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APPROACH TO THE IMPLEMENTATION OF ADMINISTRATIVE AND TERRITORIAL REFORM IN UKRAINE

Анотація. Розглядаються підходи до здійснення адміністративно-територіальної реформи в Україні. Визначається, що існуюча система адміністративно-територіального устрою є перешкодою для подальшої бюджетної децентралізації й розвитку місцевого самоврядування. Реформування систем адміністративно-територіального устрою й місцевого самоврядування не може бути розведено в часі. Обґрунтовується, що вирішення питань фінансового забезпечення бюджетів місцевого самоврядування необхідно починати з укрупнення сільських рад, на основі створення інформаційної бази, яка дозволить врахувати всі особливості сільських територій для більш вдалого та ефективного здійснення адміністративно-територіальної реформи.

Ключові слова: сільська територія, місцеве самоврядування, адміністративно-територіальна реформа.

Summary. Local budget is the major tool for implementing national regional policy, economic restructuring and local development implemented through conducting various business activities. But emerged and steadily deepening contradiction between the amount of income that focuses on local budgets and spending amounts that under the current legislation should be financed from this budget. Today, the size of local expenditures exceeds assigned to them and their own income nearly doubled. The approaches as for implementation of administrative and territorial reform in Ukraine are considered in the theses. It has been determined that the current system of administrative-territorial structure is an obstacle for further fiscal decentralization and democratic governance. The reforming of the administrative and territorial division and local government can not be separated in time. It has been also substantiated that solving the issues of financial security budgets of local governments should begin with the consolidation of rural territory based on a database, enabling to take into account all the peculiarities of rural areas for more successful and effective implementation of administrative and territorial reform.

Key words: rural development, local government, administrative and territorial reform.

Introduction. At present stage the rural development provision attains particular value as industrial and economic situation in most rural areas is rather difficult due to the lack of funds that would ensure a fast and stable development on the one hand, and on the other hand notexisting necessary infrastructure that would attract foreign investors and skilled professionals in rural areas. Local budget is the main tool for implementing national regional policy, economic restructuring and local development being implemented by means of conducting various business activities. However, the current situation on the financial security of rural areas does not add optimism. The prevailing belief that nothing depends on the local population or local authorities due to inhibition management decentralization on budgeting process creates significant barriers to business activity in rural areas.

Results. The trend towards centralization of financial resources contradicts to the general practice of powers decentralization in favor of local authorities taking place in Ukraine. However, V. Kudryashov, and B. Silenkov

[7, p. 25-32] point out that it is experient to consider budget decentralization as being indirectly connected with power distribution and state functions. "... These tasks belong to the public administration reforming" and emphasize the importance of determining the content of fiscal decentralization, this offering the following definition: "decentralization comes to reforming the budget system in forming of all its parts as relatively autonomous and financially able to fulfill the budget powers having been adopted [7, c. 28]. " Thus "fiscal decentralization implies, on the one hand, the defining reasonable volume and budget authority structure on the other - to ensure them completely with their resource base." "Strengthening the autonomy of local budgets should not considered as the basis for decreasing functions of the central government. On the contrary, they have to be strengthened. But this should be achieved by the use of not administrative but mainly marketing mechanisms [7, c. 32]. "

Considering decentralization from the point of functions separating between the levels of

management, traditionally the following types are being distinguished as: political, administrative and financial.

Political decentralization aims at delegating political power to local authorities having certain rights and being politically accountable to local voters. Under administrative decentralization the transfer of management functions to local government authorities are being understood, as well as empowerment of subordinate governments. By fiscal decentralization the process of separation in functions, financial resources and responsibilities for their use between the state and local levels of government are being considered. [1, p.120]

Derkach M. [2] while considering the decentralization as one of the key factors for improving the quality of state management paid much attention to its fiscal decentralization, having to take place at several stages: 1) identification of the tasks and functions of local authorities; 2) creating a managerial structure appropriate to the nature and scope of the tasks being solved by them, and giving these authorities the necessary powers; 3) forming economic and financial framework for local management.

