

Territorial Government Reform In Ukraine: Problem Aspects Of Strategic Management

Yuriy I. Danko, Vyktoira Yu. Medvid, Inna I. Koblianska, Oleksandr V. Kornietskyy, Nadiia P. Reznik

Abstract: The article analyzes the activity of realization of strategic planning processes in the united territorial communities (UTCs) of Ukraine based on an analytical generalization of the conducted sociological research. The results of the conducted research characterize the quality of the processes of reforming the administrative-territorial organization and local self-government in Ukraine. Among the main issues identified: low quality of communications in the system of relations between the power and community, non-compliance with the principles of publicity, openness and transparency; the unsystematic nature of the organization of strategic planning in UTCs, the more formal nature of such activities; an essential role of non-governmental organizations in the process of strengthening the professional knowledge competence and the formation of a model of strategic management in UTCs. The obtained results can become the basis for improvement of the scientific and methodological platform for the training of officials of local self-government bodies.

Index Terms: decentralization, administrative-territorial reform, strategic management of territories, united territorial communities

1. INTRODUCTION

Currently, a new model of administration and administration in the management of territories is taking place in Ukraine, the content and essence of which is the decentralization of powers with the transfer of higher powers and opportunities to local self-government bodies. The reform of local self-government and territorial organization of power (decentralization) in Ukraine has intended to lay the fundamental foundation for the organization of effective local government at the level of territorial communities, identifying incentives for self-solution of local development issues, based on the interests of the population groups living in this territory. We emphasize that the processes of reforming local self-government and territorial organization of power in Ukraine. Among other things, should also be aimed at promoting (the Concept): the development of forms of direct democracy, increasing the capacity of community members to take joint action in cooperation with the authorities in order to achieve the common goals of community development; raising the level of professionalism of officials of local self-government bodies and the prestige of positions; increasing the openness and transparency of government institutions, reducing corruption and increasing the efficiency of management and use of resources, increasing the investment attractiveness of the territories and reducing social tensions. Since the adoption of the relevant Concept, the processes of decentralization in Ukraine are quite intense (Monitoring). In case, the primary attention during the study of course of reform and its effectiveness, as a rule, is focused on the study of quantitative indicators of these processes: the

dynamics of the processes of formation of united territorial communities, the areas covered by these processes, the study of financial aspects of the functioning of new territorial entities. (Monitoring). At the same time, studying and qualitative parameters of the realization of the reform processes that can investigate through the prism of the formation of a "new" vision and an appropriate system of management of territories and governance, in particular, a strategic vision of the development of territories are needed. Thus, integrated sustainable development of territories can not ensure without the understanding of the ways of development in the strategic perspective and the ability of management, experts of local self-government to determine the directions, priorities and prospects of community development, transform strategic plans into specific projects of regional development. It, taking into account new resource opportunities, lays the foundation for an effective system of local self-government and can be considered as a tool for ensuring "human-centred" content of the local policy and the similar nature of the development of territories.

2. METHODS

This article is an analytical synthesis of the results of a sociological study initiated in early February 2018 within the framework of the project of research work of young scientists "Formation of the Mechanism for the Implementation of Integrated Territorial Governance in the Transition to Sustainable Development" with the support of the Ministry of Education and Science of Ukraine to study the state of realization the processes of strategic planning in the United Territorial Communities (UTCs) of Ukraine. It should note that the process of formation of UTC in Ukraine was started in 2015 when the first 159 UTCs (Digest) have created. According to the monitoring data, as of January 10, 2018, 699 united territorial communities were created in Ukraine. The population, which became part of the combined territorial communities for 2015-2017, is 6.0 million people (14.3% of the total population of Ukraine). In total, 3264 territorial communities have already united – almost a third (29.1%) of the total number of village and town councils that functioned before the commencement process (Monitoring, 2018). Today in Ukraine there are 15 districts, completely "covered" by united communities. In 111 districts, most of the territory has included in the UTCs; 199 districts, which is almost half of the total, have at least one UTC. At the same time, the dynamics

