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## **THEORETICAL AND METHODOLOGICAL PRINCIPLES OF THE UNIFYMENT OF MECHANISMS OF STATE POLICY OF ECONOMIC DEVELOPMENT OF TERRITORIAL COMMUNITIES**

### **ТЕОРЕТИКО-МЕТОДОЛОГІЧНІ ЗАСАДИ УНІФІКАЦІЇ МЕХАНІЗМІВ ДЕРЖАВНОЇ ПОЛІТИКИ ЕКОНОМІЧНОГО РОЗВИТКУ ТЕРИТОРІАЛЬНИХ ГРОМАД**

*The article examines issues related to the determination of theoretical and methodological principles for the unification of mechanisms of state policy for the economic development of territorial communities. The research methodology is based on systematic and complex theoretical and methodological approaches, analysis of regulatory legal acts, as well as generalization of modern scientific approaches to the unification of mechanisms of state policy for the economic development of territorial communities. Various scientific views and methodological approaches to determining the essence and content of the scientific categories "mechanisms of state policy", "mechanisms of state policy for the economic development of territorial communities", "unification", "unification of mechanisms of state policy for the economic development of territorial*

*communities", as well as theoretical and methodological principles of mechanisms, principles, methods, tools, as well as subject-object relations in the context of the formation and implementation of state policy for the economic development of territorial communities are considered. The author's definition of the concept of "mechanism of state policy for the economic development of territorial communities" is proposed, which forms a new analytical framework for studying the features of the economic development of territorial communities in the system of public administration and creates a theoretical basis for further substantiation of directions for improving the state policy of supporting the development of communities, their financial support and institutional modernization. The mechanisms of state policy for the economic development of territorial communities are identified. Subject-object relations in the context of the formation and implementation of the state policy for the economic development of territorial communities are revealed. It is proved that the unification of the mechanisms of state policy for the economic development of territorial communities is a necessary condition for increasing its efficiency and effectiveness, as it ensures the integrity of the public management system, contributes to strengthening the institutional capacity of territorial communities and creates the basis for their sustainable economic development.*

**Keywords:** *public administration, public policy, territorial communities, economic development, public policy mechanisms, unification, unification of public policy mechanisms for the economic development of territorial communities.*

*У статті досліджено питання, що стосуються визначення теоретико-методологічних засад уніфікації механізмів державної політики економічного розвитку територіальних громад. Методологія дослідження базується на системному та комплексному теоретико-методологічних підходах, аналізі нормативно-правових актів, а також узагальненні сучасних наукових підходів щодо уніфікації механізмів державної політики економічного розвитку територіальних громад. Розглянуто різні наукові погляди та методологічні підходи до визначення сутності та змісту наукових категорій «механізми державної політики»,*

*«механізми державної політики економічного розвитку територіальних громад», «уніфікація», «уніфікація механізмів державної політики економічного розвитку територіальних громад», а також теоретико-методологічні засади механізмів, принципів, методів, інструментів, а також суб'єктно-об'єктні відносини в контексті формування та реалізації державної політики економічного розвитку територіальних громад. Запропоновано авторське визначення поняття «механізм державної політики економічного розвитку територіальних громад», яке формує нову аналітичну рамку дослідження особливостей економічного розвитку територіальних громад у системі державного управління і створює теоретичне підґрунтя для подальшого обґрунтування напрямів удосконалення державної політики підтримки розвитку громад, їх фінансового забезпечення та інституційної модернізації. Виокремлено механізми державної політики економічного розвитку територіальних громад. Розкрито суб'єктно-об'єктні відносини в контексті формування та реалізації державної політики економічного розвитку територіальних громад. Доведено, що уніфікація механізмів державної політики економічного розвитку територіальних громад виступає необхідною умовою підвищення її ефективності та результативності, адже забезпечує цілісність публічно управлінської системи, сприяє зміцненню інституційної спроможності територіальних громад і створює підґрунтя для їх стійкого економічного розвитку.*

**Ключові слова:** *державне управління, державна політика, територіальні громади, економічний розвиток, механізми державної політики, уніфікація, уніфікація механізмів державної політики економічного розвитку територіальних громад.*

Problem statement. Modern challenges in the field of economic development of territorial communities of Ukraine are associated with uneven socio-economic development, insufficient efficiency of management mechanisms and low level of coordination between state and local initiatives. In conditions of martial law, decentralization, reform of financial and administrative powers, there is a need to develop unified approaches to the

state policy of economic development of territorial communities, including at the level of relevant mechanisms of its formation and implementation.

