

ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ

UDC 352.07

УДК 352.07

I. M. Gryshchenko, Doctor of Public Administration,
M. M. Kulaiets, Candidate of Economics Sciences, Professor

I. М. Грищенко, д. н. з держ. упр.,
М. М. Кулаєць, к. е. н.,
професор

DEVELOPMENT OF THE CAPACITY OF TERRITORIAL COMMUNITIES**РОЗВИТОК СПРОМОЖНОСТІ ТЕРИТОРІАЛЬНИХ ГРОМАД**

Urgency of the research. In the conditions of decentralization of power, the formation of the capacity of territorial communities, which are responsible for ensuring the sustainable development of the territory concerned, a creation of conditions that ensure high quality of life of the population is relevant.

Target setting. The overwhelming majority of newly created territorial communities do not have sufficient capacity to exercise their powers, therefore, the dissatisfaction of the population with the standard of living and the quality of service delivery is rising.

Actual scientific researches and issues analysis. Significant scientific contribution to the formation of effective local self-government in Ukraine has been made by O. Vasylieva, T. Kravchenko, I. Koziura, V. Mamonova and specialists on decentralization: A. Tkachuk, V. Nehoda, M. Pittsyk and others.

Uninvestigated parts of general matters defining. The ability of local governments to ensure the capacity of territorial communities requires further research.

The research objective. Formation of evaluation criteria for the research of local self-government activities and, on their basis, the creation of practical tools for the formation and development of the capacity of territorial communities.

The statement of basic materials. The article analyzes the activity of local self-government bodies at the level of the united territorial communities by studying the evaluation criteria for determining their organizational capacity, parameters of intervention in their activity and readiness for reform. It was revealed that main problems hindering the development of the capacity are: the low organizational capacity of local governments, lack of organizational strategy and organizational processes, low level of interest and awareness of local government reform processes, the weak correlation between organizational structure and strategic goals and tasks, etc.

Conclusions. It is proposed to form and develop the capacity of the united territorial communities in Ukraine through the employment of a comprehensive methodology for policy-making based on evidence for the path search and exploitation of practical tools for the formation and development of community capacity.

Keywords: capacity; territorial community; local self-government bodies.

DOI: 10.25140/2410-9576-2018-1-2(14)-98-104

Актуальність теми дослідження. В умовах децентралізації влади актуальним є формування спроможності територіальних громад, на які покладено відповідальність за забезпечення сталого розвитку відповідної території, створення умов, що забезпечують високу якість життя населення.

Постановка проблеми. Переважна більшість новостворених територіальних громад не володіє достатнім потенціалом для виконання повноважень, тому зростає невдоволення населення рівнем життя та якістю надання послуг.

Аналіз останніх досліджень і публікацій. Значний науковий внесок у формування дієвого місцевого самоврядування в Україні зробили: О. Васильєва, Т. Кравченко, І. Козюра, В. Мамонова і фахівці з децентралізації: А. Ткачук, В. Негода, М. Пітцик та ін. **Виділення недосліджених частин загальної проблеми.** Потребує дослідження здатність органів місцевого самоврядування забезпечити спроможність територіальних громад.

Постановка завдання. Формування оціночних критеріїв для дослідження діяльності органів місцевого самоврядування та розробка на їх основі практичних інструментів формування та розвитку спроможності територіальних громад.

Виклад основного матеріалу. В статті проведено аналіз діяльності органів місцевого самоврядування на рівні об'єднаних територіальних громад шляхом дослідження оціночних критеріїв визначення їхньої організаційної спроможності, параметрів втручання у їх діяльність та готовності до реформування. З'ясовано, що основними проблемами, які заважають розвитку спроможності є: низький рівень організаційної спроможності органів місцевого самоврядування, відсутність організаційної стратегії й організаційних процесів, низький рівень зацікавленості та обізнаності процесами реформування місцевого самоврядування, слабе співвідношення між організаційною структурою та стратегічними цілями і завданнями тощо.

Висновки. Запропоновано формувати та розвивати спроможність об'єднаних територіальних громад в Україні шляхом використання комплексної методології формування політики, заснованої на доказах для пошуку шляхів і використання практичних інструментів формування та розвитку спроможності громад.

Ключові слова: спроможність; територіальна громада; органи місцевого самоврядування.