- Yuriy I. Danko, D. Sc. in Economics, Professor, Sumy National Agrarian University, Ukraine, e-mail: y.danko@snau.edu.ua.
- Vyktoira Yu. Medvid. D. Sc. in Economics, Professor, Sumy National Agrarian University, Ukraine, e-mail: viktoriia.medved@snau@gmail.com
- Inna I. Koblianska. PhD in Economics, Assistant Professor, Sumy National Agrarian University, Ukraine, e-mail: koblyanska2@gmail.com
- Oleksandr V. Kornietskyy, D. Sc. in Economics, Professor, Petro Vasilenko Kharkiv National Technical University of Agriculture, Ukraine, e-mail: vova7003@gmail.com
- Nadiia P. Reznik, D. Sc. in Economics, Professor, National University of Life and Environmental Sciences of Ukraine, Ukraine, e-mail: nadya-reznik@ukr.net

of the creation of united territorial communities is uneven in the regions. Thus, in some regions, the share of the territory covered by the processes of decentralization of power (resulting in the creation of united territorial communities) reaches 56.35% (Zhytomyr region), whereas in the other – only 4, 82% (Zakarpatska region). In order to form a sample of territorial communities, to conduct the survey, an estimate of the intensity of decentralization processes (I) (for the ratio of areas included in UTCs to a total area of region) was evaluated in all regions of Ukraine and ranked in ascending order. In the next step, the regions have divided into three groups: the regions where the process is quite intense (the intensity indicator is 38.02-57.02%), regions with average intensity (19.01-38.01%) and low intensity (0 -19%) Then in each group the mean value of the intensity indicator has determined. Consequently, the regions with average values of the intensity indicator in each group have selected for the survey, as well as regions with "boundary" values of the intensity of decentralization processes – Zhytomyr and Zakarpatska region (Table 1-3). Also, the Sumy region has included as a "pilot" and where questionnaires have also sent for "testing". Moreover, if necessary, refining the questionnaire, taking into account the comments made by the respondents. Choice of the Sumy region was due to the existence of personal communications, by authors of the questionnaire and initiators of study.

TABLE 1 A GROUP OF REGIONS WITH A LOW INTENSITY OF DECENTRALIZATION PROCESSES
($i = 0-19\%$), the average value = 12.65%

Region name	Area sq. km	Number of territorial communities, units	Number of OTGs, units **	Area covered by UTCs, sq km	Intensity, I, %
Zakarpatska	12777	337	6	616,124	4,82
Kiev	28131	659	12	2402,52	8,54
Kirovograd	24588	415	15	2541,817	10,34
Kharkiv	31415	458	12	3676,001	11,7
Vinnitsa	26513	490	34	3979,652	15,01
Lviv	21833	556	35	3466,701	15,88
Ivano-Frankivsk	13900	711	25	2373,527	17,08
Cherkassy	20900	516	26	3730,055	17,85

**There are also UTCs in which elections were only intended and have not yet taken place.

TABLE 2. A GROUP OF REGIONS WITH AN AVERAGE INTENSITY OF DECENTRALIZATION PROCESSES
($i = 19.01-38.01\%$), the average value = 26.77%

Region name	Area sq. km	Number of territorial communities, units	Number of OTGs, units **	Area covered by UTCs, sq km	Intensity, I, %
Donetsk	26517	386	14	5292,98	19,96
Lugansk	26684	332	11	5330,982	19,98
Odessa	33310	707	25	7203,62	21,63
Rivne	20047	419	26	4777	23,83
Kherson	28461	271	28	7430,644	26,11
Poltava	28748	503	42	7553,633	26,28

Sumy	23834	298	29	7989,559	33,52
Chernivtsi	8097	313	28	2779,194	34,32
Nikolaev	24598	365	29	8687,892	35,32

**There are also UTCs in which elections were only intended and have not yet taken place.

TABLE 3. A GROUP OF REGIONS WITH HIGH INTENSITY OF DECENTRALIZATION PROCESSES
($i = 38,02-57,02\%$), the average value = 50,09%

