

METHODOLOGICAL ASPECTS OF INSTITUTIONALISM IN THE ISSUES OF ADMINISTRATIVE-TERRITORIAL DEVELOPMENT

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Introduction. The lack of the administrative-territorial system and political consensus reform final vision results between the capital and regional politicians on the powers redistribution has led to decentralization in Ukraine. Over the last 5 years, the level of powers centralization of central executive authorities has reached hypertrophied forms. For instance, in the land relations field, the state institute of land management – «Derzhgeokadast» centralized powers, bringing them to the absurdity, when the granting of any plot outside settlements is conducted by the order of regional department head with orders registration under the sign of extraterritoriality providing conclusions and approvals at the metropolitan level. In this case, structural units in districts and cities, as legal entities, were liquidated.

Essentially, simulator institutes (simulacrum – lat. copy, likeness) are being formed in the country as copies of what does not really exist. Unfortunately, the simulation of decentralization is not the only one simulator. A unique simulator is the ministries, thanks to the regulatory policy of which and for economic entities, the ecological framework of the Ukrainian territory and its individual elements – forests, reserves, rivers, fertile black earths are simply destroyed and state interest is subordinated to the shadow economy. Even more negative are institutions that borrow (import) and which are not inherent in our society but are being imposed.

Borrowing, or importing institutions, carries extreme risks not only of economic but also social-political and geopolitical character. What we have received in the land, agrarian and economic reforms and have generated negatives in the social and political spheres of society, especially in the countryside.

The institutional and cultural genotype of a society where institutional culture acts as a complex of traditions and habits that shapes certain standards of generations is objectively existent and is a development definite factor [1].

Materials and research methods. The problems of institutionalism methodology improving and administrative-territorial development are relevant in the scientific articles of our time. The scientific works of O.S. Sukharev, R.M. Nureyev, A.A. Chukhno, P.M. Leonenko, P.I. Yukhymenko and other prominent scientists have enriched institutionalism at the scientific, methodological and applied levels.

The essence and forms of administrative – territorial reform implementation in Ukraine are developed and substantiated in the scientific researches of V.S. Kuybida, V.D. Bakumenko, I.B. Koliushko, P.M. Kondyk,

V.P. Tymoschuk and others. P. Tolochko actively promotes the power decentralization and notes that regional culture-historical and spiritual diversity of Ukrainian population becomes quite evident. However, the issues of applying the institutional methodology of administrative-territorial development have not been sufficiently studied in domestic and foreign economic science.

The purpose of the article is to determine executive power institutionalization ways, territories development in accordance with institutionalism requirements and its role and place in administrative-territorial reform.

Discussions of Results. In Ukraine, none of the reforms in the last 28 years has yielded positive results. Ukraine has lost part of its territory, part of its production, scientific potential and more than 12 million citizens. The administrative-territorial reform does not give any positives either.

Scientists have found answers to questions about deep roots and crisis phenomena and processes causes in Ukrainian society, in methodological foundations search and civilization development laws.

History of economic science and economic theories reflects the development of productive forces and society industrial relations. New modern institutional and neo-institutional economic theories are confirming this. And the only society institutional complex is determined by institutional matrix, theoretical and methodological aspects of which were suggested by K. Polanyi [2; 3] and actively developed by D. North [4; 5; 6; 7] and modern world scientific schools [8] (Fig. 1).

Society institutional matrix is presented as a stable triad of basic elements – macro-institutions, integrating and stabilizing society: economy, politics and culture.

It is necessary to consider matrices properties, namely:

- symmetry of dual positions;
- institutions interdependence within matrix;
- invariance of dominance (matrix absolute invulnerability), allows the possibility of coexistence in institutions system the maternal matrix of different matrices elements, but with obligatory native matrix dominance.

The effectiveness of above properties is proved by historical development of states and civilizations, the state and civilization exist based on the matrix, otherwise the state disappears, and civilization ceases to exist.

Negative contemporary examples of imposing and importing institutions and social values from one matrix to another emphasize the inadmissibility of these actions, because they entail social disasters, revolutions, wars.

Borrowing a natural, unlike self-regulatory market, completely ignoring in Ukraine the relevancy for fair national wealth redistribution, reforms simulating, and natural resources plundering implicates crisis phenomena not only in economy but in social and political fields as well. This has undermined military, economic, demographic and socio-political stability of country and geopolitical stability of Ukraine.

