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THE MANAGEMENT OF THE ACCOMPANYING ADMINISTRATIVE TERRITORIES OF THE METROPOLITAN: CASE OF LATVIA*

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Abstract

An accompanying administrative territory or satellite/ new town is a concept in urban planning that usually is applied to the territories that surrounds large cities. In many cases, the population of these territories is increasing as well as economic growth – for the municipalities these factors are challenging in terms of management. In addition, the level of citizens' engagement in decision-making process in municipality often is relatively low. This aspect also should be taken into account to improve the management of these municipalities. The aim of the paper is to present a possible management model for the accompanying administrative territories of Riga based on the case study provided in one of the accompanying administrative territory of Riga (Salaspils). Main results and conclusions of the paper: during the study, 25 accompanying administrative territories of Riga were identified. Based on case study of one of the accompanying administrative territory of Riga – Salaspils municipality – recommendations regarding successful management of accompanying

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administrative territories of the metropolitan were provided. These recommendations refer to engagement of citizens in decision-making processes in municipality that is crucial in order to ensure the well-being of society.

Keywords: *well-being, accompanying administrative territories, objective and subjective well-being, citizens' engagement*

1. INTRODUCTION

The history of accompanying administrative territories has been extensively studied (Merlin, 1969; Merlin, 1980; Merlin, 2000; Osborn pre-1945; Thomas, 1997). In the same time, the challenges of accompanying administrative territories in Central and Eastern Europe have been only recently emphasized (Cole, 1990; Prasca and Olau, 2013). These studies show significant differences from Western European examples in many regards. The motivation behind their construction, the characteristics of the planning and executive processes, and the principles their designs are based on, (not to mention the peculiarities in their management and leadership) are all frequent points of difference (Kissfazekas, 2015). In scientific literature, these territories are also called „socialist New Town” is correct (Hirt, 2013). However, the term “post-socialist town” has been well-established and widely used, while the idea behind it, along with its special characteristics, is part of the international professional common knowledge (Kotus, 2006).

Taking into account the historical background of accompanying administrative territories as well as challenges regarding its ongoing development, it is crucial to ensure the efficient management of these territories in order to promote high level of well-being. Even more, the researches prove that society well-being is directly related to the involvement of citizens in decision-making processes (e.g. Cegarra-Navarro et al., 2012).

In case of Latvia, accompanying administrative territories are considered municipalities (*novads*) and cities (*republikas pilsetas*), which from one side are located in a convenient reach of the metropolis - Riga, from other side – they have strong economic and social ties with Riga.

Taking into account all the mentioned above, the aim of the paper is to present possible management model for the accompanying administrative territories of Riga.

In order to achieve the aim, the following tasks are formulated:

1. to determine the accompanying administrative territories of Riga;
2. to analyse the well-being in the accompanying administrative territories of Riga;
3. to provide the management guidance for the accompanying administrative territories of Latvia.

During the preparation of the paper, the following methodology was used: a survey of experts, standardization of empirical statistical data, analysis and comparisons of empirical statistical data.

2. DETERMINATION OF THE ACCOMPANYING ADMINISTRATIVE TERRITORIES OF RIGA

Taking into account that in case of Latvia the methodology of determination of accompanying administrative territories was not developed, the authors of the paper have developed it based on two indicators:

1. the intensity of commuting of working population to Riga from towns (based on data from personal income tax) in 2014;
2. the evaluation of provision of public transport and attainability of city to Riga (read more on methodology in Jekabsone et al., 2016).

Based on calculations, 25 accompanying administrative territories of Riga were determined and summarised in Table 1. It should be noted that in previous research the object of the survey was town, however in this case – administrative territory (town/city and municipality).