Region name	Area sq. km	Number of territorial communities, units	Number of OTGs, units **	Area covered by UTCs, sq km	Intensity, I, %
Ternopil	13823	615	42	5477,7	39,63
Volyn	20144	412	41	9326,429	46,3
Dnipro	31914	569	60	16082,47	50,39
Chernihiv	31865	605	37	16396,03	51,45
Zaporozhye	27180	299	42	14275,36	52,52
Khmelnitsky	20645	348	40	11148,52	54
Zhytomyr	29832	631	46	16811,48	56,35

**There are also UTCs in which elections were only intended and have not yet taken place.

Thus, the study expected to cover 223 UTCs, that is 32% of the UTCs created in Ukraine. The sociological survey had conducted with the help of a questionnaire created using the Google Forms tool, which should ensure the convenience of respondents when answering questions, prevent the possibility of changing the content and form of questions by respondents, and also prevent the "loss" of correspondence responses. Distribution of references to respondents to developed form with questionnaire had accompanied by an official letter indicating relevance, purpose and tasks of study, the authors of questionnaire and initiators of study, as well as a link to a web page with detailed information about the project, within the framework of which this sociological study has initiated. It should note that specific problems accompanied the search for contact data of UTCs offices in the regions of Ukraine. Thus, on the Internet pages of certain regional authorities – regional state administrations, no information was found on the contact data of the UTCs formed within the oblast (Kharkiv and Zakarpatska region), which led to the need for a direct search of contacts on the Internet pages of these UTCs (for availability). In almost all other regions, incomplete information has provided (not all UTCs has given for contact details). Notably incomplete was the presentation of information on UTCs contacts on the sites of Dnipropetrovsk (34 from 60) and Poltava (18 of 42) RSA. It influenced to the extent of respondents' coverage (Table 4).

TABLE 4 NUMBER OF RESPONDENTS COVERED BY SOCIOLOGICAL RESEARCH IN THE REGIONS OF UKRAINE

Region	I, %	Number of UTCs in the region, units.	Number of UTCs covered by the sample in units.	UTCs covered by the sample, %
Zhytomyr	56,35	46	45	97,83
Dnipropetrovsk	50,39	60	34	56,67

Poltava	26,28	42	18	42,86
Kherson	26,11	28	26	92,86
Kharkiv	11,7	12	7	58,33
Zakarpatska	4,82	6	5	83,33
Sumy	33,52	29	29	100,00
Total	X	223	164	73,54

Consequently, the study expected to reach 73.54% of the UTCs created in certain areas. At the same time, due to incomplete information on the contact data of UTCs, the communities of the Poltava region (the region with average intensity of decentralization) were the least exposed – 42.9% of the formed communities, Dnipropetrovsk (high intensity) – 56.7%, as well as Kharkiv (low intensity) – 58.3%. In the scale of Ukraine, the number of covered communities should be 23%. That is almost a quarter which, in our opinion, would be sufficiently representative.

3 RESULTS

The results of the survey can not deny that some of the official contact details (electronic mailboxes) provided by the public authorities of UTCs (local governments) were irrelevant (Table 3), which indicates the low quality of the communication policy of the local government of the newly created UTCs and also does not promote openness, publicity and transparency of their activities. Failure to adhere to such critical principles of institutional democratization thus challenges the possibility of "upgrading" the content of the government's activities to respect the rights and freedoms of the population, reducing corruption and increasing the efficiency of activities as a result of decentralization processes. In this context, it should emphasize that not all UTCs use the service of informing the requesting person about receiving a message (Table 5), which is to some extent unjustified from the dissemination of electronic services and the development of e-government practices since it prevents the confirmation of receipt of the request by the authorities.

TABLE 5. RESULTS OBTAINED DURING THE SENDING OF QUESTIONNAIRES

Region	Number of UTCs covered by the sample, units.	A number of irrelevant contacts for reasons:		A number of delivered messages *, units.	A number of automatic replies to receive messages, units.	UTCs region, actually covered by research (by the number of delivered messages), %
		Impossibility of delivering a message in the unit.	Change the email address of the unit.			
Zhytomyr	45	1		44	7	95,65
Dnipropetrovsk	34	1	1	33		55,00
Poltava	18	1		17		40,48
Kherson	26	2		24		85,71
Kharkiv	7			7		58,33
Zakarpatska	5			5	1	83,33
Sumy	29	5	1	24	6	82,76
Total	164	10	2	154	14	69,06

According to the number of delivered messages, we mean the number of sent messages, less the number of messages from the delivery service regarding the impossibility of sending a letter and also taking into account the number of successfully re-sent letters (according to the respondent's message about changing the address of the email box)

Finally, after the deadline date indicated in the request were received the responses (Table. 6).

