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Introduction of Innovative Approaches in the Activities of Local Self-Government Bodies of Ukraine

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Abstract. The article is devoted to the problems of finding and introducing modern innovative approaches to the activities of local self-government bodies of Ukraine. It has been found that overcoming the problems of old and inefficient models and management methods that do not meet the requirements of modern communities is possible only through the development of high-quality and effective theoretical, methodical, organizational, and legal support for the process of local self-government. The definition of the concept of "local self-government" is summarized, using the regulatory margin and considering this concept in the context of modern realities, which now constantly face this institution of management. The author's interpretation of the category "local self-government" was developed for the needs of solving the problems and problems set out in the article. An organizational and legal mechanism for introducing innovative approaches to the activities of local self-government bodies has been developed as the main element of the definition of the category "local self-government." Problems related to the effective functioning of institutions for the provision of "electronic" public services have been investigated. Innovative approaches to improving mechanisms for the provision of "electronic" public services by local authorities have been developed and justified. A general methodology for reengineering the administrative and management processes of local self-government bodies in the form of phases and stages of its implementation has been developed. It was concluded that the continuous development of the system of local self-government does not allow the development of sustainable types of innovative approaches to solve problem areas of local self-government "forever," but requires the constant monitoring of foreign experience of advanced countries and the constant development of new and progressive innovative mechanisms that will continue to introduce decentralization reform and the creation of strong and effective local self-government bodies

Keywords: novel ways, municipalities, reengineering, organizational and legal mechanism, public service



INTRODUCTION

The emphasis on the need to improve the approaches to the activities of local self-government of Ukraine has been placed since the beginning of the twentieth century, but the authorities did not pay significant attention to solving this problem and did not stimulate the introduction of innovative approaches in this process for a long time. But, recent trends indicate that in conjunction with the political activation of communities and the general strengthening of socio-political processes, state authorities have begun to find more justified approaches to solving the problems of organizing and ensuring the effective functioning of local self-government using foreign experience and innovative approaches.

However, it should be noted that the modern stage of the development of self-governing management is characterized by the use of old and inefficient management models and methods that do not meet the requirements of modern communities, as well as the low level of introduction of innovative technologies. Overcoming this problem is possible only through the development of high-quality and effective theoretical, methodological, and organizational and legal support for the process of local self-government. Also, the relevance of the article is due to European integration processes that have been taking place in Ukraine for more than five years, which causes compliance with relevant foreign norms and standards in public administration and local self-government.

Many scientific and methodological works of scientists of state administration, economics, management, and other fields of science are devoted to the introduction of innovative approaches in the activities of local self-government bodies of Ukraine, namely: O.M. Nepomnyashchyy, O.A. Marusheva, Yu.H. Prav, O.V. Medvedchuk, I.A. Lahunova, A.P. Lelechenko, V.I. Shariy, O.A. Diegtiar, N.S. Orlova et al. [1-3], N.I. Kosteniuk [4], M. Salvador, E. Pano [5], R. Yaslikaya [6], A.M. Sbragia [7], H. Ewens, J. van der Voet [8], T.O. Slobodeniuk [9], A.Yu. Gevorkyan [10], O.V. Kuzmenko [11], V.S. Kuibida, L.M. Smolova [12], O.I. Parhomenko-Kutsevil [13], G. Bel, R. Gradus [14], O.V. Vynohradova [15] and others. The above-mentioned scientists conducted

studies of the problem presented in the article, provided theoretical and methodological and practical recommendations for solving them. However, in these works, the issues of developing an organizational and legal mechanism for introducing innovative approaches to the activities of local governments, with the help of which it is possible to justify proposals and recommendations for introducing innovations in this area, remain incomplete.

The purpose of the study is to develop proposals and recommendations on the introduction of innovative approaches to the activities of local self-government bodies of Ukraine. To achieve the purpose, there were set the following objectives in the article:

- to summarize the definition of the concept of “local self-government” and provide an updated author’s interpretation;
- to develop an organizational and legal mechanism for introducing innovative approaches to the activities of local self-government bodies;
- to develop and justify innovative approaches to improve mechanisms for the provision of “electronic” public services by local self-government bodies;
- to develop a general methodology for the reengineering of administrative and management processes of local self-government bodies in the form of phases and stages of its implementation [16; 17].