Urgency of the research. Each reform requires its performers and their deep understanding of the

ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ

essence of reform. Without it, any, even the best-prepared reform is doomed to failure. Reforming public administration in Ukraine involves the decentralization of power, the transfer of a number of functions and powers to local authorities by the center, the legal exclusion of powers of the state as a legal entity in favor of another legal entity of local government, transfer of budget commitments and additional income base to ensure the capacity of the united territorial communities to provide guaranteed public services and to provide an adequate living environment for citizens, taking into account the interests of the state and territorial community.

Target setting. Ukraine is a young state that only tries to form its institutions on the example of the developed countries of the world. The problem with Ukraine is that it does not try to create its own model of public administration, but in a hurry to take its place among the successful countries of the world, copies state systems of successful countries, while forgetting that it has its own history, traditions and that experience can only be its own, since it is impossible to learn experience and to take it over. It can only be acquired using its own or resumed knowledge and realizing them in practice. The acquisition of its own experience in forming the basis of state governance of the capable territorial communities is extremely important for Ukraine since the development of any state starts with its basis of villages, settlements, cities and people who want to be hosts in their land and feel secured citizens of their state.

Each of us lives in a territorial community (village, settlement, city), and the quality and duration of our lives depends on how this community is capable, the future of our descendants depends. Will they seek a better future in the capable communities of other countries, or will they multiply what we will pass on to them in Ukraine.

Scientists and specialists in public administration are still arguing whether it is necessary to weaken the vertical of the state executive bodies by transferring powers and resources to the level of local self-government bodies. In particular, this article is directly related to the scientific research of the Department of Public Administration and Management of Innovation Activities of the Post-Graduate Education and Research Institute of the National University of Bioresources and Natural Resources of Ukraine and the developments of the European project "Support for the Implementation of the EU-Ukraine Association for Ukraine & for you".

Actual scientific researches and issues analysis shows that the problem of decentralization of power and the formation of effective local self-government was carried out by such domestic and foreign scientists as O. Vasylieva, T. Kravchenko, I. Koziura, V. Mamonova and specialists: A. Tkachuk, V. Nehoda, M. Pittsyk and others.

Uninvestigated parts of general matters defining. Despite the fact that the attention of specialists and scholars is closely linked to the territorial communities and their analysis was repeatedly the subject of research in scientific works of domestic and foreign researchers, systematic research on the assessment of the activities of local self-government bodies to determine their readiness to ensure the capacity of the territorial community has not yet been carried out.

The research objective. The purpose of the article is to analyze the activities of local self-government bodies in order to ascertain their readiness to ensure the capacity of the territorial community.

Proceeding from the goal of the article the following tasks were solved:

- distinguish the evaluation criteria and their elements for elucidation of the mechanisms of ensuring the capacity of the united territorial community;
- generalize the estimated results of the research of the activities of local self-government bodies;
- develop recommendations for interested bodies on the capacity building of territorial communities.

The statement of basic materials and obtained scientific results. In accordance with the "Concept of reformation of local self-government and territorial organization of power in Ukraine" [4], the second final stage of its implementation (2015-2017) should complete, and indeed, the entire reform as a whole. However, the purpose of the Concept, which was to determine the directions, mechanisms and timing of the formation of effective local self-government and territorial organization of power, was not achieved.

ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ

The current state of the organization of power in Ukraine indicates that measures for the reform of local self-government are at the initial stage and not at the final stage. What is the reason for this state of affairs? Why do state authorities not transfer their powers and resources to local self-government bodies? Why, at the state level, in accordance with the current legislation, local state administrations have not been liquidated and executive bodies are not created at local self-government bodies? Why the created united territorial communities, in their overwhelming majority, were in a legal, resource and personnel vacuum?

Using the experience gained during the participation in the project "Association for Ukraine & for you" and the skills of developing a public policy based on evidence, we will conduct an analysis of the activities of local self-government bodies at the community level and, with the help of evaluation criteria for determining the capacity, find out ways to create a capable territorial communities envisaged by the decentralization of public administration reform.