That is why the study of the theoretical and methodological principles of unification of mechanisms of state policy of economic development of territorial communities is relevant and necessary for increasing the efficiency of management of the development of local territories and creating conditions for their socio-economic growth.

Analysis of recent research and publications. The following scientists have devoted their publications to the study of the theoretical and methodological features of the state policy of economic development of territorial communities in modern conditions and the effectiveness of the mechanisms of its formation and implementation: Bakumenko V., Bila S., Dolishniy M., Zhovnirchik Y., Knyazev V., Kovbasyuk Y., Mordvinov O., Nyzhnyk N., Obolensky O., Skakun O., Tygov O. and others [1; 2; 3; 4; 5; 6; 7; 14; 15; 16; 17; 18; 19].

However, many issues regarding the determination of the theoretical and methodological principles of the unification of the mechanisms of state policy of economic development of territorial communities remain insufficiently researched.

Research objectives. The purpose of the article is to determine the theoretical and methodological principles of unification of state policy mechanisms for the economic development of territorial communities.

Presentation of the main material. The need to form a single conceptual and methodological approach to the implementation of the state policy of economic development of territorial communities in the context of decentralization and post-war reconstruction of Ukraine in the context of the presence of heterogeneous mechanisms and practices of management at the state, regional and local levels requires appropriate unification in order to increase the efficiency of resource use, ensure balanced development of territories and strengthen the financial and economic capacity of communities.

An extremely important stage in the study of the theoretical and methodological foundations of the state policy of economic development of territorial communities is the isolation of the mechanisms of its formation and implementation, as well as the determination of their essence and content.

It should be noted that the scientific definition of "state policy mechanism" is interpreted in the regulatory and legal and scientific spheres somewhat differently, namely - as an applied tool for the implementation of government decisions and as a theoretical category, respectively.

For example, the Law of Ukraine "On the Cabinet of Ministers of Ukraine" defines the powers of the Government to ensure the formation and implementation of state policy in the relevant areas, and the Law of Ukraine "On central executive bodies" establishes institutional mechanisms for the implementation of state policy through the system of executive bodies [11; 12; 13].

That is, the legislator actually interprets the concept of "mechanism of state policy" as a system of bodies, powers, procedures, instruments and legal norms that ensure its formation and implementation.

In modern science of public administration there is no single established definition of the concept of "mechanism of public policy", which is due to the multidimensionality of the phenomenon of public policy itself and the complexity of the processes of its formation and implementation. That is why the concept of "mechanism of public policy" is revealed through various semantic accents – instrumental, systemic, functional, institutional, etc.

Thus, V. Bakumenko considers the mechanism of public policy as a set of ways, methods, levers and instruments of influence of the subject of public administration on the object in order to achieve certain goals of public policy [1; 2], that is, he emphasizes the instrumental and target nature of the mechanism of public policy.

At the same time, V. Knyazev defines the "mechanism of public policy" as a system of organizational, legal and economic means by which the implementation of the functions of the state in the relevant sphere is ensured [5], that is, the scientist emphasizes the functional support of public activity.

Obolensky O. interprets the mechanism of public administration "as an orderly system of interconnected elements (subjects, objects, principles, methods, forms and resources) that ensure the targeted influence of the state on social processes" [16], focusing on systematicity and structural integrity.

And Nyzhnyk N. considers the mechanism of public policy "as a complex

of institutional, legal and organizational means of implementing public power aimed at achieving strategic development goals" [15], emphasizing the strategic and institutional dimensions.