TABLE 6 NUMBER OF RESPONSES RECEIVED BY RESPONDENTS IN THE REGIONS OF UKRAINE

Region	l, %	Number of UTCs in the region, units.	A number of delivered messages in the units.	A number of replies received units.	The share of responses received from the number of delivered messages, %	The share of responses received from the number of UTCs in the region, %
hytomyr	56,35	46	44	3	6,82	6,52
Dnipropetrovsk	50,39	60	33	6	18,18	10,00
Poltava	26,28	42	17	2	11,76	4,76
Kherson	26,11	28	24	2	8,33	7,14
Kharkiv	11,7	12	7	0	0,00	0,00
Zakarpatska	4,82	6	5	0	0,00	0,00
Sumy	33,52	29	24	7	29,17	24,14
Total	X	223	154	20	12,99	8,97

Consequently, as a result, there were received replies from the representatives of 20 UTCs. Thus, in fact, in the study involved about 9% of the number of UTCs, formed in the studied regions. On the whole, this is only 3%. Commenting on respondents' responses depending on the intensity of decentralization processes, it should point out that the representatives of local self-government bodies of the UTCs of the Dnipropetrovsk region (high level of decentralization intensity) were the most active, where 18.2% of respondents responded to the request, which enabled to analyze 10% of the UTCs activity in the region. At the same time, regions with low intensity of decentralization (Kharkiv and Zakarpatskaregion) neglected to participate in the study without sending any response to the request, although it has known that the UTCs received at least one message in the Zakarpatska region (Table 5). It has received the same number of responses (by 2 of them) from the regions with an average level of decentralization (Kherson and Poltava regions), although for the Poltava region it was only 4.8% of the existing UTCs and for Kherson – 7.1%. In this context, it should point out that the low quality of communications at the highest level of the organization of power was the main reason for this (incomplete information about the contact addresses of the UTCs of the Poltava region on the RSA website – Table 4). It is a significant factor that may hinder effective implementation of reforms. The reaction of representatives of the UTCs of Zhytomyr region, which is the leader in Ukraine in terms of the intensity of decentralization processes, was, contrary to expectations, rather moderate – only 6.8% of the UTCs responded to the request, with the number of responses accounting for less than half of the officially acknowledged receipt reports (Table 5). Separately they should comment on the activity of representatives of the UTCs of the Sumy region. The personal contacts of the author's team gave us reason to rely on an active participation of the representatives of the UTCs in the study, however, on their own responded only 3 UTCs (12.5% of the delivered messages), which is slightly

