

ADAPTATION OF MUNICIPAL GOVERNANCE MECHANISMS TO EUROPEAN STANDARDS

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DOI: 10.13165/VPA-21-20-5-02

Abstract. *The article examines the theoretical and methodological foundations of the formation and adaptation of mechanisms of municipal government of Ukraine to international standards of quality management. It is revealed that the standards of the ISO 9001 series (with an explanation to them concerning the municipal management of ISO 18091) are a generalization of the advanced world experience in the field of quality management. Generalized approaches to the definition of the category “municipal government” and provided a universal author’s definition of this category, which includes all the best domestic and international experience in researching this problem. It is proved that the transition to the formation of an effective municipal government of Ukrainian cities requires a comprehensive review of the entire system of local self-government, management technology, decision-making practices and allocation of available resources.*

Factors influencing the system of municipal management, which are specific to each local entity, are identified and analyzed. Typical processes of municipal management and statement of problems for their introduction on the basis of use in process of municipal management of process approach are defined. The system of the basic processes of integrated quality management of municipal management of Ukraine which are universal and effective mechanisms of adaptation of the international standards to modern domestic municipal management is constructed. Based on international standards and domestic conditions, a system of integrated diagnostics, testing, evaluation and action for the formation of high-quality effective municipal government of Ukraine has been developed and recommendations for its implementation have been provided. It is concluded that the value of the theoretical and methodological and practical results presented in the study lies in the possibility of their application to improve the mechanisms of municipal governance and their adaptation to international standards of quality management

Keywords: *process approach, indicators, local communities, government, quality management systems*

Introduction

In a market economy, quality is an essential factor in improving living standards, economic, social and environmental security. Worldwide experience in quality management offers new management models and tools to improve the quality of products and services, better manage the organization's goals and costs. This knowledge is also in demand in public authorities and municipal administration with the accumulation and development. The leading countries of Europe and the world are concerned about the growing interstate competition, on the one hand, and the need to manage social problems effectively, on the other, and are actively searching for systemic solutions to improve the quality of the institutions of all branches of government. One of the main problems of modern society is the need to maintain the trust of members of the community in state and municipal authorities. In this regard, local authorities are looking constantly for opportunities to create sustainable local communities. According to M. Rinaldi, R. Montanari, E. Bottani, government quality management can ensure sustainable economic prosperity and social development of society, as well as consistent and coordinated interaction between national and municipal policies (Rinaldi et al., 2015). According to J.T. Fragoso (2015), members of the community expect all levels of government to provide high-quality public services, namely: protection and safety, high-quality roads, accessible transportation, easy and quick paperwork, transparency and accessibility of information, the availability of effective health and education systems and high-quality general infrastructure (Dumchikov and Pakhomov, 2021).

Domestic researchers believe that for the creation of a strong region, it is necessary to begin with the efficiency and improvement of local authorities, which should be formed by territorial communities. In this case, the whole system of public governance becomes stronger, which leads to the development of reliable and effective communication between authorities at all levels.

Thus, in a market economy, the problem of quality is the most important factor in improving living standards, economic, social, and environmental security. Worldwide experience in quality management offers new management models and tools to improve the quality of products and services, better manage the organization's goals and costs. This knowledge became in demand with the accumulation and development in the bodies of state power and municipal administration. The advanced countries of Europe and the world are concerned about the growing inter-state competition, on the one hand, and the need to effectively manage social problems, on the other, and are actively searching for systemic solutions to improve the quality of the institutions of all branches of government (Nikovskaya and Yakimets, 2017; Ramos et al., 2017; Augsberger et al., 2018; Suhartin and Jones, 2019). This has become the basis for coming to the sphere of public administration of the solutions proposed by the international standards of the ISO 9001 series (with an explanation of them regarding the municipal administration of ISO 18091), developed by the International Organization for Standardization (ISO-International Organization for Standardization), and is a synthesis of world best practices in the quality management (ISO 18091:2019...).

Thus, it acquires the urgent need to research and adapt the mechanisms that are embedded in international ISO standards to the modern realities of the municipal administration of Ukraine.