Kovbasyuk Y. defines the mechanism of public policy as a system of practical measures, tools and procedures that ensure the transformation of political decisions into specific management actions and results" [6], emphasizing the procedural and effective aspect.

Scientists Zhovnirchik Y. and Tygov O. note that the mechanisms for ensuring the sustainable development of territorial communities are closely related to their ability to self-develop, the effective activities of local government bodies and the ability to form local economic development strategies [19].

We believe that in the context of studying the unification of mechanisms of state policy for the economic development of territorial communities, it is advisable to consider the mechanism as a multi-level integrated system that ensures the coordinated implementation of state decisions at the national and local levels.

Taking into account the above, we formulate the author's definition of the concept of "mechanism of state policy for the economic development of territorial communities" based on instrumental, systemic, institutional and effective approaches, namely: the mechanism of state policy for the economic development of territorial communities is a holistic multi-level system of institutional, regulatory, organizational and managerial, financial and economic and information and analytical tools and procedures, which ensure the formation, implementation, coordination and evaluation of state decisions aimed at increasing the economic capacity, competitiveness and sustainable development of territorial communities.

It should be noted that the state policy of economic development of territorial communities is implemented through a set of interconnected mechanisms that provide a comprehensive impact on the development of territories.

Within the framework of the scientific study, the following mechanisms of state policy of economic development of territorial communities were

identified: political and integration, regulatory and legal, organizational and administrative, financial and economic, information and monitoring.

Thus, the political and integration mechanism of state policy of economic development of territorial communities, in our opinion, is aimed at coordinating the strategic priorities of the development of territorial communities with national policy, and its essence lies in the formation of a holistic system of interaction between state authorities and local self-government, ensuring the integration of local strategies into regional and national development programs. An important substantive aspect of this mechanism is the development of cooperation between communities, the establishment of partnerships between authorities, business and the public, as well as the inclusion of communities in international and European processes of economic integration.

The organizational and administrative mechanism of the state policy of economic development of territorial communities ensures the practical implementation of state policy at the community level, and its essence lies in the formation of an effective management system capable of implementing strategic development goals. The content of this mechanism includes strategic planning and forecasting of socio-economic development, coordination of the activities of executive bodies, improvement of administrative procedures, staffing and control over the implementation of adopted public management decisions.

In our opinion, the financial and economic mechanism of the state policy of economic development of territorial communities acts as the material basis for the development of territorial communities, and its essence lies in ensuring the financial capacity of communities through the use of economic levers and resources. The content of this mechanism includes the formation and implementation of local budgets, the use of inter-budgetary transfers, tax incentives, investment attraction, management of municipal property, as well as the use of public-private partnership instruments.

The information and monitoring mechanism of the state policy of economic development of territorial communities provides analytical support and assessment of the effectiveness of the specified state policy, and its

essence lies in the formation of a system for collecting, processing and analyzing information on the economic development of communities. The content of the mechanism includes maintaining statistical records, monitoring key indicators of the development of territorial communities, assessing the effectiveness of programs and projects, implementing e-government and ensuring openness of information for residents of communities. That is, the implementation of the state policy of economic development of territorial communities requires the comprehensive application of the above-mentioned mechanisms: political and integration, regulatory and legal, organizational and administrative, financial and economic, information and monitoring, which in complex and systemic interaction create appropriate conditions for the economic development of territories, increasing the competitiveness of communities and increasing the well-being of their residents.

After considering the mechanisms of state policy for the economic development of territorial communities, it is logical to move on to the analysis of subject-object relations in this area, because the effectiveness of the mechanisms is largely determined by who implements them (subjects) and what or whom they are aimed at (objects), that is, by the interaction between public administrative structures, the community and the resource base of territorial communities. That is, the relevant mechanisms of state policy form a certain framework for economic development, but their effectiveness is manifested through subject-object relations - that is, through how government bodies, business and the community interact in the process of economic development of territorial communities.