higher than the indicators of this group of regions (Poltava and Kherson regions). After personal requests asking to participate in the study, the number of responses increased to 7 (29% of delivered messages and 24% of the UTCs in the region). It is essential to emphasize in this context that, according to respondents from the Sumy region, expressed during a personal conversation, one of the reasons for which the request has ignored was the usual inattention – this letter was unnoticed in the general thread of the mail messages. From these positions, it becomes apparent that the quality of interactions in the system of government-population, despite the renovation, first of all, of the content and nature of government, which should bring power structures closer to the population, ensure their close cooperation in achieving the objectives of the development of the territory, is rather low and does not promote the growth of public confidence in power structures. In this context, the question also arises about the limited civilian control of the activities of the civil servants in Ukraine, the presence and development of which forms one of the main features of democratization and Europeanisation of governance (Lyubchenko, 2013; Vasilenko, 2017), and an essential component of the reform of the public administration system (Boklag, 2017). Thus, summing up the results obtained at the stage of the organization of the research, it is necessary to emphasize their importance: the quality of the process of organizing the activity of the power structures in Ukraine, despite implemented reforms, remains rather low. It is expressed, first of all, in irrelevance and incompleteness, inaccuracies of public information on the organization of work of local self-government bodies. On the other hand, there is a low level of publicity and openness of the activity of the authorities, in particular, the local self-government bodies of the newly established UTCs. Also, the practice of interactions, which has built on personal contacts, can be seen as a factor in the development of corruption. The above shows the preservation of the traditional problems that are characteristic of relations between the government and the public sector in Ukraine as a whole: the closure of the state apparatus, the opacity of policymaking, mutual distrust, and the low efficiency of public associations in lobbying their positions (Boklag, 2017). It should emphasize here that openness and transparency in the work of local self-government bodies is not only a constitutional requirement for the organization of their activities but also an essential prerequisite for the further development of the institution of local self-government in general (Lyubchenko, 2013). Turning to the analysis of the specific content of the replies received, it should note that the study covered both rural (3) and settlement (2) and urban UTCs (15) with an area from 83 square. Km to 2280 sq. Km (average – 372 sq.km) and the population from 2852 people to 35085 people with an average of 8869 people, which corresponds to the average number of UTCs established in Ukraine during 2015-2017 (Monitoring on January 10). In general, most of the united territorial communities that participated in the study understand the importance of strategic planning of their development. Moreover, initiated this process – 85% of respondents, 10% rely on the overall strategy of the region's development, that is, they do not carry out their strategic planning (one UTCs in the Zhytomyr and Dnipropetrovsk regions – leaders in terms of the intensity of decentralization), and in the first UTC in Sumy oblast, this process has not started at all. At the same time, the process of strategic planning in communities has characterized by

different "quality" (Table 7).

TABLE 7. RESULTS OF ANSWERS TO SPECIFIC QUESTIONS ON THE ORGANIZATION OF STRATEGIC PLANNING IN UTCs IN THE CONTEXT OF THE INVESTIGATED REGIONS OF UKRAINE

Characteristics of the organization of strategic planning in UTCs	Zhytomyr	Dnipropetrovsk	Poltava	Kherson	Sumy	Total	% of the total number of responses
Responsibilities for the organization of the strategic planning process has assigned to a particular circle of individuals	2	5	2	2	4	15	75,0
Responsibility for the strategic planning process is not defined	1				3	4	20,0
No response has given regarding the availability of responsible persons for the strategic planning process		1				1	5,0
Strategic planning uses methodological recommendations approved following the law, as well as additional recommendations developed by public organizations	2	4		1	4	11	55,0
During strategic planning, only methodological recommendations approved following the procedure established by law has used		2	2	1	2	7	35,0
Requirements for strategic planning of territories development are not known	1				1	2	10,0
When developing a development strategy, they seek advice from experts and community organizations	2	3	1	2	6	14	70,0
When developing a development strategy, they use services and seek advice from research and development organizations.		1			1	2	10,0
The development of the development strategy has carried out on its own, within the framework of multilateral working groups	1	1	1			3	15,0
There is no response to the independence of developing a development strategy		1				1	5,0
Development strategy is	2	2	1		3	8	40,0

Characteristics of the organization of strategic planning in UTCs	Zhytomyr	Dnipropetrovsk	Poltava	Kherson	Sumy	Total	% of the total number of responses
developed and approved							
The development strategy is under development and approval		2		1	1	4	20,0
There is no development strategy; the work is processing to develop it	1	2	1	1	3	8	40,0
It has not planned for developing a strategy	0	0	0	0	0	0	0,0