Thus, research and adaptation of the mechanisms that are set out in the international standards ISO, to the modern realities of the municipal government of Ukraine, acquire an urgent need. Many scientists from state and public administration, namely (Nepomnyashchyy et al., 2019; Nepomnyashchyy et al., 2020; Burmaka et al., 2020; Sych et al., 2020; Romanenko, 2016; Lelechenko et al., 2020; Diegtiar, 2020; Kuzmenko et al., 2020; Zavalna and Starynskyi, 2021) were engaged in the study of questions regarding the mechanisms for the effective operation of municipal government and the introduction of the world experience of local self-government into the modern realities of Ukraine. However, the issues of adaptation of municipal government to international standards are still relevant due to the fact that they receive little attention during studies of local self-government problems. The purpose of this article is to summarize domestic and world experience on the problems of municipal government and adapt international management standards to the modern realities of local self-government of Ukraine.

Definition of Municipal Government

Municipal government is a complex and multidimensional phenomenon, it has, firstly, an ideology and a system of worldview approaches. This proves that the territorial communities and the self-governing bodies, elected by the population, can, independently of the state, solve some of the local problems more effectively than the state. Secondly, municipal government is a form of self-organization of citizens to solve issues of local importance. It is therefore part of civil society. And thirdly, municipal government is a form of public power and its practical implementation by society. Therefore, it is appropriate to consider the essence of the category "municipal government" and find the

most universal definition of this category for the needs of its adaptation to international standards of management (Pietkov and Spytyska, 2018; Rohulia, 2018; Politanskyi, 2018a; Politanskyi, 2018b).

The concept of “municipal government” and in the Law of Ukraine “On local self-government in Ukraine” (1997) this term and its derivatives are not used at all. Thus, this category can only be scientifically debated at the definition level. According to legal reference literature, the term “municipality” (derived from the Latin *municipium*) is a city with the right of self-government and means a local self-government body of the population in a number of countries. In the republican era of Roman history, this was the name of cities that enjoyed the exclusive right to self-government (Romanenko, 2016). It should be noted that in general, municipal government is a relatively new area of management, therefore, the final and universally recognized concept has not yet been formed in domestic literature. Scholars generally consider municipal government as a local self-government activity aimed at satisfying the interests of the territorial community, carried out in the forms specified by the current legislation through the municipal economy (Lelechenko et al., 2020).

O.A. Diegtiar (2020) in his research quotes to P.V. Krush and O.O. Kozhemyachko the municipal government reproduces the management activity, where the object is the municipality, the subject is local self-government bodies, and the goal is the sustainable development of the territorial community. A.P. Lelechenko, O.A. Diegtiar, O.Yu. Lebedinskaya, T.M. Derun and O.V. Berdanova (2020) analyzed argues V.S. Kuibida and I.V. Shpektorenko, that municipal government can be considered as the activity of a territorial community aimed at independently solving issues of local importance, which is carried out through the practical activities of local governments. O.A. Diegtiar (2020) studied the definition of Yu.P. Sharov. Proceeding from this concept means “a special type of management of local self-government bodies,” which implements the socio-administrative relations arising in the realization of local interests of citizens”. Thus, it turns out that municipal government in relation to local self-government is wider, since, in addition to representative functions, it includes powers delegated by the state, economic independence, public interests of society, which are considered as equal with state. But it should be noted that this approach does not fully reflect the essence of the concept of municipal government, since the author considers the problem only from the point of view of the subject of authority (competence) of the relevant bodies.

Therefore, S.H. Kuzmenko, T.V. Filipenko, A.A. Ryabev, M.V. Tonkoshkur and T.V. Shtal (2020) in his research studying the work P.M. Liubchenko proves that municipal authorities in the realities of Ukraine can be considered only as one of the most important features of local self-government, since the general meeting, public hearings, local initiatives, although they are independent and important forms of citizen participation in solving issues of local importance, however, there are no signs of municipal power. According to scientists according the definition of the category “municipal government”, this term can be understood as a set of actions of local self-government bodies, which should primarily be aimed at satisfying the financial, economic, political, social and other interests of the local community and be carried out through the formation of sustainable models of social

interaction on the territory of local scale and in the conditions of the already established socio-cultural environment. Thus, it can be concluded that the transition to effective municipal government requires a comprehensive review of the entire system of local self-government, management technology, decision-making practices and the allocation of available resources. This means transition to new mechanisms and standards of local self-government. Therefore, research on the processes of adaptation of the modern state of municipal government with international achievements in the field of government and management takes on special importance.