MATERIALS AND METHODS

At the present stage, any democratic state has the effective development and functioning of the institution of local self-government as its main objective. Therefore, it is important to generalize the definition of “local self-government,” using it as a regulatory margin, and considering this concept in the context of modern realities, which now constantly face this institution of management. From the point of view of the regulatory margin, it is useful to consider the category “local self-government” through the prism of the definitions given in Table 1.

Table 1. Comparative analysis of the content of the concept of “local self-government” in regulatory documents

No.	Regulatory document	Content of the concept	The main subject
1	European Charter of Local Self-Government [18]	Means the right and real capacity of local authorities within the framework of the law to regulate and manage a significant proportion of public affairs, under their responsibility and in the interests of the local population	Authorities at different levels
2	Constitution of Ukraine [19]	Is the right of a territorial community – residents of a village or voluntary association of residents of several villages in a rural community, a settlement, and a city – to independently resolve issues of local importance within the framework of the Constitution and laws of Ukraine	Territorial community
3	Law of Ukraine “On Local Self Governance in Ukraine” [20]	Is the right and real ability of a territorial community – villagers or voluntary association in a rural community of residents of several villages, the settlement, the city to resolve issues of local value within the Constitution and laws of Ukraine independently or under the responsibility of bodies and officials of local government, guaranteed by the state	Territorial community (now the amalgamated territorial communities are becoming relevant)

Source: [18-20]

As can be seen from Table 1, in defining the concept of “local self-government,” the European Charter of Local Self-Government [18] is more aimed at clarifying and supporting the specific functions of the authorities, while the Constitution of Ukraine [19] and the Law of Ukraine “On Local Self-Governance in Ukraine” [20] interpret this concept more in terms of its belonging to the territories and commune (community) that lives or works in this territory. A synthesis of the current scientific thoughts of well-known scientists of different branches of government and management on the issue

of determining the definition of the category “local self-government” at the current stage of the development of Ukraine can be illustrated in Figure 1. Having generalized the main directions of the definition of the concept of “local self-government” by highlighting the universal definition of this concept, the features, functions, and principles that scientists distinguish in their scientific papers (Fig. 1), it is possible to make an author’s interpretation of the category for the needs of solving problems and challenges specified in the article.

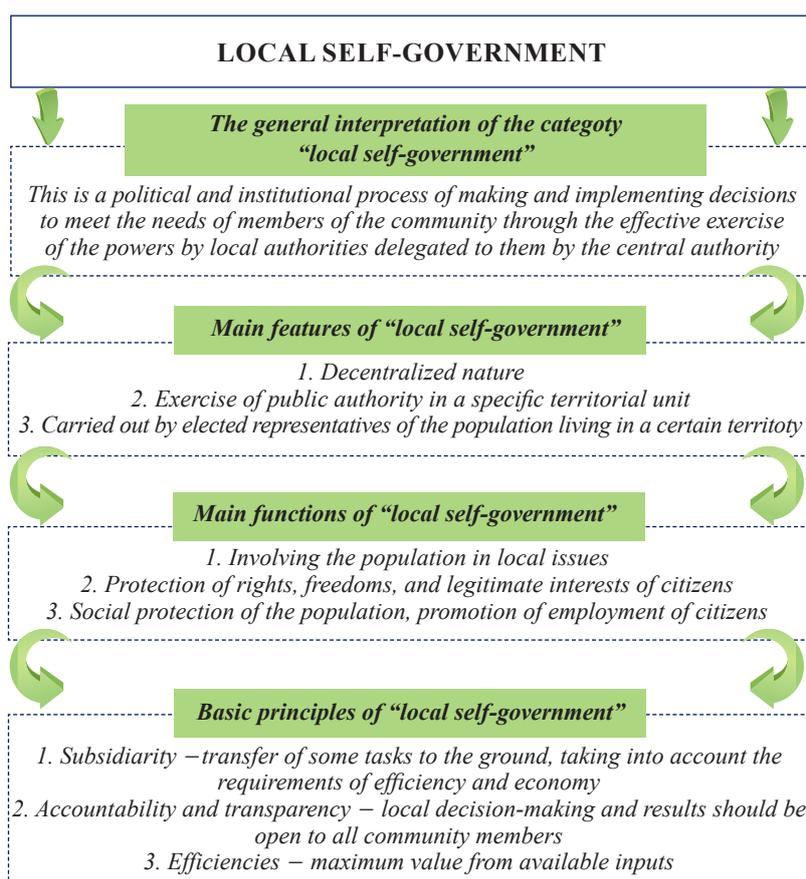


Figure 1. Structuring the definitions of the category “local self-government”

