economy and increase the level of economic capacity and community competitiveness. In the context of this strategic development goal communities identified the following main areas of operation (figure 5).



improving the investment attractiveness of the local community *залучення інвесторів та просування іміджу території*
 development of small and medium business
 formation of the attractiveness of the territorial community and increase *рівня надання суспільних послуг населенню*
 improving and upgrading the infrastructure available in the community
 formation of safe living conditions for the population
 development of energy economy on the basis of available resources
 development of agriculture, hunting and fishing
 in particular the development of small-scale farming
 tourism development

Figure 5. Directions of functioning of the united territorial communities of the Kharkiv region

Note. Built by authors

It is necessary to clearly define the benefits that will be achieved as a result of the reform of the territorial body organization of power and administrative optimization of territorial foot device:

- streamlining systematically administrative real units, their unification;
- increasing the efficiency of budgetary fund usage;
- improving the quality and accessibility of public servants within the population;
- suspending degradation of rural areas;
- causing sustainable and financially viable local self-government blowing.

Conclusion

- 1) Local governments, rural leaders, mayors, all in cooperation with local state administrations, are obliged to learn to organize the economy of their own territory on the basis of existing unique local advantages and create conditions for self-organization and employment.
- 2) According to the analysis of the united territorial communities of the Kharkiv region, it is necessary to act as soon as possible in forming capable territorial communities that will become new points of socio-economic growth, giving them

the maximum amount of authority, resources, and increased responsibility for their future. The correctness of this strategy has confirmed positive results for the predominance of the involved in the activities across most of the united territorial communities, which have taken the main responsibility for their development. Newly formed affluent communities in the predominant, mostly have all the prerequisites for creating favorable conditions for the development of their territories, modern infrastructure, and the provision of quality services and raising the level of life of citizens.

- 3) The definition of the main directions of increasing financial-use and economic potential at the level of territorial communities will allow ensured and stable community development.

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Organizacinė parama jungtinių teritorinių bendruomenių plėtrai

Anotacija

Pagrindinis tyrimo (straipsnio) tikslas yra išsiaiškinti kokia organizacinė parama yra teikiama vieningų teritorinių bendruomenių plėtrai. Teorinėje tyrimo dalyje analizuojamas teritorinės bendruomenės vaidmuo formuojant vietos savivaldos sistemą ir siekiama nustatyti sėkmingos bendruomenės plėtos veiksnius. Empirinėje dalyje nustatomi keli konkretūs teritorinių bendruomenių plėtos principai. Siūloma organizuotos paramos schema susivienijusių teritorinių bendruomenių plėtrai ir parodomi šios schemos įgyvendinimo pranašumai. Reikėtų nepamiršti, kad mokslškai pagrįsti teritorinių bendruomenių plėtos mechanizmo organizacinės paramos principai turi remtis ir į ekonominių įstatymų teisinę bazę. Norint įgyvendinti šį mechanizmą būtina: pateikti suvienytos teritorinės bendruomenės pajėgumų formavimo ir perėjimo prie ekonominės saviugdos principus. Galima teigti, kad šiame tyrime (straipsnyje) ir yra pateikiami vieningos teritorinės bendruomenės ir vietos savivaldos institucijų bendradarbiavimo formos, metodai ir mechanizmai.

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