Adaptation of Municipal Governance based on International Quality Standards

ISO 18091 (Quality Management Systems, hereinafter referred to as the Standard) is a guide to the application of ISO 9001 to bodies of local self-government and is the main subject of our study. In the general provision, it regulates that one of the defining problems of society is the need to develop and maintain the confidence of citizens in state and local authorities. In this regard, municipal authorities are constantly in the search for opportunities to create sustainable local societies. Management of the quality of local municipal governments can ensure the economic and social development of society, as well as the consistent and coordinated interaction of national and municipal policies. It is possible to create an economically and socially strong region, national and even world government only from the lowest level, namely local government, by creating the quality of public products and services, thereby increasing the confidence of the local community in its government at three levels – local, regional and national (Stroianovskiy, 2017; Shvedun and Nadon, 2019; Sosiedko and Palmieri, 2021).

With a high quality of municipal government, the entire system of public administration becomes stronger. Coherence in this approach should lead to the establishment of reliable and sustainable authorities at all levels. Thus, this Standard is designed for application at the municipal level and contains recommendations for the implementation of quality management systems and mechanisms to meet the needs and expectations of the local community. Staff, managers and representatives of local authorities are expected to investigate, analyse and implement the plan or work programme in the short and medium term. However, it should be noted that a plan or programme does not guarantee that the needs and expectations of the local community are met if the processes required for effective implementation are not available or are not sufficiently developed. It is necessary to implement an effective quality management system in the municipal government for this purpose. However, the system of municipal government will be influenced by various factors that are specific to each local entity, namely: state and regional policy; objectives and methods of work; availability of resources; administrative practice (Vuichenko et al., 2019).

Therefore, for the normal functioning of the municipal management system, it is important that it is, firstly, simple and accessible for understanding middle and lower managers, and secondly, it meets the policies and objectives in the field of quality of the local government. Thus, it can be concluded that the system of municipal government of the quality of an effective and authoritative local authority should cover all activities

and processes that can affect the satisfaction of the needs and expectations of the local community, as well as necessarily agreed with the regional and state government. The basis for the qualitative implementation of the municipal quality management system can be the use of a process approach by local authorities. Therefore, it is important to identify the different types of processes that need to be carried out depending on the type of products and services provided to the local community, as well as the ability of the system to deliver the desired result. Figure 1 shows generic municipal government processes and prioritization for effective implementation of these processes. On the basis of the Standard and Figure 1 it is possible to create a diagram of adapted processes of integral municipal government for Ukraine (Fig. 2).