Source: developed by the author based on [1-3]

Thus, local self-government will be considered as a separate organizational and legal mechanism of public administration at the regional level of the country, the key elements of which are a united community of people (territorial community) and local self-government bodies formed by this society under the procedure established by the legislation of Ukraine, and functioning based on adaptive management in objectively existing political and socio-economic needs and challenges, which leads to the urgent need for its constant improvement through the introduction of innovative approaches to the management of this mechanism.

RESULTS AND DISCUSSION

The key element of the above definition is the representation of local self-government as an organizational and legal mechanism, which is a complex system of related

political, legal and organizational and managerial measures and resources by which the relevant modern methods, techniques, and technologies of public administration are introduced into the activities of self-government bodies and their effective and timely practical implementation is ensured at all stages of this implementation. Thus, it is possible to investigate the general properties and features by which the mechanism should be justified and characterized during its development:

- is a complex system, that is, all its structural elements are in close mutual connection and interaction, which allows the mechanism to be not a chaotic cluster of elements, but a structured set of interconnected resources that complement, develop, cause one another. This will ensure an integrated and consistent approach to the objectives and goals [6];

- the presence of a public-power nature – this means

that public authorities that form the political and organizational-legal aspects of the mechanism and are focused on solving problematic issues of the general public are vested with the powers to form the mechanism and ensure its effective functioning;

– must have a legal form – the development takes place within the legal framework of the state, but it should be noted that most of the elements of the mechanism for

introducing innovative approaches to the activities of local governments are not exclusively legal, although they are implemented against the background of general legal influence. Taking into account the above characteristics and modern needs, it is possible to build an organizational and legal mechanism for introducing innovative approaches to the activities of local governments (Fig. 2).

