

Regional management and local self-government

UDC 332

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PROGRAMME-TARGETED APPROACH TO THE DEVELOPMENT OF TERRITORIAL COMMUNITIES AND RURAL AREAS

Summary. *Environmentally hazardous trends in the activities of agricultural enterprises are summarized. The key factors of trust and harmony for the socially, economically and environmentally balanced development of urban and rural territorial communities are revealed. The algorithm of the process of public involvement in decision-making at the local level is built, taking into account the experience of the European Union. The expediency of compiling a community profile with an assessment of the actual state and trends of the territory development using a SWOT analysis of strengths and weaknesses, internal opportunities for development and development of the territory, as well as taking into account external potential threats in the implementation of strategic plans for the development of rural areas is substantiated. The authors focus on*

filling the profile with territorial problems of a strategic nature, which determine the creation of added value through the implementation of development projects based on existing resources and assets, which will contribute to further solving current problematic situations in the community. The importance of monitoring elements such as performance indicators and achievements according to SMART criteria is taken into account. It is proved that in the strategic planning of rural areas, sustainable development focused on the needs and interests of people, reaching consensus between the authorities, community and business on the development of the territory and increasing the competitiveness of these areas.

Key words: *territorial communities, rural areas, programme-targeted approach, strategic planning, local self-government.*

The problem statement. While constantly declaring "support for the rural areas", the government has given preferences to large-scale production oriented towards foreign markets and paid little attention to community development and strengthening their capacity to counteract the negative impacts of globalization. These processes give rise to conflicts of interest between agricultural producers and the population; intensify competition for land and other agricultural resources, which contributes to increased production and, at the same time, leads to a significant reduction in employment in a particular territorial community, migration of the rural population, and the destruction of national identity and established social ties.

Overview of recent research and publications. Theoretical aspects of community and rural development and the implementation of the programme-targeted approach in public administration have been studied by the following Ukrainian scholars: O. Berdanova, M. Bryl, S. Gazuda, O. Dashchakivska, I. Irytysheva, V. Mamonova, M. Orlaty, A. Tkachuk, A. Chemerys, V. Sharyi and others.

The purpose of the study (task statement). The purpose of this article is

to provide a theoretical substantiation of the programme-targeted approach to the development of territorial communities and rural areas.

Research results. The experience of progressive countries proves the effectiveness of the programme-targeted approach to the development of local self-government, amalgamated territorial communities and rural areas, which specifies the development goals in certain strategies, from which programs and projects are selected.

This is very important for the Ukrainian state after its unsuccessful attempts to stop the declining rural areas based on centralized approaches, in particular, through the implementation of a number of state programs.

Researchers have identified the following environmentally dangerous trends in the activities of agricultural enterprises: deformation of the structure of gross output (crop production accounted for 71 % and livestock production for 29 %); abandonment of livestock production by 56 % of enterprises; widespread monoculture (wheat, corn, sunflower, and rapeseed occupy up to 80% of the area), etc. This irresponsible management of land leased from farmers leads to soil depletion and deterioration of soil quality. In addition, massive non-compliance with the rules of storage and disposal of livestock waste, fertilization, and spraying of agrochemicals worsen the living environment of peasants [1, p. 5]. This situation in rural areas is explained by the lack of systematic and comprehensive approaches to solving existing problems, and therefore requires the development of strategic directions for their development in the long term.

Strategies are long-term development plans (developed for 7-10 years) that include development projects and do not depend on political changes [2]. It is obvious that strategic planning is an algorithm for the systematic implementation of a plan, a creative process of identifying, defining and implementing the most important measures for its implementation, including the determination of the cost, the need for additional resources, sources of

funding, performers, stages and timing of their implementation [3].

Ukraine is actively developing and implementing a strategic approach to territorial development planning, which is becoming a tool for improving the competitiveness of territories and regions, a means of uniting various actors in territorial development around new values and long-term priorities, and a source of responses to the political, economic, social, technological and environmental challenges of the modern globalized world.

The advantages of strategic planning include: focusing on the needs and interests of people; reaching consensus between the government, community and business on the development of the territory; mandatory comprehensive analysis, monitoring and evaluation of the state of development of the territorial community; readiness of the authorities to take responsibility and be a leader at the local level; introduction of effective tools and strategies; public involvement and strengthening of links between the national, regional and basic levels [3]. It is characteristic that scientists from three aspects of sustainability consider sustainable development - environmental, economic, and social [4].