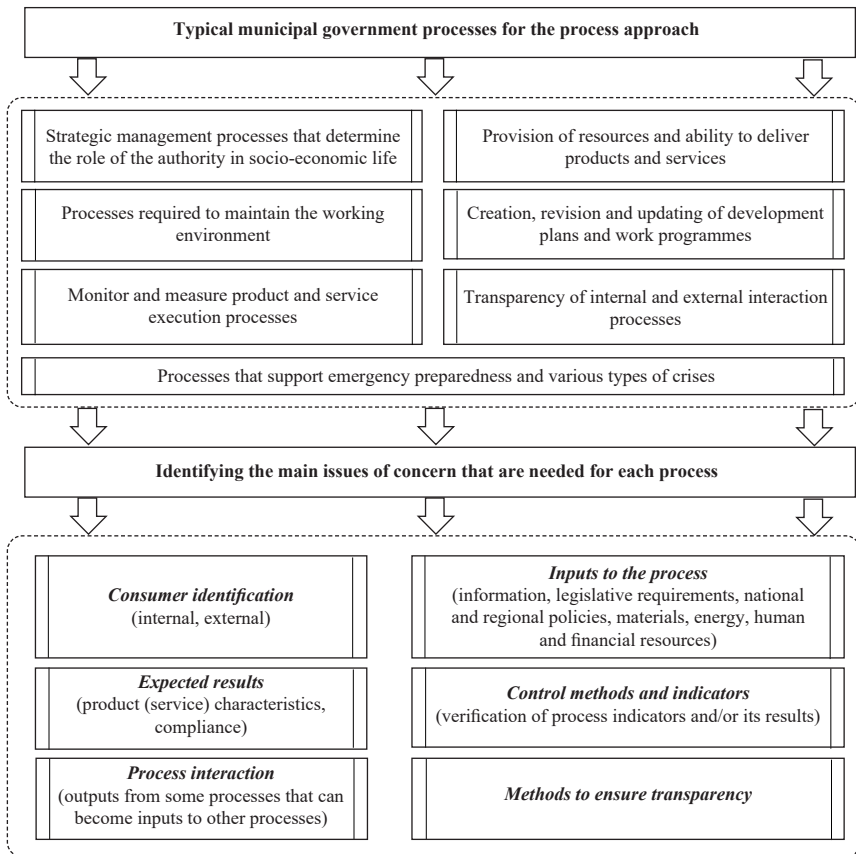


Figure 1. Typical municipal government processes and problem statement for their implementation

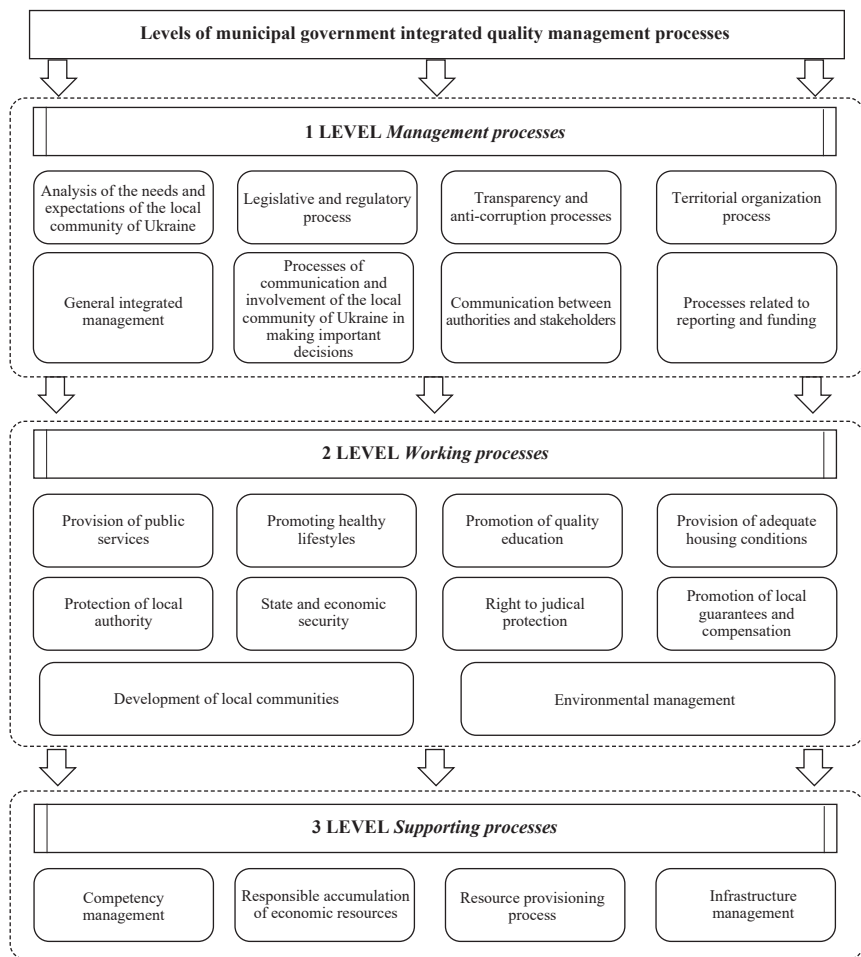


Figure 2. System of basic processes of integral quality management of municipal government of Ukraine

Another basic mechanism that needs to be adapted to the realities of the municipal government of Ukraine is the system of integral diagnosis, verification, evaluation and action to form reliable and effective authorities. The main objective of this system is to assist senior management in the effective and transparent detection of the necessary elements for determining the minimum set of actions and identifying areas of its engineering that are consistent with the responsibility to the local community (consumers in this case). The analysis and evaluation structure within the system should be based on a large number of management indicators, which are divided into four main categories (Table 1).