Thus, despite the declaration of the implementation of the strategic planning process in the communities (85% of respondents), only 75% of the surveyed UTCs identified the persons responsible for this process. At the same time, this is understandable for UTCs of Zhytomyr region, where process is "rather unfulfilled", but about 2 UTCs of the Sumy Region, where strategic planning has noted, such responses testify a lack of full understanding of the content of strategic planning and its necessity, as well as a certain chaos of the organization of this process, which affects its quality. It is noteworthy that the majority of respondents (55%) indicated that during the implementation of strategic planning, methodological recommendations defined by the current normative legal acts, as well as developed by public organizations, were used. It demonstrates the importance and practical value of the activities of non-governmental organizations in this area. It has also indicated by the fact that advisory support for civic organizations is significant for UTCs representatives in the implementation of strategic planning – 70% of respondents indicated that they seek advice from experts and such organizations based on recommendations. At the same time, the level of cooperation of local authorities with scientific and project organizations in developing the strategy is rather low (15% of respondents). It can see as evidence of a possible distrust of power structures to representatives of the scientific sector (for example, on the professionalism of the latter). Given the real potential of research institutions, in this context, it becomes evident that their higher information activity is to promote scientific research in the field of strategic planning, as well as the transfer of the latter to the field of applied research. Finally, all interviewed communities are focused on the implementation of strategic planning in the future. Individual communities (40%) have already approved a development strategy, while others are undergoing approval procedures (20%) or they are working on developing it (40%). At the same time, there is no clear correlation between the intensity of decentralization processes and the presence of an already approved strategy. It is generally understandable and may explain by the fact that the period of functioning of the newly established UTCs is rather short – only two years and the relevant official methodological guidelines (Order, 2016 b) on the strategic planning of community development have developed for over a year and a half ago. Questions indicated by representatives

of local self-government bodies of UTCs as the most problematic for the working group when developing a strategy has presented in Fig. 1.

The most problematic aspects when developing the strategy for working groups were: analysis of strengths and weaknesses, threats and opportunities, and definition of strategic objectives about the presence of each of these

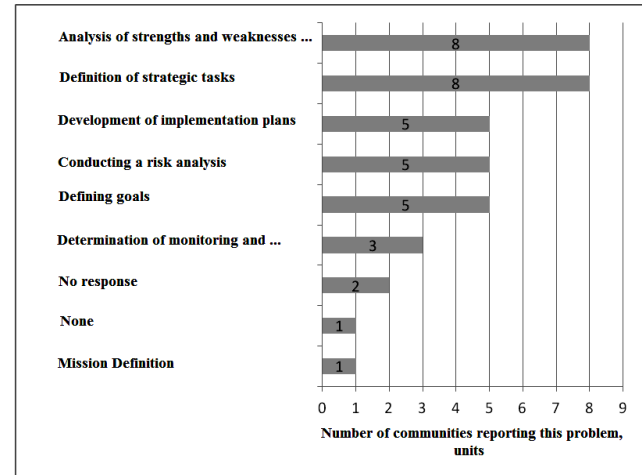


Fig 1. Questions that was most problematic for the working group when developing the Territorial Development Strategy

Problems reported by 40% of respondents. Problems with the definition of goals (25% of respondents), risk analysis (25%) and development of a plan of implementation measures (25%) are also quite common among problems. In this context, it should emphasize that these issues have disclosed in the relevant official methodological recommendations (Order, 2016a), but at the same time, somewhat superficially, not detailed. Given that these aspects directly determine the content of strategic planning, and their qualitative elaboration is the key to a well-prepared strategy, it should point out the need to revise relevant regulations or to prepare more content-rich techniques; it is possible that, in cooperation with non-governmental and research organizations. On the other hand, there is a clear need for a centralized (at the national or regional level) special training measures aimed at developing the appropriate skills of local government officials. It also emphasizes the importance of cooperation of local authorities with research organizations representing the expert environment in this area. It was rather unexpected for the authors of the study that the definition of monitoring and control indicators was a problem for only 15% of respondents (3 UTCs). Given that clear methodological guidance on the development of a system of monitoring indicators in normative legal acts has not been provided (for example, the recommended benchmarks, their content and direction.) (Order 2016a, 2016b), we can assume that the absence of problem character of this the aspect of strategy preparation is evident rather about a particular neglect of it. Thus, it has emphasized above that in the domestic space the practice of not achieving the goals of strategic documents is traditional (this is due in part to the inadequacy of the monitoring and control system). Therefore, this situation shows, to a certain extent, a formal approach to the development of development strategies, lack of focus on ensuring efficiency, effectiveness, and even full implementation. The absence of any problem issues was pointed out by the representatives of the UTCs, where strategic planning has not yet been initiated (Sumy