Table 1
The calculation of accompanying administrative territories of Riga

No	Administrative territory	Time (min)	Coefficient a_{ij} [0; 1]	The commuters proportion (%) of the working age population, 2014 (%)	Coefficient a_{ij} [0; 1]	Cumulative strives intensity T_{pi} [0; 3]
1	Babite municipality	22	1	45.9	1	3
2	Marupe municipality	22	1	49.9	1	3
3	Kekava municipality	23	1	49.7	1	3
4	Stopini municipality	27	1	52.7	1	3
5	Salaspils municipality	33	0.75	51.2	1	2.75
6	Carnikava municipality	36	0.75	52.2	1	2.75
7	Olaine municipality	36	0.75	44.9	1	2.75
8	Garkalne municipality	38	0.75	53.1	1	2.75
9	Ikskile municipality	38	0.75	44.7	1	2.75
10	Jurmala	38	0.75	44.3	1	2.75
11	Baldone	43	0.75	43.6	1	2.75

	municipality					
12	Adazi municipality	45	0.75	46.6	1	2.75
13	Ropazi municipality	49	0.5	42.9	1	2.5
14	Saulkrasti municipality	50	0.5	47.7	1	2.5
15	Seja municipality	56	0.5	40.5	1	2.5
16	Incukalns municipality	40	0.75	39.5	0.75	2.25
17	Ogre municipality	43	0.75	37.1	0.75	2.25
18	Iecava municipality	48	0.5	33.6	0.75	2
19	Jelgava	52	0.5	34.0	0.75	2
20	Kegums municipality	52	0.5	37.1	0.75	2
21	Vecumnieki municipality	52	0.5	34.4	0.75	2
22	Ozolnieki municipality	54	0.5	32.5	0.75	2
23	Sigulda municipality	54	0.5	35.4	0.75	2
24	Krimulda municipality	55	0.5	30.6	0.75	2
25	Lielvarde municipality	57	0.5	33.4	0.75	2

Source: authors' calculations based on the State Revenue Service and public transport traffic data

Based on the calculations provided above, further analysis would be conducted in context of these 25 administrative territories.

3. WELL-BEING IN ACCOMPANYING ADMINISTRATIVE TERRITORIES OF RIGA

Among social researchers there is confidence that well-being is complex concept that could be evaluated using measurable indicators (Rinne et. al., 2013; Hezri, 2004, Bauler, 2012; Rydin et. al., 2003). One of the approaches for measuring well-being is developing indexes, which allow the inclusion of different indicators in one index (Briec et. al., 2013; Smith et. al., 2013; Osberg and Sharpe, 2009). For that reason, the Objective well-being index for the accompanying administrative territories was developed (see Figure 1).

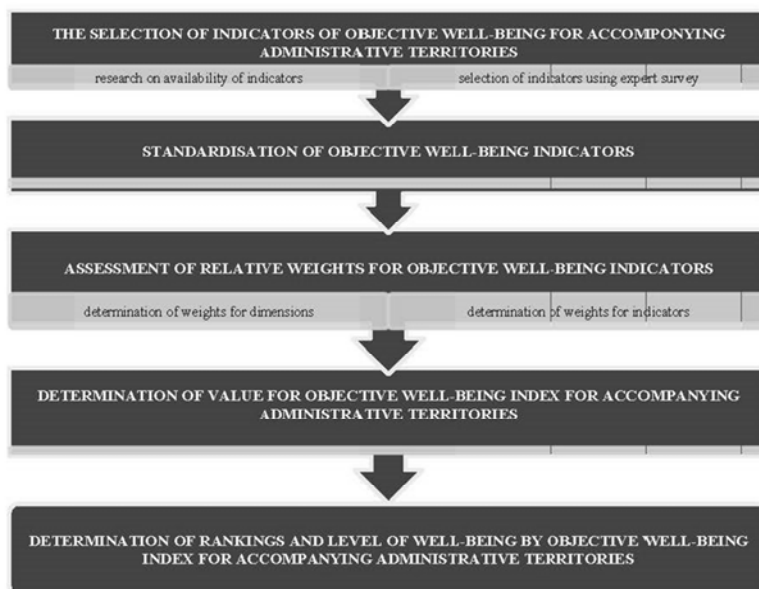


Figure 1. The methodology of development of Objective well-being index for the accompanying administrative territories

Source: Jekabsone et al., 2016

In order to select the indicators that could describe the well-being in the satellite towns, the authors conducted an expert survey. The list of all available indicators (overall 111 indicators) that are measured at the local level were provided to experts for evaluation. Based on the expert survey, various fields characterising well-being as remuneration, employment, demography, social security, security and infrastructure were included in the index. More information on development of the Objective well-being index is available in Jekabsone et al, 2016. However, in previous research the methodology was developed by the authors for satellite towns (case study of 14 towns around Riga). In this case, the methodology was approved for different territories (25 Riga accompanying administrative territories).