According to the European Charter of Local Self-Government (hereinafter the Charter) an essence of local self-government is reduced to the guaranteed by the state rights and real ability of local communities of citizens (communes, municipalities, communities, local groups, local communities) and those bodies that they choose, to decide independently under its responsibility, the issues of local significance, acting within the constitution and laws of the respective state [2]. Article 3 of the Charter, which is part of the legislation of Ukraine stipulates that "local self-government denotes the right and the ability of local authorities, within the limits of the law, to regulate and manage a substantial share of public affairs under their own responsibility and in the interests of the local population. This right shall be exercised by councils composed of members freely elected by secret ballot on the basis of direct, equal, universal suffrage, and which may possess executive organs responsible to them". The key to these definitions is the "ability" of the authorities to exercise certain powers. What is the basis for this definition?

The Academic Explanatory Dictionary of 1970-1980 defines the ability in three dimensions: as a property of value; the ability to commit something; the presence of conditions favourable to something, circumstances that assist something, the opportunity.

The Ukrainian language dictionary: in 11 volumes, the word "capable" is interpreted as someone/something "that can, able to carry out or to do anything".

A dictionary of synonyms for the word "capable" selects the next synonymous series "able", "suitable", "reasonable", "sound".

The Ukrainian language dictionary, organized by B. Grinchenko, defines capacity as an opportunity (to have the opportunity, to have means).

The Methodology of the formation of capable territorial communities (hereinafter Methodology) defines a capable territorial community, which, as a result of a voluntary association, is capable of providing, on its own or through appropriate local self-government bodies, the appropriate level of service provision, in particular in the field of education, culture, healthcare, social protection, housing and communal services, taking into account human resources, financial support and infrastructure development of the corresponding administrative and territorial unit [3].

Thus, under the capacity, it is necessary to understand the ability and capability of local governments to cope with the powers that they have been given.

What are the powers of the local government bodies at the basic level? Main responsibilities include: provision of local economic development (investment attraction, entrepreneurship development); development of local infrastructure, in particular roads, networks of water, heat, gas, electricity and drainage, information networks, social and cultural objects; planning of community development; solution of the issues of development of the territory and its improvement; provision of housing and communal services; organization of passenger transportation on the territory of the community; public security; extinguishing fires; management of institutions of secondary, pre-school and out-of-school education; provision of ambulance services, primary health care, prevention of diseases; development of culture and physical culture; provision of social assistance and administrative services, etc.

Today, even though at the end of 2017 there were already 688 united territorial communities in Ukraine, the overwhelming majority of them, having the right to decide local issues, cannot fulfill them

ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ

due to lack of experience, decay or lack of infrastructure (necessary buildings, structures, roads, etc.), as well as the lack of human resources of the relevant qualification, etc. Therefore, much of the local issues are not properly addressed - schools and hospitals and other buildings of communal property are not kept, as well as landscaping, street lighting, etc. are not provided.

According to the official data of the Ministry of Regional Development, Construction and Housing and Communal Services of Ukraine, which are placed on the official site under the heading "Decentralization", only 12% of the existing united territorial communities are capable, the rest are created in violation of the Methodology.

This is despite the fact that state support for the development of united territorial communities and the development of their infrastructure has increased by 30 times. In particular, state support in 2017 amounted to UAH 14.9 billion, of which: UAH 5 billion is aimed at socio-economic development of communities; UAH 3.5 billion allocated state fund of regional development; UAH 1.5 billion subventions for the infrastructure of the united territorial communities; UAH 4.0 billion subventions for the development of medicine in rural areas; UAH 0.27 billion for construction of football fields; UAH 0.65 billion European Union funds in support of sectoral regional policy.

However, even providing these resources, the overwhelming majority of territorial communities did not ensure their capacity.

What is the basis of the capacity of the territorial communities? Researchers of capacity and potential of communities M. Kruger, K. Hilton and others outlined ten community capacity components: public participation; leadership; powerful social networks; the ability to clearly formulate values; the meaning of history; the meaning of the community; critical thinking; the ability to accumulate resources; amount of skills; the ability to use power. Resources are understood as financial and human resources, infrastructure, the capabilities of individuals and organizations, relationships between people, relationships between organizations and access to services, etc. [1, p. 14].

To find out the key issue of ensuring the capacity of territorial communities, we conducted a study, which on the one hand was based on the analysis and synthesis of two-tiered interviews and collegial/panel discussions with officials of local self-government, deputies, residents of territorial communities, representatives of local government bodies of executive power, on the other hand was based on the key principles of the formation of public policy based on evidence.