The crisis in Ukraine is getting worse by the fact that during previous historical period, in western regions, dominant institutions were the matrix Y, and in the central, eastern and southern regions, the matrix X. Conducting agrarian and land reform without these aspects, when reform should be carried out in western regions until the restitution (returning) of land to their owners until 1945, and in the eastern regions – to keep cooperatives without bundling whole arrays within the framework of institutional matrices methodology, could provide a positive synergetic effect. And for the matrix X we got the opposite result.

Modernization of public administration institutions system, decentralization of powers to the level of united territorial communities should form a stable territory development system and safe economic and social environment in regions.

State and regional institutional transformations generate effective reforms: administrative-territorial, economic, land, and other interconnected transformations of society, including political and legal ones.

Today there is an institutional mismatch between administrative territorial division of the country's needs, when the state cannot effectively manage territories and local governments are not mobilized locally to organize the territorial self-development.

Territorial development and real economy also require system of governance institutions reform within the framework of governance vertical-level system [9; 10].

State regulation system involves territories division into parts, including natural, political, economic, ethnic, linguistic, national and other spatial and social aspects. States systematically, as productive forces and relations develop, change administrative-territorial division, without local approval procedures.

The voluntary principle is unique in the development of Ukraine. There were no voluntary reforms experiences in the world.

The administrative system purpose is the most efficient state mechanism and system of local self-government organization and functioning. Herewith, a balance of goals and interests are forming, on the one hand –