According to the developed methodology (based on expert survey results on well-being indicators), the calculations were made for 25 accompanying administrative territories of Riga. Ranking of Riga accompanying administrative territories according to Well-being index is seen in Table 2.

Table 2

Evaluation of Riga accompanying administrative territories and ranking according to Well-being index

Administrative territory	Overall assessment	Rank
Mārupe municipality	1,278	1
Ādaži municipality	0,772	2
Ikšķile municipality	0,714	3
Babīte municipality	0,658	4
Ķekava municipality	0,650	5
Carnikava municipality	0,489	6
Garkalne municipality	0,429	7
Salaspils municipality	0,426	8
Stopiņi municipality	0,353	9
Olaine municipality	0,148	10
Ozolnieki municipality	0,119	11
Ropaži municipality	0,114	12
Saulkrasti municipality	-0,094	13
Baldone municipality	-0,150	14
Lielvārde municipality	-0,233	15
Sēja municipality	-0,278	16
Jūrmala	-0,284	17
Inčukalns municipality	-0,284	18
Jelgava	-0,408	19
Sigulda municipality	-0,504	20
Ķegums municipality	-0,691	21
Krimulda municipality	-0,721	22
Ogre municipality	-0,728	23
Iecava municipality	-0,757	24
Vecumnieki municipality	-1,021	25

Source: author's calculations using Central Statistics Bureau, The Office of Citizenship and Migration Affairs Employment State Agency Data

Taking into account that in this paper the focus is on the management recommendations for the accompanying administrative territories of Riga, the authors would provide only the results of objective well-being research in Latvia. These results were important for development of management recommendations as the municipalities can implement them taking into account their level of well-being in order to improve it (to improve specific components of the well-being included in the index).

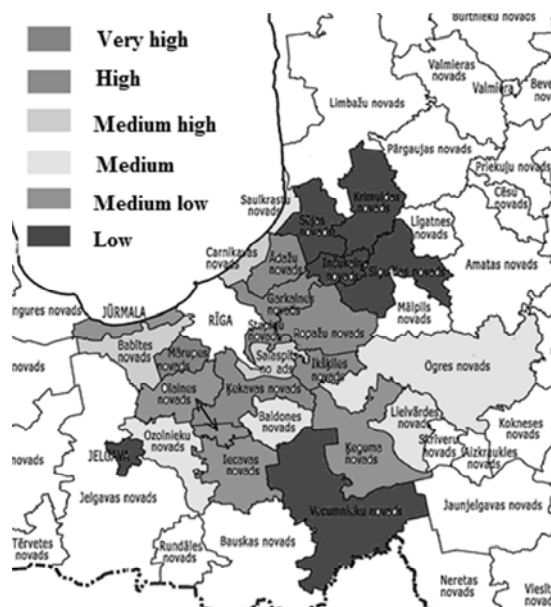


Figure 2. The level of well-being of Riga accompanying administrative territories by Objective well-being index for accompanying administrative territories for 2014

Source: authors' construction using Central Statistics Bureau, The Office of Citizenship and Migration Affairs Employment State Agency Data

The results of the objective well-being measurement showed that well-being could be assessed in comprehensive way. In addition, municipalities can work on improvement of their assessment by developing working plan with activities addressing to specific indicator.

In the next section, the authors would provide the management guidance (recommendations) for the accompanying administrative territories of Riga. These recommendations should be considered as a framework on how to improve the overall well-being as well as specific components of it (e.g. infrastructure of safety).

4. MANAGEMENT GUIDANCE FOR THE ACCOMPANYING ADMINISTRATIVE TERRITORIES OF LATVIA

Developing management recommendations for Riga accompanying administrative territories, the authors took into account the condition that the working principle of municipality is to promote the well-being of society - both objective and subjective. This condition is taken into account in the exercise of municipal functions - administration, providing support and services as well as promoting the development (see Fig. 3).