Accordingly, sustainable development of human settlements means socially, economically and environmentally balanced development of urban and rural communities. It envisages the creation of their economic potential; a comfortable living environment for the present and future generations through the rational use of resources, technological re-equipment of enterprises, improvement of all types of infrastructure, improvement of living conditions, recreation and health improvement, preservation and enrichment of biological diversity and cultural heritage [5].

A rural strategy development strategy can be initiated by any entity - a citizen or a group of citizens, a local self-government body, a public organization, etc. At the same time, a prerequisite is to justify its relevance and usefulness for the territorial community; the essence of the vision; possible obstacles to implementation and ways to overcome them. Further, it is important to gain the

understanding and support of the local leadership, primarily the village (settlement) head, which is confirmed by a local regulatory act that informs the territorial community that work on the preparation of a local development strategy is being initiated [3].

A key factor of trust and harmony in the community is the involvement of all stakeholders in the strategic planning process, as when discussing common problems and finding ways to solve them, the public and business begin to align their interests with those of other groups and the community as a whole, which contributes to the consolidation of community activists and new opportunities. This aspect of engagement is a tangible contribution to the development of the human potential of a particular territorial community and a factor in creating an effective and efficient community development strategy. Unfortunately, in Ukraine, the level and quality of public involvement in this process is extremely low, as it is mainly carried out through public hearings, the content of which is purely formal, as the authorities seek to obtain grounds to claim that the strategy development process complies with all methods and algorithms and is not willing to take into account the opinions of the community's population.

The explanation for this fact is the difficulty of involving all stakeholders in the process, maximizing public awareness of the goals, objectives and methods of implementation, as well as the lack of necessary competence and political will among local authorities. At the same time, foreign and Ukrainian experience proves the need for the participation of an active public and entrepreneurs in the processes of formulating and implementing strategic documents for community development, as the goals of the developed strategies cannot be achieved through the administrative resources of local self-government alone.

In addition, the involvement of all stakeholders should take place at every stage of the development of the local strategy, which helps to communicate its essence and expected results to the public. In this way, the purpose, objectives and methods of implementing the strategy are made public and representatives of

Fig. 1 shows that the partnership between the authorities and the community in implementing the planned strategic directions is the most effective level of participation. It is preceded by a painstaking effort by the authorities to survey all community residents about their vision of the future development of the territorial community and, in particular, entrepreneurs to establish the current situation and further plans for business development. Practice shows that the most effective surveys are conducted in the form of anonymous questionnaires, which gives time for well-considered answers and possible comments and reflections, and at the same time saves time and resources for local authorities. This process of informing does not end with the preparation of a final analytical report, but forms the basis for the formation of common values and behavioral attitudes among people, their consolidation into a capable territorial community and effective dialogue between the community's population and local authorities.

In parallel, based on statistical data from various areas and sectors of community life, local authorities carry out a socio-economic analysis of the territory, the results of which form a profile with an assessment of the actual state and trends of the territory, which helps the authorities to make more qualified forecasts of sustainable development of the territory in the coming years under the existing conditions. To carry out such an analysis, the researchers suggest using a SWOT analysis of the strengths and weaknesses of the internal capabilities of the territory's development and construction, as well as taking into account external potential threats in the implementation of strategic plans for its development. The results of the analysis provide a deeper insight into the task of building up or adjusting certain qualities and trends in the development process, and make it possible to ensure the community's response to external challenges.

A community profile based on a SWOT analysis is one of the tools for providing the territory with better access to credit sources, grants, or investments, as it is used by investors to assess the community's potential to repay loans.

It is important to fill the profile with territorial problems of a strategic

nature (not operational), which determine the creation of added value through the implementation of development projects based on existing resources and assets, which will further contribute to the resolution of current problematic situations in the community (Fig. 2).