According to Article 4 of the Law of Ukraine "On the Principles of State Regional Policy", the subjects of state regional policy are the President of Ukraine, the Verkhovna Rada of Ukraine, the Cabinet of Ministers of Ukraine, the authorities of the Autonomous Republic of Crimea, central and local executive authorities, local self-government bodies, and their officials. Also, associations of local governments and their voluntary associations, regional development agencies, public associations, legal entities and individuals participate in the development and implementation of state regional policy [10].

According to the provisions of the Law of Ukraine "On Voluntary Association of Territorial Communities", the subjects of voluntary association of territorial communities are adjacent territorial communities of villages, towns, cities (Article 3) [8].

As for the objects of state policy for the economic development of territorial communities, according to Article 4 of the Law of Ukraine "On the Principles of State Regional Policy", the objects of state regional policy are regions, macroregions, microregions. Also, the objects of state regional policy may be groups of regions (or their parts), territorial communities, determined according to the criteria and in the manner established by the Cabinet of Ministers of Ukraine [10].

We believe that the objects of state policy for the economic development of territorial communities should also include sectors of the economy and the sphere of public life, as well as phenomena and problem situations that arise in the specified area and require urgent resolution in order to ensure proper economic development of territorial communities.

In general, the modern paradigm of public administration consists in the implementation of the management process as a subject - object relationship, which involves the interaction of two subsystems - the one who manages and the one who is managed. As a result, public administration acquires the character of co-management, which involves the corresponding influence on their own mechanism of self-regulation and self-management in order to optimize it [3].

An important role in the formation and implementation of the state policy of economic development of territorial communities is played by public administration methods, that is, a set of certain levers, means, techniques used by the subject of the state policy of economic development of territorial communities in relation to the object of the state policy of economic development of territorial communities to achieve the relevant goals in the specified area.

In particular, Mordvinov O. formed a system of methods and instruments of public administration according to related characteristics and divided them into: legal (laws, resolutions, decrees, orders, decisions, instructions, orders,

instructions, rules, regulations, agreements); administrative (standards, permits, limits, prohibitions, restrictions, regulations, fines); organizational and economic (plans, projects, state and local budgets, state order and state contract, agreements, target programs, forecasts); financial and economic (taxes, state investments, purchases, subsidies, grants, credits, loans, prices); informational (publications in the mass media) [14].

In accordance with the above classification and the political and integration, regulatory and legal, organizational and administrative, financial and economic and informational and monitoring mechanisms identified by us, in our opinion, the following methods of state policy for the economic development of territorial communities in the specified area are: political, legal, administrative, financial, informational.

An important component of ensuring the effectiveness and efficiency of the state policy of economic development of territorial communities in Ukraine is the use of instruments (means) of the corresponding mechanisms of its formation and implementation.

Thus, in our opinion, the effectiveness and efficiency of the application of the political and integration mechanism of the state policy of economic development of territorial communities are determined by such instruments (means, levers) as the Constitution of Ukraine; interstate agreements on partnership, cooperation and integration, etc.

The effectiveness and efficiency of the application of the regulatory and legal mechanism of the state policy of economic development of territorial communities are determined by such instruments (means, levers) as the Constitution of Ukraine, other regulatory and legal acts: the Verkhovna Rada, the President, the Cabinet of Ministers, ministries and departments, etc.

We believe that the effectiveness and efficiency of the application of the organizational and administrative mechanism of the state policy of economic development of territorial communities are determined by such instruments (means, levers) as state supervision and audit; licenses; privileges; standards; norms; certificates; sanctions; quotas; expertise; restrictions and prohibitions, etc.

The main instruments of the financial and economic mechanism of the

state policy of economic development of territorial communities include such instruments (means, levers) as budget subsidies and subventions, prices, profit, customs tariffs, interest, depreciation, exchange rate, taxes, insurance and leasing payments, loans, investments, innovations, dividends, etc.