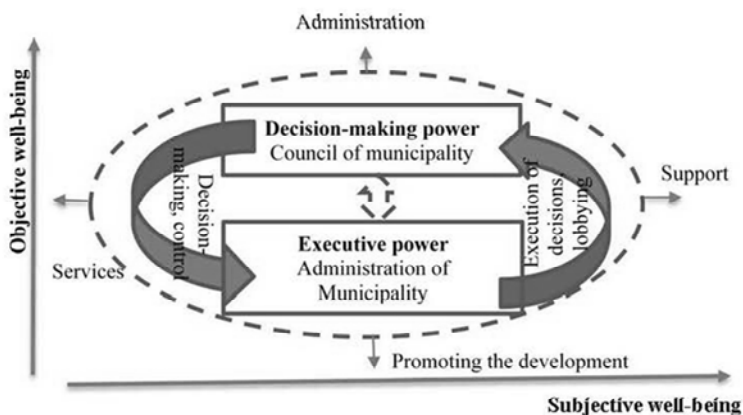


Figure 3. The operating model of municipality in context of promoting well-being
 Source: authors' construction based on Law on Local Government (1994)

It is clear that each municipality has its own administrative peculiarities - the organization, the relationship between the decision-making and executive power, administration structure, information channels, etc. So it was decided to provide certain recommendations/guidelines that municipalities could apply to their own circumstances.

The recommendations for Riga accompanying administrative territories are following:

- establishment of public platform or local support group; determination of methodology of assessment of well-being in local government;
- involvement of society in decision-making process;
- involvement of society in service development.

Considering the results of case study of one of the accompanying administrative territories of Riga - Salaspils municipality (during the study 25 homogenous groups with 2867 respondents were investigated during September 2010-May 2011; see more on Grantins et al., 2013; Jekabsons and Sloka, 2014a), in order to better ensure an effective dialogue between the municipality and the society, it would be advisable to carry out a public association of organizations where main non-governmental organizations (NGOs), interest groups and associations are represented. Unlike advisory boards, which are convened to address certain issues, this association would have a broader mandate - the municipality would organize regular (once a month or two months) meetings with the association during which the citizens would be familiarized with the latest developments in the municipality, asking unclear questions, as well as making proposals. Also at these meetings the working groups would be formed in order to uptake some joint activities. The proposed name of the association could be Local support group (LSG). Recommendations for its establishment are shown in Figure 4.

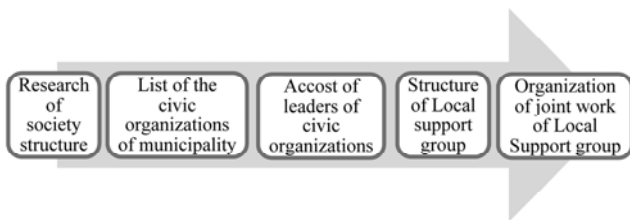


Figure 4. Recommended suitable steps for the establishment of LSG in the accompanying administrative territories of Riga
 Source: authors' construction based on results of the research carried out in Salaspils municipality

In order to activate the LSG for active co-operation with municipality, it is recommended to organize a well-being research in the municipality. In order to organize large-scale study of subjective well-being as in Salaspils municipality (Jekabsone and Sloka, 2014b; Jekabsone and Sloka, 2015), certain financial assets as well as staff needed. However, not all Riga accompanying administrative territories are able to get additional funding to implement extensive assessment of wellbeing. For this reason authors provide simplified methodology for assessment of well-being at municipality which requires a relatively low resources (the cost of coffee breaks, stationary, perhaps a moderator) and time-consuming. In general, two meetings with LSG should be organized - during the first meeting it would be revealed what is / is not the well-being for citizens, while during the second meeting the members of LSG would give their proposals for improving the well-being.