Implementation of these steps depends on the quality of state functions decentralization concept being developed on a pragmatic basis, carefully prepared and effectively implemented. The author believes that the concept should define the main directions of the state policy on providing sustainable development through decentralization, legal and economic means of its implementation.

Practical implementation of fiscal decentralization, being confirmed by the experience of developed countries, means that local authorities take greater responsibility as they have more money at their disposal. Regarding the separation of powers, it should be noted that in Ukraine there is a trend of increasing the transfer of the functions and tasks from the central level to the local one. In fact all problems of local life have to be solved by local governments themselves. However, it is far not so often that the expanding of the functions and tasks the list of local authorities are accompanied by the transferring of adequate financial resources.

As a result, the contradiction between the amount of income being focused on local budgets and spending amounts that, under the current legislation should be financed from this budget has been formed and is steadily deepening. Today, the amount of local expenditures exceeds the assigned to them and their own income nearly doubled.

A great number of domestic scholars agree that existing system of administrative and territorial structure is a serious obstacle for further fiscal decentralization and local government development they take the experience of foreign countries as the example, which demonstrates that the reforming of the administrative and territorial division and local government can not be diluted over time. However, nowadays, there is no single point of view to identify the trends, levels and stages for reform implementation. Lisovoy A. and Ruban N. [4, p. 28-39], conducting research on the problems and prospects for the administrative and territorial structure of Ukraine reforming, have come to the conclusions:

- two-level scheme of administrative and territorial structure enables to optimize the system control over the territorial entities of different levels as well as simplifying significantly the budget process by having made it more transparent "state - community" direct relationship).

- two stages and duration of the reform will facilitate the perception by the people and, especially, by district leadership, opposing much a present to any changes that leading to elimination of their positions;

- power and bringing it to the public the process for real decentralization(in rural communities, communities in areas, etc.), of not joining unbundling and dividing is required, but regions and districts into smaller administrative and territorial units - districts and communities;

- it is false the idea that the administrative and territorial reform can be made only if public support the initiative of the community;

- starting the administrative reform should be done from enabling "above" to organize efficiently and manage the process reforming. The first stage of reform should be division the areas into new smaller in area and population of

administrative and territorial units - counties, and later - division them into community;

- unbundling the regions makes it possible to get rid of areas of significant disparities existing between regions as for their areas and population as well as to solve the problem of the eccentric placement of regional centers and provide transport access to the regional center.

These scientists agree that in solving problem of imbalances in the administrative and territorial division and financial support for local governments to use the experience of Poland, aiming at decentralization in implementation of reform measures and the fundamental idea for conducting in 90s years the reforms was decentralization. The first and the most important strategic step was creation of an independent baseline of the territorial structure of the country (commune), giving people real power at the lowest level being both the most functionally loaded body of local government. Communes began to solve their problems themselves on their own responsibility and according to their own views. Another obvious result was that the government has shown its willingness and ability to self-restraint. Commune was the structure providing

most public services and a major partner in solving the most vital problems of their citizens for decades. Because of the commune has the council being selected and subordinated to the executive body, it received a full range of power attributes at the same time. The number of communes was drastically reduced. For comparison, the number of village councils in Ukraine makes up about 11.0 thousand, while in Poland it is about 2.5 thousand [5, c. 109; 4, c.30-31].

Conclusions. Thus, as an option for solving the problems of financial security budgets of local governments in Ukraine it should start with: rural councils reforming - their consolidation on the basis of database, enabling to take into account all peculiarities of rural areas for more successful and effective implementation of administrative reform; creating conditions for effective work by providing with qualified specialist; improving the legislation as for the structure rural councils, tax revenues distribution of in, creating favorable conditions for development of small and medium-sized businesses in rural areas.

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