The effectiveness and efficiency of the application of the information and monitoring mechanism of state policy in terms of accumulating information in order to ensure its sufficient completeness for making state administrative decisions in the field of ensuring the economic development of territorial communities is ensured by such instruments as electronic databases and banks of economic information; information systems in the economic sphere; reporting (statistical, accounting, tax, customs, etc.); scientific and sociological research; information campaigns; publications; reports of institutions, organizations, enterprises; analytical studies; economic directories, etc.

In the current conditions of public administration transformation, the unification of state policy mechanisms for the economic development of territorial communities is of particular importance, the necessity of which is due to the need to ensure consistency, coherence and efficiency of the implementation of management decisions at all levels of government.

We believe that unification should serve as a tool for harmonizing political-integration, regulatory-legal, organizational-administrative, financial-economic and information-monitoring mechanisms within the framework of a single, integrated, coordinated state policy for the economic development of territorial communities.

The issue of unification of state policy mechanisms (including the economic development of territorial communities) is interdisciplinary in nature and is based on the provisions of the theory of law, institutional economics, regional studies and the science of public administration.

In legal doctrine, unification is considered as a form of systematization of legislation and elimination of regulatory conflicts.

In particular, O. Skakun defines the scientific category of "unification" as the process of establishing uniform legal norms for regulating homogeneous social relations in order to ensure the unity of law enforcement, and the methodological basis of such an approach, in his opinion, is the principle of

legal certainty and the unity of the legal space of the state [17].

In economic theory, unification is associated with the formation of uniform "rules of the game" within the institutional environment.

In particular, the representative of institutionalism Douglas North emphasized that the effectiveness of economic development directly depends on the stability and coherence of institutions that reduce transaction costs, and in this context, in his opinion, unification acts as a tool of institutional harmonization [18].

In the field of public administration, according to V. Bakumenko, unification means the standardization of management procedures, regulations and indicators for evaluating the activities of public authorities, and methodologically it is based on the principles of systematicity, subsidiarity and effectiveness [2].

In the theory of regional development (scholars M. Dolishny and S. Bila) emphasize that the coherence of state and local policies is a prerequisite for balanced spatial development. They believe that unification in this aspect ensures the integration of strategic documents of different levels of government [4; 7].

That is, the content of the scientific definition of "unification" covers several interrelated areas, namely:

- harmonization of strategic development documents at the state, regional and local levels, which ensures the integration of the political and integration mechanism into the national planning system;
- improvement of the regulatory framework by unifying the terminology, procedures and powers of local government bodies;
- standardization of organizational and administrative management procedures, including strategic planning, budgeting, control and reporting.

Also an important aspect is the unification of financial and economic instruments, in particular the establishment of unified approaches to the formation of local budgets, the distribution of inter-budgetary transfers, the application of investment incentives and the assessment of the financial capacity of communities.

In addition, no less important is the creation of unified information and

analytical monitoring systems that allow to ensure the comparability of development indicators, data transparency and objectivity of the assessment of the results of the implementation of the state policy of economic development of territorial communities.

In summary, it should be noted that the essence of unification is the standardization of approaches, principles, procedures and instruments for implementing the state policy of economic development of territorial communities, which ensures their mutual coherence and complementarity.

Therefore, the unification of mechanisms for the state policy of economic development of territorial communities allows to ensure the consistency and predictability of actions of government bodies, increase the efficiency of resource use, and also create prerequisites for sustainable economic development of communities, and the theoretical and methodological substantiation of such mechanisms is important for the formation of a scientific and practical base that is capable of ensuring the adaptability of state policy to regional characteristics and modern challenges and threats.

Conclusions. Thus, based on the conducted research, it can be concluded that the development of theoretical and methodological principles for the unification of state policy mechanisms will contribute to increasing the coherence of management decisions and the formation of a sustainable model of economic development of territorial communities. In addition, in modern conditions, the issue of improving theoretical and methodological approaches to state policy mechanisms for the economic development of territorial communities is a necessary prerequisite for ensuring the necessary level of national security and further sustainable regional development of Ukraine in conditions of martial law and post-war reconstruction of the state.

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