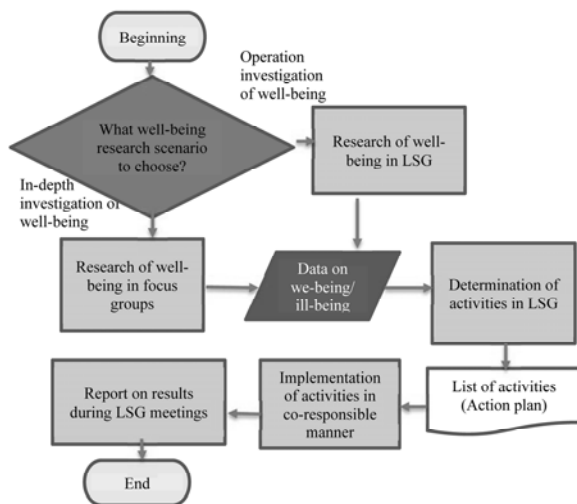


Figure 5. The recommended methodology for effective operation of LSG in Riga accompanying administrative areas
 Source: authors' construction based on results of the research carried out in Salaspils municipality

The recommended methodology for LSG for the operation of Riga accompanying administrative areas is visible in Figure 5.

As described above, local governments have potential direct impact on the well-being of society by providing them services. In order to develop services that provide satisfaction of the municipal population, citizens need to be involved in their development. Usually, practice is to involve citizens in evaluation of the services but in order to achieve greater effect, it would be necessary to involve the society in earlier service development cycles – in both planning and implementation and development (see Figure 6).



Figure 6. Society involvement in the development and improvement of municipal services: recommendations for Riga accompanying administrative territories

Source: authors' construction based on results of the research carried out in Salaspils municipality

Those recommendations should be assessed by the local government and taking into account peculiarities of the municipality adopted. In addition, these recommendations should be reviewed also in context of the research results on objective well-being described in previous section. Namely, the municipality can assess which objective well-being dimensions are critical and address them using general management recommendation provided above.

5. CONCLUSION

During the study, it was concluded that citizens' engagement in decision-making processes in municipality is important regarding the level of well-being. Taking into account that the level of citizens' engagement in accompanying administrative territories is relatively low, the recommendations regarding management of accompanying administrative territories have been developed towards improvement of dialogue between municipality and citizens.

Analysing one of the typical Riga accompanying administrative territory - Salaspils municipality - the authors proposed recommendations for Riga accompanying administrative areas for better management in the following areas:

- establishment of public platform or local support group; determination of methodology of assessment of well-being in local government;
- involvement of society in decision-making process;
- involvement of society in service development.

In addition, during the study the improved methodology for evaluation of well-being in accompanying administrative territories were presented - the results Objective well-being index could be used to improve certain well-being components of well-being using elaborated recommendations for management. Even more, provided methodology is general enough to approbate it in other countries (for metropolitan areas).

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UPRAVLJANJE PRATEĆIM ADMINISTRATIVNIM TERITORIJIMA GRADA: SLUČAJ LATVIJE

Sažetak

Prateći administrativni teritorij ili satelitski/novi grad koncept je urbanog planiranja koji se obično primjenjuje na teritorij koji okružuje velike gradove. Većinom je stanovništvo i gospodarstvo tih područja u porastu – za općine su ovi čimbenici izazov u smislu upravljanja. Osim toga, često je relativno slaba razina uključenosti građana u proces odlučivanja. Taj bi aspekt trebalo uzeti u obzir za bolje upravljanje ovakvim općinama. Cilj je rada prezentirati mogući model upravljanja pratećim administrativnim teritorijima Rige na temelju studije slučaja na jednom od pratećih riških teritorija (Salaspils). Glavni rezultati i zaključci rada: tijekom istraživanja identificirano je 25 pratećih administrativnih teritorija Rige. Na temelju studije slučaja – Općina Salaspils – donose se preporuke za uspješno upravljanje pratećim administrativnim teritorijima grada. One se odnose na uključivanje građana u odlučivanje u Općini, što je presudno za ostvarenje blagostanja društva.

Ključne riječi: blagostanje, prateći administrativni teritoriji, objektivno i subjektivno blagostanje, uključenost građana

JEL klasifikacija: I31, I38, O21, R58