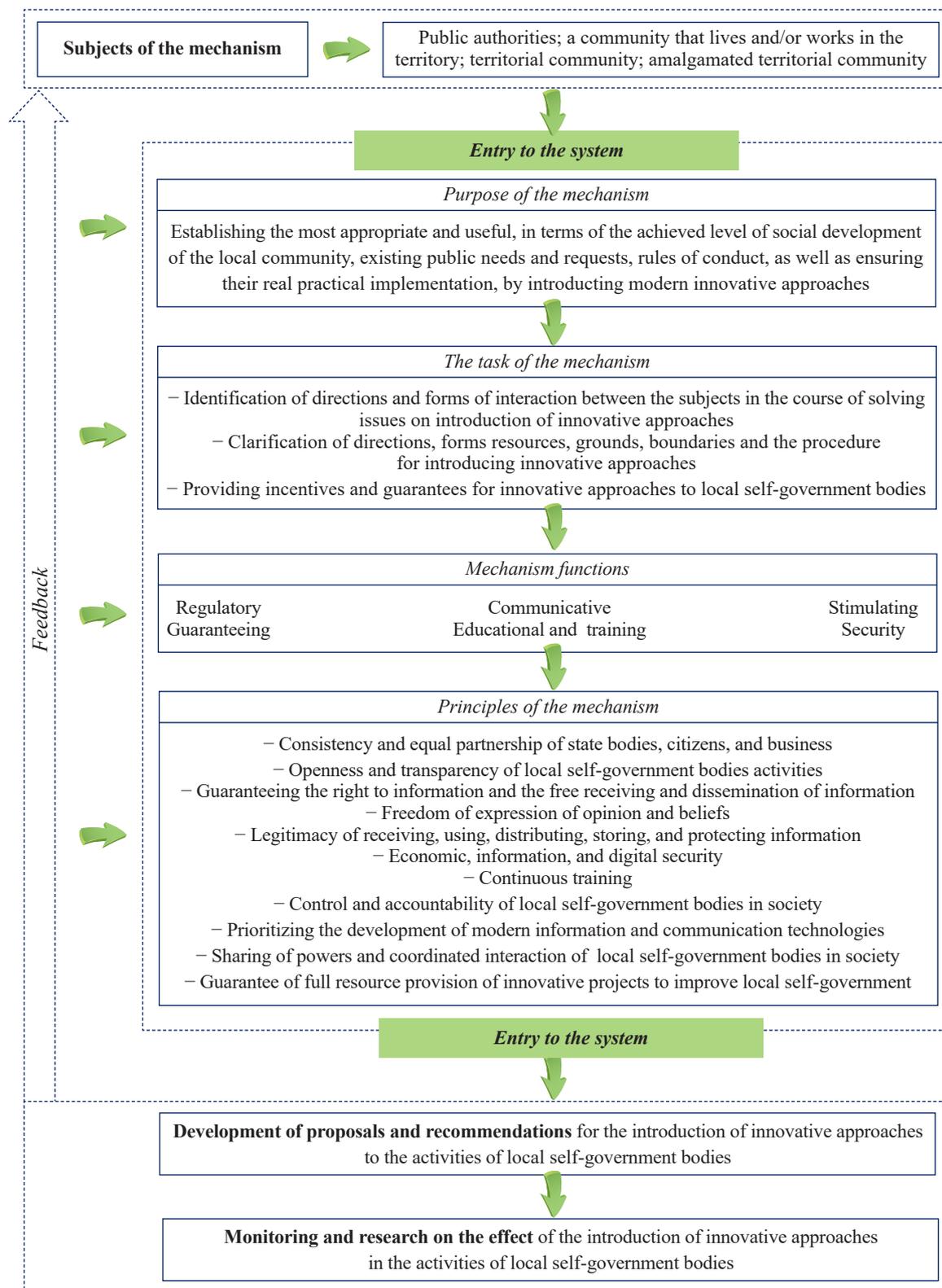


Figure 2. Organizational and legal mechanism of introducing innovative approaches to the activities of local self-government bodies

Source: developed by the author based on [7-10]

Figure 2 clearly demonstrates that the organizational and legal mechanism for introducing innovative approaches to the activities of local self-government can be presented as a complex phenomenon, which includes political-legal, organizational-managerial, financial-economic, scientific-technical, and other resources and measures. The effective and efficient functioning of the developed mechanism is a necessary and unconditional guarantee of the full and effective implementation of innovative approaches, the control of them, and the study of the effect of their impact on the local self-government system. At the exit of the complex system, which is the mechanism developed on Figure 2, the key element is the development of proposals and recommendations for the introduction of innovative approaches to the activities of local governments. Within the framework of this article, innovative approaches to the implementation of the system of provision of “electronic” public services and reengineering of administrative and management processes used in the activities of local governments will be investigated.

The introduction of innovative mechanisms for the provision of public services by local self-governments takes place against the background of the informatization of the life of society, as well as against the background of the integration of Ukraine into the European Union. The main goal of this process is to ensure that the needs of each member of the society are fully met and that the necessary conditions are created to increase

the efficiency, transparency and openness of local authorities using innovative approaches and technologies. In turn, this requires the introduction of effective mechanisms for the provision of “electronic” public services by justifying and applying appropriate scientific and methodological tools based on the use of innovative information and communication technologies. In this direction, the first steps were taken towards the opening of Centres for the Delivery of Administrative Services and the creation of the system of the Unified State Portal of Administrative Services.

However, to date, there are many problems associated with the effective functioning of these institutions, namely: a number of centers do not have their own website; provision of irrelevant and contradictory information by the centres; insufficient material and technical base (especially in small territorial entities); poor and slow delivery of public services; insufficient indicators and criteria for monitoring the level of satisfaction of individuals and legal entities in public services; mainly lack of feedback from users of administrative services; the inability of the centres to provide separate public services (e.g. services of the state geodesy, cartography and cadastre service of Ukraine); insufficient number of centres in large cities, etc. Therefore, in order to solve the above problems, it is useful to develop the following innovative directions for improving the mechanisms for the provision of “electronic” public services by local governments of Ukraine (Fig. 3).