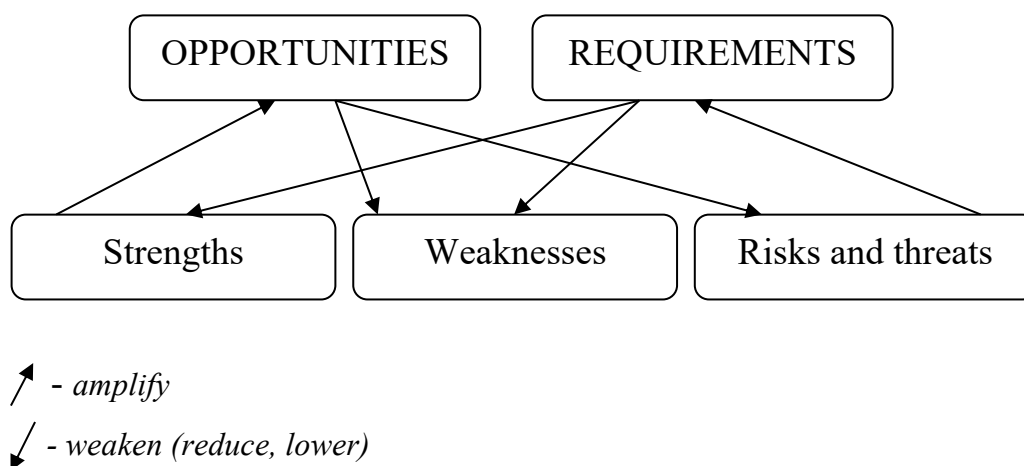


Fig. 2. The impact of territorial opportunities and needs on strategic planning

Obviously, although needs reduce the impact of the community's weaknesses, they also weaken its strengths, narrowing the range of their impact and, accordingly, increasing the risks and threats to community development. At the same time, opportunities significantly reduce the risks and threats to development, and therefore strengthen the community's strengths and reduce the impact of weaknesses. Therefore, the development strategy of the community and its territory should focus not on problematic situations, but on their capabilities (available human, financial, and natural resources) and control of the effectiveness of processes based on the assessment of the results of its implementation.

Experts argue that one of the tools to ensure the holistic development of the territory is strategy monitoring - formalized and regular tracking of the strategic plan implementation process, analysis of the information received, making adjustments, updating tasks, etc. In other words, monitoring is the process of regular collection and analysis of key data (indicators) to determine changes or

progress made in the implementation of the strategic plan. The key components of monitoring the effectiveness of the strategic plan implementation are: availability of planned or actual indicators; organization of the process of regular collection of actual indicators; comparison of planned and actual indicators and identification of deviations [8, p. 89]. In general, the content of the process of monitoring development strategies is reduced to regular analysis of internal data on the results achieved and changes in the external environment. The analysis of internal data on the results achieved is carried out by assessing the level of achievement of strategic and operational goals based on the comparison of indicators for different periods of time with their baseline values, as well as assessing the performance and quality of implementation of specific programs, projects, and strategy objectives. Changes in the external environment are monitored at the regional and national levels. It is clear that events at the international level can also be analyzed if they relate to the strategic goals of the community [8, p. 90].

Important elements of monitoring are performance or achievement indicators based on SMART criteria, namely: clear and specific; easily measurable and achievable; realistic and expected; and time-bound.

Thus, the strategy should have specific, clear, simple and measurable indicators. In addition, the indicators should be quantitative - stating a fact (figures, indices, and statistics), as well as qualitative - showing the dynamics of changes in the community life, and identifying obstacles to the successful implementation of tasks (survey results, focus groups). The monitoring process should be simple and clear. That is why experts recommend using no more than three indicators for one goal. Similarly, the indicators defined for the tasks and action plans of the strategy are used [8, p. 88]. All of this together requires the formation of a monitoring working group of representatives of the authorities and interested public from various fields, which provides proposals for the implementation of the developed strategy, its plans and projects.

Conclusions and further research perspectives. Thus, the methodological foundations of the programme-targeted approach to the development of amalgamated territorial communities and their territories are laid down mainly in the strategic planning of their sustainable development, focused on the needs and interests of people, reaching consensus between the authorities, community and business on the development of the territory and increasing the competitiveness of the territories.

The key advantages of long-term development planning are: mandatory comprehensive analysis, monitoring and evaluation of the state of development of the territorial community; readiness of the authorities to take responsibility and be a leader at the local level; introduction of effective methods and tools; public involvement and strengthening of links between national, regional and basic levels of public governance.

Unfortunately, in Ukraine, the level and quality of public involvement in this process is extremely low, as it is mainly carried out through public hearings, the content of which is purely formal.

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