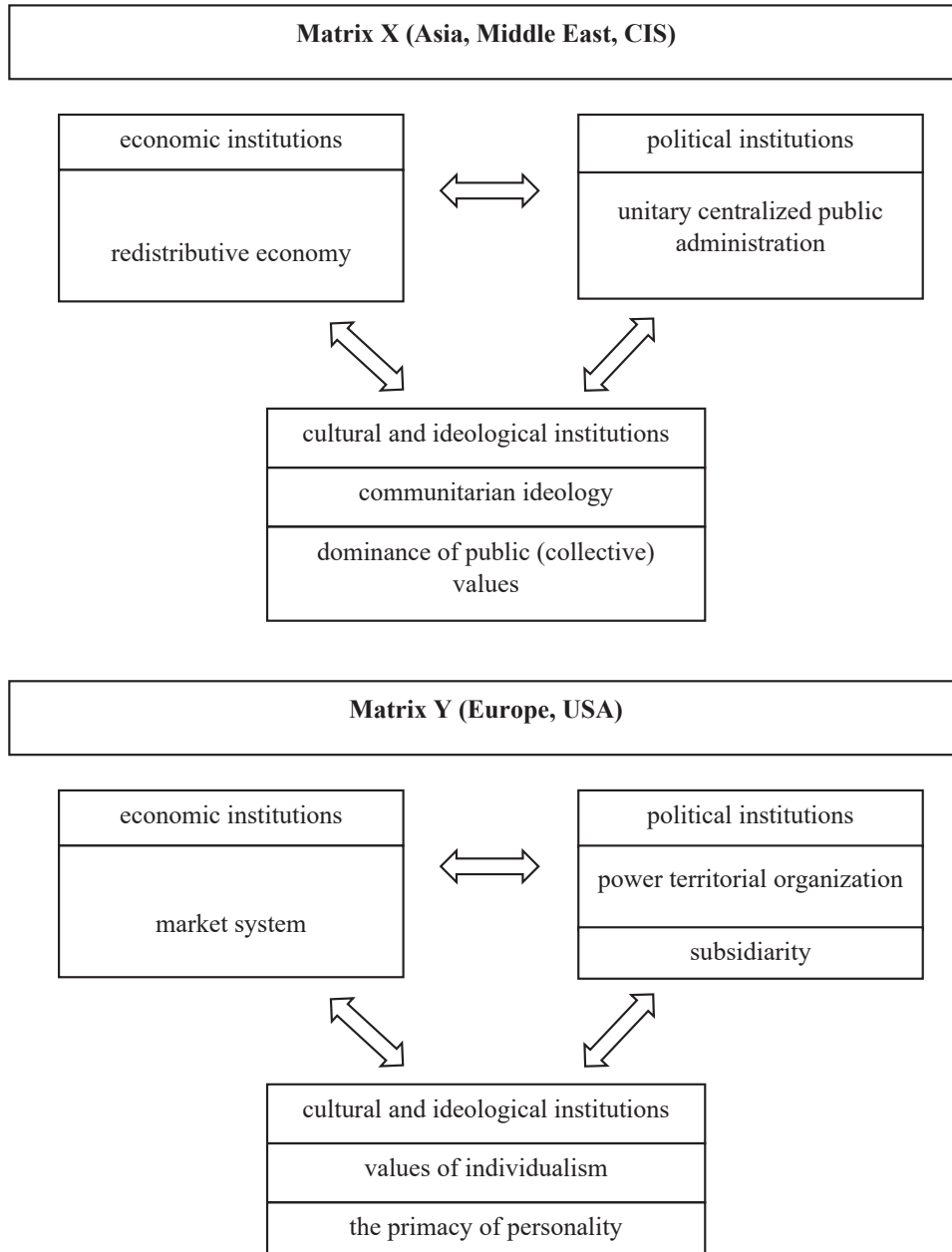


Fig. 1. Institutional matrices as society institutional complex

local self-government, based on the objective-historical, economic and spatial conditions of development and state administration, on the other [11].

Interesting is administrative and territorial structure reforming experience of France, beginning with reform of De Gaulle, when 27 regions, 101 departments, more than 4,000 cantons and 36658 communes in the mainland were formed [12; 13]. This corresponds to the current fragmentation of Ukraine into village councils.

Stepwise, by this time there is similar administrative structures amalgamation; today the number of cantons fall by one half to 2074. The number of regions from 22 to 13 is planning to reduce, and departments to 96. Only in 2015, 6 departments and 123 communes were reduced.

The principle of inter-municipal cooperation in spheres of transport, services provision, communal and spatial development is based on the merger of communes [14].

The administrative-territorial division requires consideration of socio-institutional features: culture community, dialects, religion, physical characteristics and mental values, and not only economic, financial expediency and rationality [15].

In many countries, small nationalities or minorities within provinces have significant abatements and benefits in terms of training, employment and different types of service compared to the main territory population.

There has been a significant amount of interest in experience in powers distribution and the executive branch functions and provision of services in Sweden. The commune is the basic unit (sw. sveriges kommuner) of local self-government, 290 of them and form 21 enfeoffments – district or area (subnational entity). State executive bodies are represented only at the flax level. At the commune level, there is a communal council, which independently forms executive bodies and appoints a manager, and the chairman of the council performs ceremonial functions.

At the flax level, governors are appointed for a six-year term. They control the various peripheral services of central agencies, the police department and local executive and representative bodies. The heads of central executive bodies are determined by the Council. The enfeoffments are combined in three countries.

The division of powers and responsibilities are determined by law. So the communes solve common issues concerning their territories: housing, streets and roads, public transport maintenance, communication networks and water supply, production and supply of electricity, culture development, leisure activities [16].

By special legislation communes also provide: childcare facilities, pre-school education, nine-year compulsory education organization from 7 to 16 years, high schools, adult education and Swedish language for expatriates, special schools for children and adults with developmental disabilities.

Local communities are also responsible for social issues, care for the elderly and people with mental and physical disabilities, separate powers for environmental protection and maintenance of rescue services (fire safety), cultural institutions maintenance, 30 K sports facilities, 1,5 K libraries and museums, 1,5 K recreation centers for youth [17].