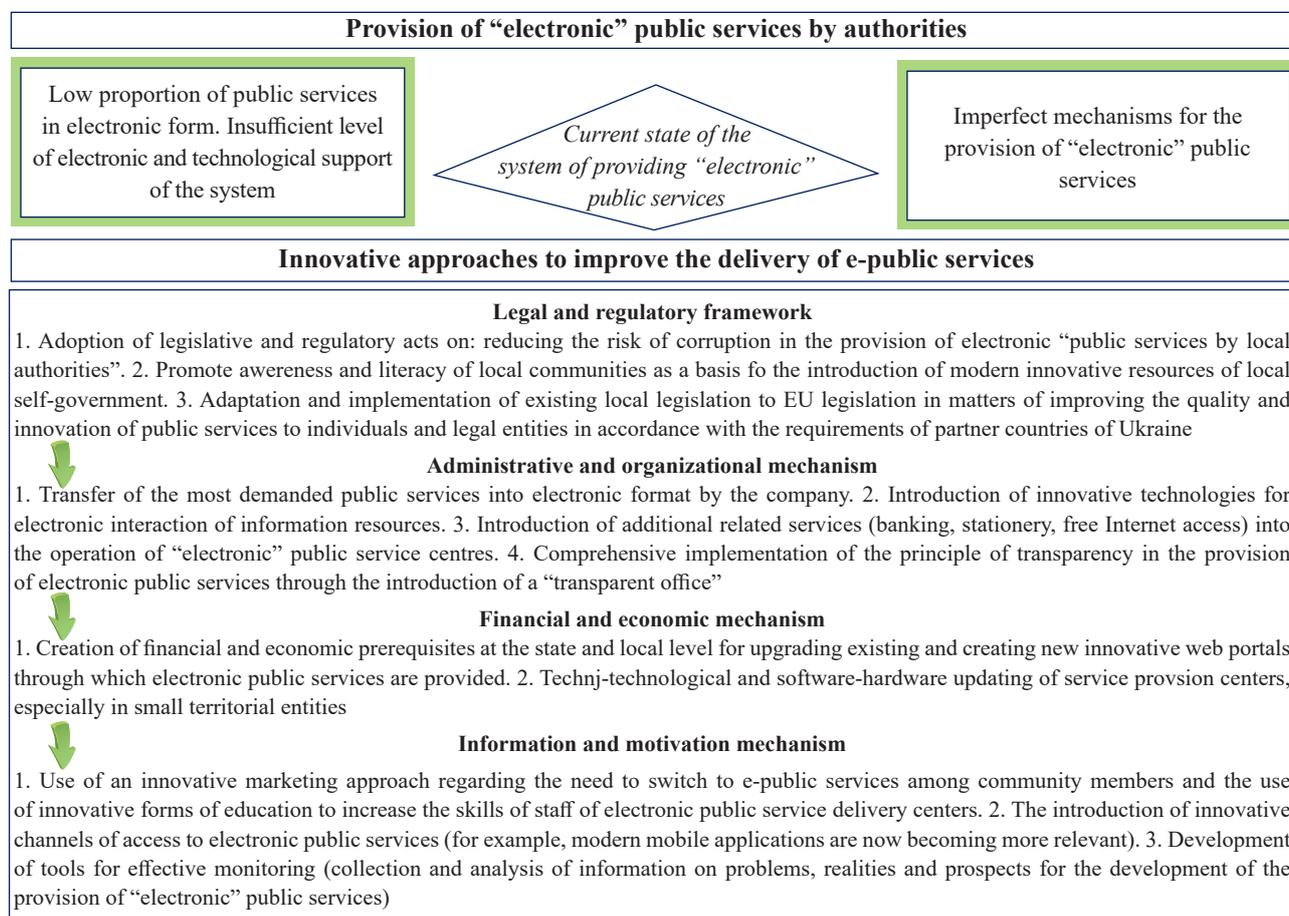


Figure 3. Innovative approaches to improve mechanisms for the provision of “electronic” public services by local authorities
Source: developed by the author based on [11-14]