Within the framework of our research, we have identified three evaluation criteria and their elements:

1. The first criterion of organizational capacity assesses the capacity of local self-government in terms of strategy, structure, resources, processes, information technology and understanding of decentralization.

2. The second criterion is readiness for reform and it is evaluating the moral spirit and ethics of the staff; defines the blocking body, adversaries and opponents; duration of obligations and change of obligations.

3. The third criterion is intervention parameters that assess the satisfaction of expectations of beneficiaries, stakeholders, donors, assess donor financing and timeframe of donors, intervention priorities.

In Tab. 1 the estimated results of determining the organizational capacity of the united territorial community based on studies of local self-government officials and local self-government bodies of the united territorial community were disclosed, using empirical and theoretical levels of general scientific research methods.

Schematically, the results of this study are shown in Fig. 1, in which the designation should be perceived as follows: circle is the level of basic knowledge; hexagon (external) is the level of required competence for local government officials and deputies; from 0 from the middle of the Fig. to 2 (the level of required competence) leave the rays of the existing competence (or lack thereof) of different elements of the investigated criterion.

Exhibited in Tab. 1 and shown in Fig. 1 analysis of the organizational capacity of local self-government bodies of the united territorial community provides grounds for establishing such results. The investigated united territorial community, through officials of local self-government and deputies, demonstrated a low level of organizational capacity.

ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ

Table 1

Estimated results of determining the organizational capacity of the united territorial community

Title of the evaluation criterion	Elements of the criterion	Obtained estimated result
Organizational capacity	Strategy	Organizational strategy is nominal: community officials do not have any written or verbal strategy to achieve community goals, or have only a set of common ideas (aspirations, wishes, etc.) that are not organized at all.
	Structure	The organizational structure is basic: a weak correlation between organizational structure and strategic goals and objectives.
	Resource	Organization of personnel/human resources is basic: local self-government officials mostly have basic knowledge and skills for performing official duties; local council deputies are largely unfamiliar with their powers.
	Processes	Organizational processes are nominal: processes occurring in the community and at council sessions are unrelated or poorly related to the goals, results, functions and activities of the territorial community, and the adoption and implementation of decisions do not always foresee orientation for future community development.
	Information technology	Information and communication technologies are low-technological: they do not use information technology or use only the basic programs for work in the office (Word/Excel, etc.), and most, if not all key processes and procedures are based on paper documents.
	Decentralization	Understanding of decentralization is nominal: the overwhelming majority does not understand the goals of decentralization, it is not familiar with the regulatory legal documents that regulate it. Complains about the fragmentation of the regulatory framework for regulating the activities of the united territorial communities.