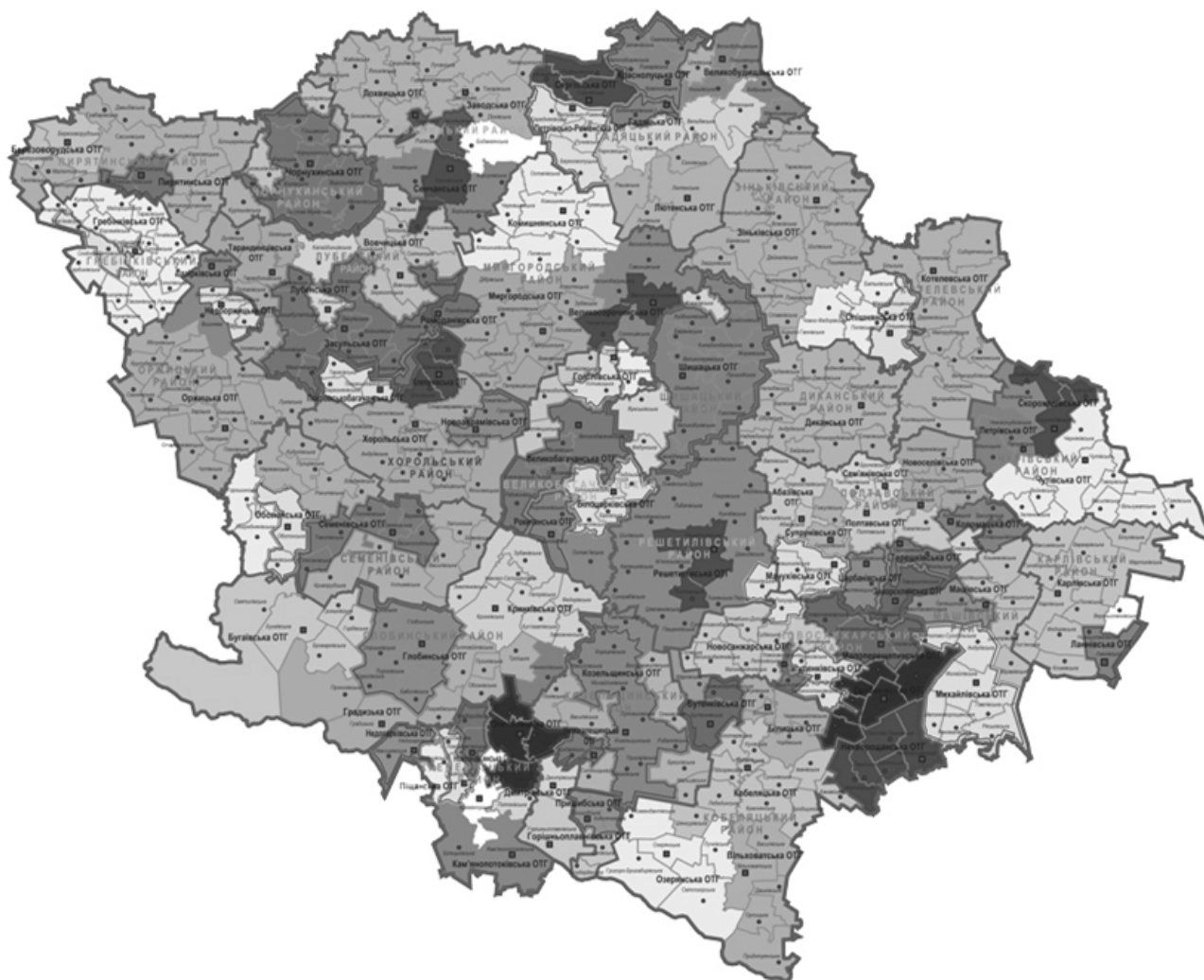


Fig. 2. Perspective plan of united territorial communities organization of Poltava region

At the flax level, the executive branch is responsible for health care, medical institutions and state dental clinics maintenance, public secondary schools and high schools, cultural events, mother and child centers, for agriculture, art, regional development and entrepreneurship [18; 19].

Together with the communes, the landings are responsible for local and regional public transport, which is managed by the joint ventures they have created.

Returning to the problem of Ukraine, let us carefully analyze the real picture of spatial plans created by the RTC in Ukraine, when the current reform carries deep crisis phenomena and generates protest moods of the population, chaos in providing services to population.

So in the place of existing 15-30 village councils we are now forming one community. Revolutionary character and hyper-integration do not improve service quality, but remove services from population, small settlements, simply by destroying them.

Even the superficial survey shows irrationality, disproportionateness, complexity of administrative-territorial entities of the united territorial communities on the Poltava region example (Fig. 2).

The deep components of settlement conservation system lie not in administrative units consolidation plane, but through:

- restoration and creation of village and town-forming industries with workplaces, up to their standards (15 ha of farmland – 1 workplace, or payment of a fine to the community for not created workplace by the standard) [20];

- financial self-sufficiency and an increase in the tax base to European standards (land tax from 100 to 200 Euro for 1 ha per year).

- socio-economic and demographic sustainability ensuring of rural areas;

- settlements status change and self-governing rights expansion: settlements with 500 inhabitants: a town, with 2,5 thousand inhabitants; a city (experience of many countries of the world indicates this).

Summary. In Ukraine, local government bodies, district and regional administration are deprived of any influence on the most central executive bodies activities and do not have any levers of influence over overall management system.

This applies not only to land issues, but also to police-fiscal, medical-educational, customs, prosecutor's and any other spheres and institutions of public administration.

The central government's declaration of decentralization remains a simulator, while legislative development forms a hyper-centralized state government machine and a stable corruption vertical, which gradually displaces and replaces economic viability and social component of community development.

