

KEY ISSUES OF THE DEVELOPMENT AND IMPLEMENTATION OF REGIONAL PROGRAMS IN THE CONTEXT OF DECENTRALIZATION OF STATE POWER



Dmitry Krolenko

PhD Student,

Administrative rights department

Kharkiv National University of the Internal Affairs,

Kharkiv, Ukraine

UDK [342.9:350/354](477)

Abstract. The article substantiates the basic provisions of the need to develop and implement regional programs. The importance of regional programs in the conditions of decentralization of state power is emphasized. Emphasis is placed on the potential of using an international experience in this field. The socio-economic and legal prerequisites for establishing regional programs are noted. The

development and implementation of regional programs in terms of practical application is explored. While taking the general requirements for their content into account, the basic principles of the development of regional programs are developed. The need for regional policy planning is taken into account, which is based on the individual characteristics of the regions, including geographical location, industry level and development of the agrarian complex, state of the environment and more. The necessity of interaction of local state administrations, local self-government with the central executive authorities, which should be fixed at the state level, is also taken into account.

Keywords: *regional program, local state administrations, local self-government, development, planning, legislation, state.*

Introduction

The key to successful implementation of regional policy is the setting of priority goals and objectives of local executive bodies and local self-government. In each specific region, taking into account the specifics of social, economic, cultural, environmental needs, an individual regional policy is implemented, which requires a comprehensive approach to the tasks of all levels of complexity. This approach of solving regional problems involves the construction and development of a regional program designed to plan and put into action the most important and necessary measures for the successful implementation of regional policy.

Literature review. The basic aspects of public administration as a whole and the activity of local state administrations were investigated by O. Bandurka. V. Mamonov pays attention to the problems of forming the legal basis of regional policy. R. Bilyk explores the improvement of the institutional and legal support of regional policy. L. Cherenko, in his scientific works, carries the research out into the concept of "welfare of the population" in order to determine the standard of living of the population of Ukraine. L. Prokopenko and I. Shumlyayeva emphasize the need to borrow foreign experience in planning and direct activities of local state administrations.

Research methodology. The methodological basis of the study is a set of general and special methods and techniques of scientific knowledge.

The comparative legal method provided an assessment of the provisions of the current administrative Ukrainian legislation on project development and implementation regional development and comparing it with the legislation of countries Of the European Union. Statistical method - for research and analysis of information on regional development, economic indicators, identification of patterns regarding the successful implementation of projects and programs regional development.

Such methods were used in interconnection and interdependence.

Unresolved parts of the common problem. In the combination of the listed practices of scientific and practical research of foreign and domestic scientists, the questions raised by local state administrations and local self-government regarding the development and implementation of regional programs remain open, namely: the correct setting of the program objectives, taking individual peculiarities into account, use of international experience, as well as previous experience in the field of regional development, etc.

Thus, the **purpose of the study** is to highlight the main problems faced by state bodies and structures, local self-government in the development and implementation of regional programs, including the solution of the issue, should be implemented at the state level, by improving legislation, applying a practical approach to this issue, eliminating any signs of formalism.

Research results. It is impossible to overestimate the importance of the regional development program, since the activities of state bodies and structures, as well as local self-government, are built on programming (long or short term). Programming at the administrative-territorial level influences the construction of state development strategies, introduces an element of stability, balance of public administration. Each of such programs aims to achieve a specific result. The tasks and the end result must be determined by the needs of the region. There is no way for regional programs of different administrative-territorial units to be the same (have identical goals and objectives, deadlines, etc.). After all, each region is characterized by its unique, specific development, socio-economic needs, legal support, administrative features, cultural development. Moreover, when regional policy is implemented in the context of decentralization of state power: each region is endowed with rights and responsibilities, since the executive power and local self-government have an expanded range of powers and carry extremely serious responsibility at the state level.

As Ukraine is facing political transformations and changes in the socio-economic direction, it is important not to lose the balance and connection between the real economic indicators of the regions and large-scale plans and projects of the state level that

cannot be implemented due to lack of socio-economic equilibrium. In order to set high goals and goals and to make drastic changes in the state policy, one should rely on previous experience, economic and social indicators, the reasons for the unsuccessful implementation of the previously planned changes, conditions under which the gaps in the legislation and practical activity of state bodies can be eliminated and structured. The state of modernization of the country in technological, informative and communicative directions should also be taken into account.

A well-designed regional development program allows to expand the boundaries of cooperation between regions, to increase investments, introduce economic growth and improvement of living standards of the population of a specific territorial unit. Thus, to improve the socio-economic indicators of rural areas, the construction of a regional program should be based on technical support of the economy, the possibility of using optimal types of management, taking into account the geographical location of a specific administrative and territorial unit, as well as the needs of the population of the region. Infrastructure, that was developed in previous times, including the Soviet ones, have a great importance. The leading role is also played by research work in the indicated direction. The use of specialized knowledge and conducting of practical and meaningful researches allow to solve a number of issues, starting with the development of agrarian complex of a certain administrative-territorial unit, ending with problems of industrial character. Such knowledge and research should be taken into account when constructing regional programs. Thanks to the research work, it is possible to substantiate the socio-economic needs of the region. With the involvement of the public, the process of collecting and researching information relevant to a particular region becomes more productive, and the end result is a sign of practicality and effectiveness.