Thus, the main result of the implementation of innovative approaches to improve the mechanisms for the provision of “electronic” public services by local authorities in Ukraine (Fig. 3) should be an improvement in the efficiency and quality of public administration, after all, the transformation of public services into electronic format will contribute to their optimization, strengthening processes of interaction between authorities, improving electronic interaction of state and local registries, which will reduce the “paper” document flow, free the time of civil servants to perform other functions, reduce financial costs and develop effective mechanisms to combat “bureaucracy on the ground”. It should be mentioned that in foreign and Ukrainian practice it is also noted that one of the main innovative methods and tools for optimizing the activities of local self-government bodies is reengineering, which is aimed at introducing

fundamental changes in the activities of these bodies in order to increase the socio-economic level and well-being of citizens and ensure the sustainable development of territorial communities [16]. With the help of reengineering, it is possible to evaluate and compare management activities with the strategic and tactical goals of the local government. Thus, a comprehensive rationale for the use of reengineering as an innovative tool for improving administrative and management processes, on the rational organization of which the final results of the activities of local governments, the development of society and the well-being of its members depend, becomes increasingly important. We will develop a general methodology for the reengineering of administrative and management processes of local governments in the form of stages and phases of its implementation in Table 2.

Table 2. Stages and phases of reengineering of activities of administrative and management processes of local self-government bodies

No.	Reengineering phases	Reengineering stages
1	2	3
1.	Phase 1. Preparatory and organizational	<p><i>Stage 1.</i> Collection and analysis of documentation regulating the activities of local self-government bodies.</p> <p><i>Stage 2.</i> Selection of the primary list of functions from the available set of documents</p> <p><i>Stage 3.</i> Development of a list of functions of local self-government bodies, which establishes the correspondence between the functions of the body and the results of its activities. The result should be clear and visible information in the following sequence: action, result, recipient.</p> <p><i>Stage 4.</i> Structuring the functions of local authorities by individual types (informational and analytical, permitting, registration, etc.). The end result of the function is a material and/or information product (decision, regulation, etc.) or a public service</p>
2	Phase 2. Optimization of functions and processes with horizontal reengineering	<p>Sub-stage 1: Structural analysis of functions/processes.</p> <p><i>Stage 1.</i> Determining the current allocation of responsibility for the implementation of the process and functions by local self-government bodies.</p> <p><i>Stage 2.</i> Decomposition of functions into a list of component processes in the form of detailed information related to the execution of the process.</p> <p><i>Stage 3.</i> Development of a model of activity of local self-government bodies based on existing administrative and management processes in the form of a structural and logical scheme of the process</p> <p>Sub-stage 2: Determination of optimization directions.</p> <p><i>Stage 1.</i> Compliance of local self-government bodies subdivisions “horizontally” is established.</p> <p><i>Stage 2.</i> Determination of the list of administrative and management processes carried out within the limits of the authorities established for local self-government bodies.</p> <p><i>Stage 3.</i> Development of a scheme of administrative and management processes of local self-government bodies, which allows assessing the impact and consistency of processes.</p> <p><i>Stage 4.</i> Selection of processes by determining the real impact on them by local self-government bodies.</p> <p><i>Stage 5.</i> Assessment of the need for selected processes.</p> <p><i>Stage 6.</i> Identifying “the weak points” of each process and identifying possible options for its restructuring (optimization).</p> <p><i>Stage 7.</i> Identifying deficiencies and identifying key areas and objectives of process engineering and reengineering</p>
3	Phase 3. Vertical reengineering for the introduction of innovative decision-making processes and the activities of local self-government bodies	<p><i>Stage 1.</i> Exclusion of functions and processes that cannot be executed are redundant or should be outsourced.</p> <p><i>Stage 2.</i> Grouping of various activities of local self-government bodies regarding the powers granted to them.</p> <p><i>Stage 3.</i> Function redundancy check.</p> <p><i>Stage 4.</i> Checking for activities of local self-government bodies that are not related to the exercise of power.</p> <p><i>Stage 5.</i> Review of the impact of relocating of functions not related to the exercise of power to outsource.</p> <p><i>Stage 6.</i> Elimination of duplicate functions, if they occur</p>

Source: [16; 17]

Thus, in the process of reengineering the activities of administrative and management processes of local governments (Table 2) an optimal control system is built according to modern criteria, as well as conditions are laid for the formation of universal and effective mechanisms for further self-improvement since in terms of constant changes in environmental conditions, feedback is needed with the existing transformations of the control object so that after a certain period of time there are no needs for repetition (duplication) of the process. Proposals and recommendations for the introduction of innovative approaches to the activities of local self-government bodies are not limited to those given in the article, which is, in fact, key at the current stage. The continuous development of the local government system does not allow the development of sustainable types of innovative approaches to solve problems of local self-government “forever,” but requires the constant monitoring of foreign experience of advanced countries and the constant development of new and progressive innovative mechanisms that will continue to introduce decentralization reform and the creation of strong and effective local authorities.