region). The system activity will enable the formation of a coherent, mutually agreed system of regional planning instead of the existing one, where the main components have separated from each other. By the Law "On the Principles of State Regional Policy" [5], the system of strategic planning documents for regional development includes State Strategy for Regional Development, Action Plan for Implementation of the State Strategy for Regional Development, regional development strategies, plans for measures to implement regional development strategies, investment programs (projects) aimed at the development of regions. In the Methodological Recommendations on the Organization of Planned and Forecast Activities in the UTCs (Order, 2016b) it is noted that the system of planned UTCs documents has formed by the Strategy, the Plan of Socio-Economic Development and other documents. So let us determine what exactly it should determine the composition of the latter. Ongoing formation and implementation of a strategy for economic and social development are impossible without the use of the territory planning tool. In the Law of Ukraine "On Planning and Development of Territories" dated April 20, 2000 No. 1699-III, the term "territory planning" is defined as the process of regulating the use of territories, which consists in the establishment and implementation of urban planning documentation, the adoption and implementation of relevant decisions (On Planning, Article. 1). Thus, the General Plan and the rules of land use and development ensure the formation of the fixed land base in order to ensure that the intentions defined in the regional strategy have implemented. At the same time, the strategy of development appears as the main document, a kind of "tuning fork", on which the work has aimed for the preparation and adjustment of targeted, socio-economic, financial programs, master plan, and then the rules of land use and development. At the same time, the strategy should set the main priorities of the region's development, possibly specific start-up projects for the implementation of the stated ideas. In the medium-term, strategic priorities take on the form of complicated socio-economic plans. So let us see how this vision of the systemic nature of the documents that provide the strategic nature of management activity is implemented in practice (Fig. 2). So, shown in Fig. 2 data indicate that there is no systemic vision of local self-government bodies regarding the development of documents on the strategic planning of community development. At the same time, in our opinion, the particular concern should cause the development of the General Plan of development in communities in the absence of the Development Strategy (Kherson, Sumy region). In such circumstances, the risk of "adjusting" the Strategy to the already defined plans for using the territory. The inconsistency of these documents has significantly increased. Both of the other evidence the formality of the process of strategic planning of the development of territories. It is also worth noting that only a few (10%) of the communities have a plan for socio-economic development. It firstly contradicts the requirements of the current legislation (Order, 2016), and secondly, it indicates a misunderstanding of the role and significance of this document – to ensure the implementation of the Strategy. It again confirms its formal character.

3 CONCLUSIONS

Consequently, the results of the study, characterizing the

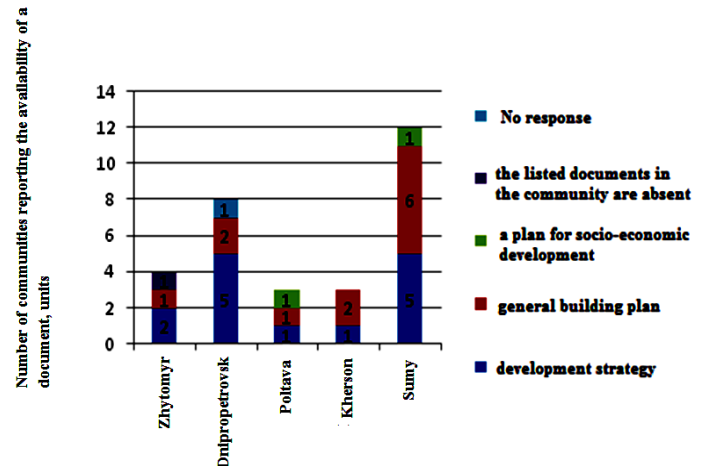


Fig. 2. Elements of the system of strategic planning documents available in the community

quality of the processes of reforming the administrative-territorial structure and local government in Ukraine, allow us to focus on the following aspects of the identified problem:

1. The low quality of the organization of work at all levels of the management system, connected with communications in the system of relations "power-community" is established. Unfit principles of openness, publicity and transparency in the activities of local self-government bodies in the UTCs.