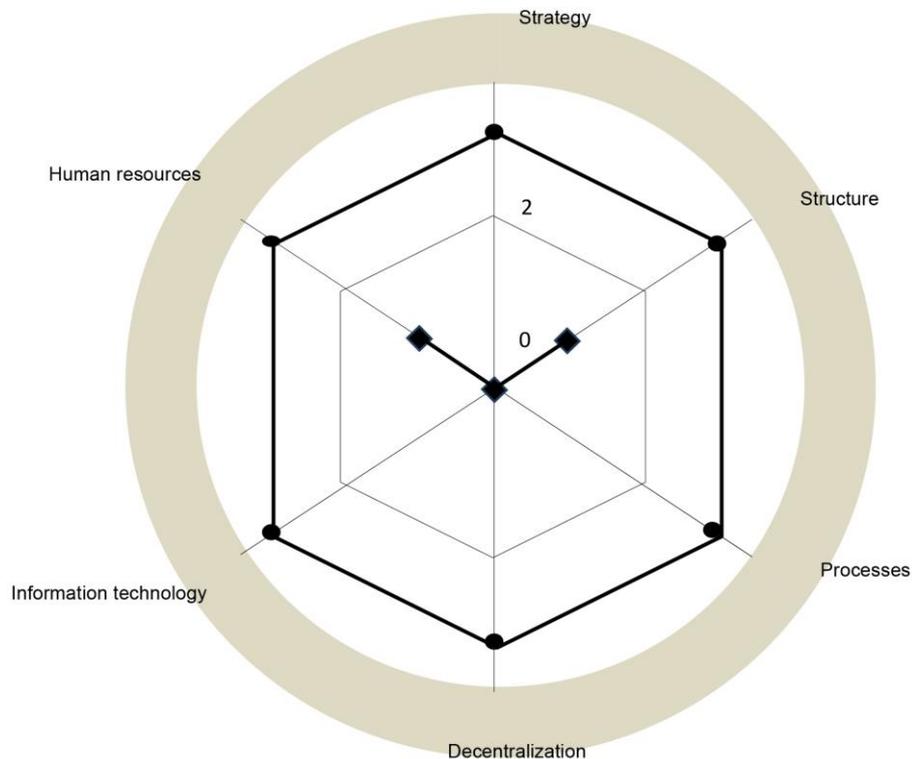


Fig. 1. Assessment analysis of the organizational capacity of local self-government of the united territorial community

ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ

In particular, the research found that human resources are quantitatively sufficient but not well prepared to fulfil their responsibilities. This is due to many subjective and objective reasons, including the inability to make decisions in situations of uncertainty; lack of communicative skills to find compromises in decision making; the inability to form a leadership environment for solving topical issues; the prevalence of own interests over community interests, etc. The organizational structure is formed and the establishment is completely filled, that is, all key areas of community development have responsible executives, however, the verification of the level of professional competence of the employees showed low training. Information and communication technologies are used only for the creation or sending of documents. This is due to low staff training and improper computerization or Internet quality. The most important threats to the capacity of the territorial community are the lack of organizational strategy and organizational processes. Officials of local self-government and deputies are people whom the inhabitants of the community have entrusted to manage their life for 5 years. All this time, it is they who must ensure an adequate standard of living in the community and think about its future development. Therefore, the first thing that should be done is to formulate a development strategy, not as a document that nobody needs, but as a guideline that knows everything and plans every day to implement it. It is the systemic measures in all areas of community life that should be outlined in the strategy, and the strategy itself should become the basis for building the capacity of the territorial community.

The same procedure evaluated the readiness for reform and evaluated the parameters of intervention.

Research has shown that there is no real inclination to change in a given territorial community, but there is a desire to nominally agree with the reforms since this can provide additional resources. The morale and ethics of the staff are at a level below the average: people only develop the skills of working in the united territorial communities, study the interaction between the elders, representatives of the centres of the provision of administrative services, citizens and other bodies of local self-government. A number of blocking factors have been identified, one of the key factor is the fragmentary and controversial legal framework, the absence of auxiliary rules and regulations. The assessment of satisfaction with the expectations of the beneficiaries is also low. The analysis of the activities of local self-government bodies in the united territorial communities allows us to state that, first of all, it is necessary at the state level to provide adequate support to the already existing unions that are in the process of uniting and those who are still thinking to create a union. A significant problem for all of them is the lack of managerial skills, the imperfection of the legal field of their activities, low staffing capacity. Secondly, of that 12 % of the united territorial communities that are really capable of attracting specialists (for a certain period of time) into territorial communities that are less successful, since nobody other than them can provide more practically oriented support for community capacity building.

Summarizing, note that based on the results of the study, we have developed the following recommendations for the formation of the capacity of territorial communities: to develop a comprehensive complex decentralization policy; to create a broad political consensus for a clear division of powers between local self-government bodies; personalize the responsibility of officials of local self-government for creating insolvent territorial communities (in violation of the provisions of the Methodology); modernize training of local government officials in accordance with the specifics of the tasks performed; at the state level, to initiate the creation of reform groups from representatives of capable territorial communities that have been established and successfully work for more than 1 year and with the assistance of the State Fund for Regional Development to ensure 100% coverage of the territorial communities of Ukraine by communicating with these reform groups. These measures will provide a broad understanding of decentralization, strengthening local self-governance and professional competence.

Taking into account the results of the study, the systemic approach of the state and the experience of the capable united territorial communities should serve to build the capacity of the territorial communities in Ukraine.

And if we really want to make qualitative reforms, we need to go a small step, pulling up all the components of success to the required level. The analysis showed that Ukraine is not ready for implementation of the decentralization reform today and needs a serious preparatory phase at the national level.

ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ

Conclusions and perspectives of further research. The obtained research results are basic for the formation and development of the capacity of territorial communities. In addition, the authors of the study allow on the stage of creation of united territorial communities to identify problem areas and influence their elimination before the creation of a community that will enable the newly formed community from the very beginning to be capable.

In the future it is expedient to continue research on the formation and development of the capacity of territorial communities, focusing on the development of resource potential.

References

1. Cheers, B., Cock, G., Hylton, K., Kruger, M. & Trigg, H. (2015). Measuring Community Capacity. *Proceedings of the International Conference on Engaging Communities*. Brisbane [in English].
2. Yevropeiska khartiia mistsevoho samovriadvannia: Khartiia; Rada Yevropy vid 15.10.1985 [European Charter of Local Self-Government: Charter; Council of Europe from 15.10.1985]. *zakon.rada.gov.ua*. Retrieved from http://zakon2.rada.gov.ua/laws/show/994_036 [in Ukrainian].
3. Postanova Kabinetu Ministriv Ukrainy Pro zatverdzhennia Metodyky formuvannia spromozhnykh terytorialnykh hromad: vid 8 kvitnia 2015 r., № 214 [Resolution of the Cabinet of Ministers of Ukraine On approval of the Methodology for the formation of capable territorial communities: from April 8 2015, № 214]. *zakon.rada.gov.ua*. Retrieved from <http://zakon5.rada.gov.ua/laws/show/214-2015-n> [in Ukrainian].
4. Rozporiadzhennia Kabinetu Ministriv Ukrainy Pro skhvalennia Kontseptsii reformuvannia mistsevoho samovriadvannia ta terytorialnoi orhanizatsii vlady v Ukraini: vid 1 kvitnia 2014 r., № 333-r [Order of the Cabinet of Ministers of Ukraine On Approval of the Concept of Reforming Local Self-Government and Territorial Organization of Power in Ukraine: from April 1 2014, № 333-p]. (2015). *Ofitsiyniy visnyk Ukrainy – Official Bulletin of Ukraine*, 24 [in Ukrainian].

Література

1. Cheers B., Cock, G., Hylton, K. L., Kruger, M. & Trigg H. Measuring Community Capacity: An Electronic Audit Template, 2015. - 21 p.
2. Європейська хартія місцевого самоврядування : Хартія; Рада Європи від 15.10.1985 [Електронний ресурс]. – Режим доступу: http://zakon2.rada.gov.ua/laws/show/994_036.
3. Про затвердження Методики формування спроможних територіальних громад : Постанова Кабінету Міністрів України від 8 квіт. 2015 р. № 214 [Електронний ресурс]. – Режим доступу: <http://zakon5.rada.gov.ua/laws/show/214-2015-n>.
4. Про схвалення Концепції реформування місцевого самоврядування та територіальної організації влади в Україні : Розпорядження Кабінету Міністрів України від 1 квіт. 2014 р. № 333-р // Офіц. вісн. України. – 2014. – 15 квіт. – № 24.

Received for publication 01.03.2018

Бібліографічний опис для цитування :

Gryshchenko, I. M. Development of the capacity of territorial communities / I. M. Gryshchenko, M. M. Kulaiets // Науковий вісник Полісся. – 2018. № 2 (14). Ч. 1. – С. 98-104.

**Грищенко
Ірина Миколаївна**

доктор наук з державного управління, професор кафедри публічного управління та менеджменту інноваційної діяльності Навчально-наукового Інституту післядипломної освіти, Національний університет біоресурсів та природокористування України;
<https://orcid.org/0000-0002-8191-1177>;
E-mail: Gryschenkoiryna@ukr.net;

**Gryshchenko
Iryna Mykolaivna**

Doctor of Public Administration, Professor of Public Administration and Innovation Management of the Institute of Postgraduate Education, National University of Life and Environmental Sciences Ukraine;

**Кулаєць
Марія Михайлівна**

кандидат економічних наук, професор, директор Навчально-наукового Інституту післядипломної освіти, Національний університет біоресурсів і природокористування України;
<https://orcid.org/0000-0001-5526-890X>;
E-mail: Sec_edu_nni_director@nubip.edu.ua;

**Kulaiets
Mariia Mykhailovna**

Candidate of Economic Sciences, Professor, Director of the Educational and Scientific Institute of Postgraduate Education, National University of Life and Environmental Sciences Ukraine