Discussion of research results. The regional development program, regardless of the individuality of each individual region, must meet the general requirements that form the basis for the activities of local state administrations and local self-government. Thus, in the opinion of the author of the study, the importance of the principles on which it is based should be noted. It is the principles that form the basis for further

building both the form of the program and its content. Summarizing the theoretical material, as well as exploring the practical side of the issue (analyzing regional programs of socio-economic development of Ukrainian regions), the author proposes to establish the following principles for the construction of a regional program:

- the principle of relevance: the regional program must meet the requirements of the region, taking into account the previous experience of local state administrations and local self-government in certain areas, as well as baseline indicators for the previous period. The relevance must be maintained throughout the program implementation and implementation period;

- principle of legality: all decisions made in the framework of the development, implementation and implementation of a regional program must comply with the law, without prejudice to the legislative support of regional policy. For example, "The Program of Economic and Social Development of Kharkiv Region for 2019" (The program of economic and social development of Kharkiv region for 2019) in the introductory part contains references to the Law of Ukraine "On the State Budget of Ukraine for 2019", "State Strategy for regional development for the period until 2020", as well as other legislative acts. In the introductory part it is stated that "the Program was elaborated taking into account the draft of the Law of Ukraine "On the State Budget of Ukraine for 2019"; Sustainable Development Strategy "Ukraine 2020", approved by Presidential Decree No. 5/2015 of January 12, 2015; The State Regional Development Strategy for the Period up to 2020, approved by the Cabinet of Ministers of Ukraine Decree No. 385 of 06.08.2014 (as amended); Development strategies of the Kharkiv region for the period up to 2020, approved by the decision of the Kharkiv regional council of March 05, 2015 № 1151-VI; Plan of actions for 2018 - 2020 on implementation of the Strategy of development of the Kharkiv region for the period till 2020, approved by the decision of the Kharkiv regional council from August 31, 2017 No. 499-VII; Decree of the Cabinet of Ministers of Ukraine of 11.07.2018 No. 546 "On Approval of the Forecast of Economic and Social Development of Ukraine for 2019-2021"; The National Sustainable Development Goals: report of Ukraine, approved by the High-level Interagency Working Group on the Implementation of the

Sustainable Development Goals, approved at the United Nations Sustainable Development Summit (2015).

- gradual principle: each regional program is divided into structural units (sections, divisions, items), which gradually analyze the situation in the region, outline the content of the follow-up, expected results, summarize the work for the previous period, etc. This principle is extremely important because it is the basis for planning the activities of local state administrations and local self-government.

- the principle of forecasting: risk of forecasting and assessment are the basis for building a successful regional program. Forecasting allows you to anticipate risks and calculate possible losses. By building a scenario in a particular area of life in the region, it becomes possible to avoid negative consequences and make them uncritical. Part II of the Program of Economic and Social Development of the Kharkiv Region for 2019 (The program of economic and social development of Kharkiv region for 2019) sets out the main projections for 2019-2021, which are the criteria for the implementation of the Program's priority tasks. This Program calculates individual projections for two scenarios: Target (Scenario 1) and Baseline (Scenario 2) in accordance with the Decree of the Cabinet of Ministers of Ukraine No. 546 of July 11, 2018 "On Approval of the Forecast of Economic and Social Development of Ukraine for 2019-2021". Ukraine's economic and social development forecast for 2019-2021 is based on three scenarios and is based on an analysis of economic development in 2017 and the two previous years, current economic situation, assumptions that take into account the impact of external and internal factors and risks, and contains a vision of the prospects for development economy of Ukraine in 2019-2021 (in general and by economic sectors).

- justification principle: every action provided by a regional program must be justified, it is obligatory to clarify the positions stated, because any measures specified in such a program entail material costs. The need for a practical approach to this issue should be emphasized. Formalism has no place in the construction of programs, both socio-economic, cultural, environmental, etc. The actions and measures laid down in the regional program must be built in terms of a practical approach. They should be preceded by an exploration of

the situation in the region through direct communication with the public, clarification of public opinion regarding their attitude to solving problems of the region, taking into account the community's ability to influence the situation. Practicality means the desire and ability of local state administrations and local governments to really influence the material and intangible development of the region.

According to Art. 43 of the Law of Ukraine "On Local Self-Government in Ukraine" (Law of Ukraine on Local Self-Government in Ukraine: May 21, 1997, No. 280/97) the powers of the district and regional councils include approval of programs of socio-economic and cultural development of the respective district, oblast, targeted programs on other issues, listening to reports on their implementation.