2. Strategic planning is not a systemic activity, as evidenced by the disparate and inconsistent character of the formation of documents on the strategic planning of local development. There is a formal approach to the strategic planning and processing of the Development Strategy.

3. The role of non-governmental organizations in the process of strengthening the "know-how" capacity of the local self-government bodies of UTCs in realizing its functions and, in particular, the processes of strategic planning and implementation of project management practices is quite significant and practically relevant.

4. There is no significant difference between communities has a strategy, and those are still working on its development from implemented projects, both the expense of SFRD and international donors. Consequently, there is still a need to strengthen control over the development and implementation of strategies that will contribute to more effective and reasonable spending of community funds, focusing on those activities of strategic importance. It highlights the role of the SFRD as a donor and state structure, which should establish requirements and verify the coherence of the objectives of the regions (projects) with the goals of strategic community development and the goals of the state as a whole.

It should emphasize that due to the low activity of the participants of the study (the answers were provided only by representatives of 20 UTCs from 156 covered by the research), the results should be considered as a limited representative, mainly – on the scale of the country as a whole. However, the findings and conclusions can be considered as an informational basis for further research in this area, in particular, and the hypothesis promotion to further control and testing. The authors express their gratitude to representatives of local self-government bodies in the UTCs of Poltava, Zhytomyr, Dnipropetrovsk, Kherson and Sumy regions for their support and participation in this sociological study.

4 ACKNOWLEDGEMENTS

The research had conducted within the framework of scientific topics 0117U006534 "Formation of the Mechanism for the Implementation of Integrated Territorial Governance in the Transition to Sustainable Development" funded by the Ministry of Education and Science of Ukraine.

REFERENCES

- [1] Ministry of the economy and European integration of Ukraine (2002) On Approval of Methodological Recommendations on the Formation of Regional Development Strategies (retrieved from <http://www.uazakon.com/document/spart09/inx09341.htm>)
- [2] Ministry of regional development, construction and housing and communal services economy of Ukraine (2016), On approval of methods for the development, monitoring and evaluation of the effectiveness of the implementation of regional development strategies and action plans for their implementation, (retrieved from <http://zakon0.rada.gov.ua/laws/show/z0632-16>)
- [3] Ministry of regional development, construction and housing and communal services of Ukraine (2016), Methodical recommendations for the formation and implementation of forecast and program documents for the socio-economic development of the united territorial community(retrieved from:<http://www.zoda.gov.ua>)
- [4] Ministry of Regional Development, Construction and Housing and Communal Services of Ukraine (2016), Mass media monitoring on Local Self-Government Reform and Territorial Organization of Power(retrieved from <http://rozvytok.in.ua/library/download/file?fid=25.1215>)
- [5] Ministry of Regional Development, Construction and Housing and Communal Services of Ukraine (2018) Monitoring of the process of decentralization of power and reformation of local self-government as of 10/01/2018(retrieved from:<https://www.slideshare.net/Decentralizationgovua/10-2018-86170006>)
- [6] Y. M. Petrushenko, N. M. Kostyuchenko, Y. I. Danko, (2014). Conceptual Framework Of Local Development Financing In UNDP Projects In Ukraine. Aktual'ni Problemy Ekonomiky= Actual Problems in Economics, (159), 257.
- [7] Seryogin, S., Sharov, Yu., Borodin, E., Goncharuk, N. et al. (2016); Management of strategic development of united territorial communities: innovative approaches and tools, Dnipro: Dripa Napa.
- [8] Shevchenko, O. (2015), Updating regional strategies to ensure sustainable development(retrieved from http://www.niss.gov.ua/content/articles/files/region_strategy-26d31.pdf).
- [9] R. J. Stimson, R.R. Stough, B.H. Roberts (2006). Regional Economic Development: Analysis and planning Strategy. Springer Berlin Heidelberg New York. 452 p.
- [10] The President of Ukraine (2001) On the Concept of State Regional Policy, dated May 25, 2001, N 341/2001
- [11] A. Tkachuk, V. Kashevsky, P. Mavko, P.(2016) Community Strategic Planning (Training Module), Kyiv: ICC Legal Status.