In Ukraine, it is necessary to review reform measures that led to import institutions intrusion that are not adapted to mentality and traditions of our society. The state should change and adapt the institutional environment, as a set of rules, norms that form the basis of public health protection, ecological safety in order to prevent ecocatastrophes and to create ecological stability of territories.

It is necessary to return to the «path» of civilizational development, a just redistribution of national wealth in the country.

Internal and external challenges and threats in Ukraine have reached the limit, requiring real action under the laws of civilization development, in accordance with institutional matrix, including administrative and territorial changes.

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Grygorii Sharyi, Doctor of Sciences (Economics), Professor. National University «Yuri Kondratyuk Poltava Polytechnic». **Oleksii Obolenskyi**, Doctor of Economics, Professor, Vadym Hetman Kyiv National University of Economic. **Svitlana Nesterenko**, PhD, Associate Professor. **Tetiana Odariuk**, Senior Lecturer. National University «Yuri Kondratyuk Poltava Polytechnic». **Methodological aspects of institutionalism in the issues of administrative-territorial development.**

The irrationality, disproportionality, complexity of the administrative-territorial entities of the united territorial communities are taken into consideration. It is noted, that the application of the institutional methodology of administrative and territorial development is insufficiently studied in domestic and foreign economics. Institutional inadequacy territorial division to the country's needs has been revealed. The ways of executive power institutionalization, the development of territories in accordance with institutionalism requirements, and its role and place in administrative-territorial reform are determined. It is noted that the only institutional set of society is the institutional matrix. The institutional matrix of society is presented as a stable triad of basic elements - macro-institutions that integrate and stabilize society: economy, politics and culture. In forming a matrix, its properties are taken into account, namely the symmetry of dual positions, the interdependence of institutions within matrix, invariance of dominance, the co-existence possibility in the system of maternal matrix of different elements and matrices institutions, with native matrix obligatory dominance. The historical development of states and civilizations, existing by matrix principles above properties effectiveness has proved; otherwise the state disappears, and civilization ceases to exist. It is determined that state and regional institutional transformations generate effective reforms: administrative-territorial, economic, land and other interconnected transformations of society, including political and legal ones. Territorial development and the real economy require a governance system reform within a vertically-level management system into account natural, political, economic, ethnic, linguistic, national and other spatial and social aspects. And modernization of public administration institutions system, decentralization of powers to the level of united territorial communities should form a stable territory development system and safe economic and social environment in regions.

Key words: decentralization of powers, executive power, territorial development, institutional matrix, territorial community.

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В статті врахована нераціональність, непропорційність, складноконтурність адміністративно-територіальних утворень об'єднаних територіальних громад. Зазначено, що питання застосування інституціональної методології щодо адміністративно-територіального розвитку є недостатньо дослідженими у вітчизняній та зарубіжній економічній науці. Виявлена інституціональна невідповідність адміністративного територіального поділу потребам країни. Визначено шляхи інституціоналізації виконавчої влади, розвитку територій у відповідності до вимог інституціоналізму, та його роль і місце в адміністративно-територіальній реформі. Відмічено, що єдиним інституціональним комплексом суспільства визначається інституціональна матриця. Інституціональна матриця суспільства подається, як стійка тріада базових елементів – макроінститутів, що інтегрують і стабілізують суспільство: економіка, політика і культура. При формуванні матриці враховано її властивості, а саме симетрія дуальних позицій, взаємозумовленість інститутів в межах матриці, інваріантність домінантності, можливість співіснування в системі інститутів материнської матриці різних елементів різних матриць з обов'язковим домінуванням рідної матриці. Історичним розвитком держав і цивілізацій, які існують за принципами матриці, доведена дієвість вище наведених властивостей; в іншому разі держава зникає, перестає існувати і цивілізація. Визначено, що державні та регіональні інституціональні перетворення генерують проведення ефективних реформ: адміністративно-територіальної, економічної, земельної та інших взаємопов'язаних трансформацій суспільства, включаючи політико-правові. Територіальний розвиток і реальна економіка вимагають проведення реформи системи інститутів управління в рамках вертикально-рівневої системи управління з урахуванням природних, політичних, економічних, етнічних, мовних, національних та інших просторових і соціальних аспектів. А модернізація системи інститутів державного управління, децентралізація повноважень на рівень об'єднаних територіальних громад повинна формувати стійку систему розвитку території і безпечне економіко-соціальне середовище в регіонах.

Ключові слова: децентралізація повноважень, виконавча влада, розвиток територій, інституціональна матриця, територіальна громада.