Table 1. System of integral diagnostics, verification, evaluation and actions to form a high-quality effective municipal government of Ukraine

No.	Main categories of the system	Management indicators
1	Institutional development to ensure the quality of municipal government	<ol style="list-style-type: none"> 1. Integrated quality management system in accordance with the Standard 2. Partnership, solidarity and communication 3. Competence and continuity of staff 4. Government finance for taxes 5. Information and communications technology and data management 6. Prevalence of the rule of law and human rights 7. Transparency and communication 8. Participation of local communities 9. Development of civil defense and emergency services 10. Public safety and security
2	Sustainable economic development	<ol style="list-style-type: none"> 1. Promoting innovative economic technologies and initiatives 2. Overcoming unemployment and economic growth 3. Food security and poverty eradication 4. Stimulating operational training at the local level 5. Development of tourism and overcoming spatial differentiation 6. Responsibility for availability of communications and inter-system connections 7. Stimulating economic development in priority areas and sectors of Ukraine (agriculture, animal husbandry, etc.) 8. Promotion of industry, trade and services
3	Social development	<ol style="list-style-type: none"> 1. Provision of public services to the population 2. Promotion of sports, recreational and social sphere 3. Promoting social and ethnic norms of behaviour 4. Gender equality 5. Responsibility for persons with additional needs and other weak segments of the population 6. Promoting the quality of public health 7. Promoting access to quality education at all levels 8. Providing the local community with decent housing 9. Peaceful coexistence and social culture 10. Promotion of preservation of cultural and historical heritage of the area 11. Formation of a culture of the middle class of Ukraine
4	Sustainable environmental development	<ol style="list-style-type: none"> 1. Air quality care 2. Waste collection and efficient recycling 3. Concern for improvement of the territory 4. Sustainable use of natural resources 5. Effective land administration system 6. Concern for drinking water quality, responsibility for drainage systems 7. Concern for soil quality 8. Promoting environmental education

The main purpose of the evaluation of the system of integral diagnostics, verification, evaluation and action to form a high-quality effective municipal government of Ukraine is the determination the implementation of all management indicators provided in Table 1 by the highest municipal leaders. The starting point for this process is a meeting of all

municipal managers to make a collective management decision on the status of these management indicators. The final result of the meeting should lead to more detailed verification by representatives of senior municipal management on the basis of facts and figures when “deploying” the presented management indicators. After that, proposals for measures to improve problem areas of responsibility are provided and an action plan to strengthen these problem areas is developed using the presented process approach.

Conclusions

A study of the adaptation of municipal government mechanisms to international standards has led to the following conclusions:

1. During the synthesis of scientific opinions on the definition of the category “municipal government”, its essence was clarified, which can be understood as a set of actions of local self-government bodies, which should primarily be aimed at satisfying the financial, economic, political, social and other interests of the local community and be carried out through the formation of sustainable models of social interaction on the territory of local scale and in the conditions of the already established socio-cultural environment.
2. It is proved that ISO 18091 is developed for use at the level of municipal government and contains recommendations for the introduction of quality management systems and mechanisms in order to meet the needs and expectations of the local community and can be applied in the modern realities of Ukrainian municipal government.
3. An analysis of the use of the process approach mechanism for effective municipal government has been carried out and a system of basic processes of integral quality management has been formed, which cover all activities and processes that can affect the satisfaction of the needs and expectations of the local community.
4. A system of integral diagnostics, verification, evaluation and actions on the formation of a high-quality effective municipal government of Ukraine has been developed to assist senior management in adapting municipal government to the modern world realities of quality management.

So, the value of the theoretical, methodological and practical results presented in the study lies in the possibility of their application to improve the mechanisms of municipal government and their adaptation to international quality management standards.

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