CONCLUSIONS

The presented scientific study is devoted to solving the important problem of improving the existing methods and resources of activity used in the activities of local self-government bodies through the introduction of modern innovative approaches. Based on this, all the objectives and conclusions were achieved in the work, and proposals and recommendations were given, namely:

1. The definition of the concept of “local self-government” is summarized using the regulatory margin and considering this concept in the context of modern realities that this institution of management is constantly facing. It was concluded that local self-government should be considered as a separate organizational and legal mechanism of public administration at the regional level of the country, the key elements of which are the united community of people (territorial community) and local self-government bodies formed by this community under the procedure established by the legislation of Ukraine and which functions based on adaptive management in objectively existing political and socio-economic needs

and challenges, which leads to the urgent need for its constant improvement through the introduction of innovative approaches to the management of this mechanism.

2. An organizational and legal mechanism for introducing innovative approaches to the activities of local self-government bodies has been developed, the effective and efficient functioning of which is a necessary and unconditional guarantee of the full and effective implementation of innovations, monitoring them and studying the effect of their impact on the local self-government system.

3. Innovative approaches have been formed and justified to improve the mechanisms for the provision of “electronic” public services by local self-government bodies and the conclusion has been made, that the main result of this process should be to improve the efficiency and quality of public administration, after all, the transformation of public services into electronic format will contribute to their optimization, strengthening the processes of interaction between authorities, improving the electronic interaction of state and local registries will reduce the “paper” document flow, free up time for civil servants to perform other functions, reduce financial costs and develop effective mechanisms to combat “bureaucracy on the ground”.

4. A general methodology for reengineering the administrative and management processes of local self-government bodies in the form of phases and stages of its implementation has been developed. It was concluded that in the process of reengineering the activities of administrative and managerial processes of local self-government bodies, an optimal management system is being built according to modern criteria, and conditions are laid for the formation of universal and effective mechanisms for further self-improvement, since under conditions of constant changes in ambient conditions it is necessary to feedback the existing transformations of the control object in such a way that after a certain period of time there is no need to repeat (duplicate) the process.

The results of the scientific study can serve as a basis for continuous self-improvement of the system of local self-government, the search for new innovative approaches and their implementation to meet the needs of society for high-quality and effective public services.

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Впровадження інноваційних підходів у діяльність органів місцевого самоврядування України

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Анотація. Стаття присвячена проблемам пошуку та впровадження сучасних інноваційних підходів до діяльності органів місцевого самоврядування України. Встановлено, що подолання проблем старих і неефективних моделей та методів управління, що не відповідають вимогам сучасних спільнот, можливе лише шляхом розробки якісного та ефективного теоретичного, методичного, організаційного й правового забезпечення процесу місцевого самоврядування. Узагальнено визначення поняття «місцеве самоврядування» за допомогою нормативної маржі та розглянуто це поняття в контексті сучасних реалій, з якими зараз постійно стикається інститут управління. Для потреб розв'язання викладених у статті проблем і проблем розроблення авторської інтерпретації категорії «місцеве самоврядування», розроблено організаційно-правовий механізм впровадження інноваційних підходів до діяльності органів місцевого самоврядування як основного елемента визначення категорії «місцеве самоврядування». Досліджено проблеми, що пов'язані з ефективним функціонуванням установ з надання «електронних» державних послуг. Розроблено та обґрунтовано інноваційні підходи до вдосконалення механізмів надання місцевою владою «електронних» державних послуг. Розроблено загальну методологію реінжинірингу адміністративно-управлінських процесів органів місцевого самоврядування у вигляді фаз та етапів її впровадження. Зроблено висновок, що безперервний розвиток системи місцевого самоврядування не дозволяє розробляти стійкі типи інноваційних підходів до вирішення проблемних сфер місцевого самоврядування «назавжди», а потребує постійного моніторингу іноземного досвіду передових країн та постійний розвиток нових і прогресивних інноваційних механізмів, що продовжать впровадження реформи децентралізації та створення потужних й ефективних органів місцевого самоврядування

Ключові слова: нові шляхи, муніципалітети, реінжиніринг, організаційно-правовий механізм, державна служба