With regard to the social justification for the need to develop regional programs, it should be noted that the issue of improving the quality of life of the community and creating conditions for the harmonious development of members of territorial communities remains urgent. To date, attention to this topic is driven by changes in models and strategic orientations of Ukraine's development in conditions of increasing instability. The need to continually study the standard of living of communities and achieve high standards of living, which are an integral part of building well-being, is carried out by the following facts: The United Nations has adopted a 2030 Agenda for Sustainable Development, which contains 17 goals to elimination of poverty, conservation of the planet's resources and ensuring well-being for all (United Nations – Ukraine). The current policy of Ukraine emphasizes that the well-being of Ukrainians, the provision of decent living conditions for ordinary citizens and the raising of social standards in the country are among the first priorities of the work of all public authorities. In the Concept of State Regional Policy, the main goal is to ensure a high standard of quality of life for a person regardless of his place of residence (Concept of State Regional Policy of Ukraine).

For more successful implementation of the measures of social and economic development programs of the region, consideration should be given to the possibility of cooperation of local state administrations, local self-government with central executive authorities, which should be implemented on the basis of state and regional

development strategies for the long term, in which compatible interdependent (over time) should be followed by actions that are driven by a common purpose and aimed at overcoming obstacles to the fulfillment of all the tasks of the above programs and strategies. Such actions and measures should be carried out in accordance with the legislation of Ukraine, using all possibilities of mutual productive work and every regional program should have legal justification. The main provisions of the agreement on regional development are stipulated by the Law of Ukraine "On stimulating the development of regions" (On stimulating the development of regions: Law of Ukraine of September 8, 2005 No. 2850-IV). The above Law stipulates that "the state's stimulation of the development of regions is carried out in accordance with the bases of the state regional policy, laws on the State Budget of Ukraine, national programs, other laws and legislation of Ukraine, as well as economic and economic programs social development of the Autonomous Republic of Crimea, regions, cities Kyiv and Sevastopol, local budgets."

The State Regional Development Strategy for 2020 [6], approved by the Cabinet of Ministers of Ukraine of November 21, 2013, creates the institutional basis for the dynamic and balanced development of Ukraine and its regions in ensuring their social and economic cohesion, improving the standard of living and obtaining citizens. Ukraine cares of high quality public and social services regardless of place of residence. The State Regional Development Strategy for the period up to 2020 (Resolution of the Cabinet of Ministers of Ukraine of August 6, 2014, No. 385) takes into account the dynamics and basic tendencies of socio-economic, spatial and managerial development of the regions of Ukraine, prospects for their modification, determines the basic goals and strategic priorities of regional development in Ukraine, mechanisms and indicators of their successful implementation until 2020. In general, the State Regional Development Strategy for the period up to 2020 forms an effective institutional basis for stimulating regional development, aligning strategic priorities of regional development of Ukraine with strategic priorities of regional development of European Union countries (Bilyk, 2014, p. 42).

Conclusions

Considering the main issues of the development and implementation of regional programs, many scholars and practitioners highlight the focus of such programs on the future improvement of the activities of local state administrations, local self-government in the field of socio-economic, cultural development and more. This provision is undoubtedly correct and relevant. However, according to the author of the study, due attention is paid to the preservation of already existing developments in the economic, social sphere, and also the experience of economically developed countries of the world is not fully used, it will be applied only partially, without taking into account the peculiarities of the socio-economic base of our state. The need for a gradual approach to this issue should be emphasized. It is the regional program designed to calculate the next steps and actions towards the development of the region, it reflects the most problematic issues that are facing the subjects of its implementation. A regional program is the basis for building national plans and projects, which is why it is difficult to overestimate its importance.

References

1. The program of economic and social development of Kharkiv region for 2019. Available at: <http://www.oblrada.kharkov.ua/en/program-economicno-i-sotsialnogo-rozvitku-kharkivskoji-oblasty-na-2017-rik/16693-normative-documents>
2. Law of Ukraine on Local Self-Government in Ukraine: May 21, 1997, No. 280/97. Available at: <https://zakon.rada.gov.ua/laws/show/280/97-%D0%B2%D1%80>
3. United Nations – Ukraine. Available at: <http://www.ua.undp.org/content/ukraine/en/home/sustainable-developmentgoals.html>.
4. Concept of State Regional Policy of Ukraine. Available at: <http://zakon5.rada.gov.ua/laws/show/341/2001>
5. On stimulating the development of regions: Law of Ukraine of September 8, 2005 No. 2850-IV. Available at: <https://zakon.rada.gov.ua/laws/show/2850-15>
6. On approval of the State strategy for regional development for the period up to 2020: resolution of the Cabinet of Ministers of Ukraine of August 6, 2014 No. 385. Available at: <https://zakon.rada.gov.ua/laws/show/385-2014-%D0%BF>
7. Bilyk R. Tasks of improving the institutional and legal support of regional policy in Ukraine. *Bulletin of the Vinnitsa Polytechnic Institute*, 2014, № 4, P. 40-45.