

## ინოვაციური ეკონომიკა და მართვა

### INNOVATIVE ECONOMICS AND MANAGEMENT

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## ორგანიზაციული განვითარება მუნიციპალურ მენეჯმენტში

### ORGANIZATIONAL DEVELOPMENT IN MUNICIPAL MANAGEMENT

**ABSTRACT.** This paper highlights issues relating to local government, first of all, ensuring their own ability, through effective municipal management to address issues of local importance. The ways of improving the managerial functions in the formed united territorial communities in Ukraine are outlined.

It is noted that the complexity of administrative tasks of municipal management in the process of decentralization contributes to the evolutionary transformation of organizational charts of management of municipalities and provides for the use of corporate organizational elements in the structure of community governance bodies.

The necessity of training municipal management specialists who solve complex managerial problems aimed at achieving common goals of community development is considered. The need to consider the overall effectiveness of the activities of local self-government bodies is justified, the term “management” of territorial communities is used, regarding the existence of common goals, the level and quality of life, common territorial interests - the existence of a unified system of municipal governance.

**Key words:** organizational development, decentralization of power, integrated territorial community, organizational ability, local self-government, community management.

**ანოტაცია.** ნაშრომში გაანალიზებულია უკრაინაში ჩამოყალიბებულ გაერთიანებულ ტერიტორიულ თემებში მენეჯერული ფუნქციების გაუმჯობესების გზები. აღნიშნულია, რომ დეცენტრალიზაციის პროცესში მუნიციპალური მენეჯმენტის ადმინისტრაციული ამოცანების სირთულე ხელს უწყობს მუნიციპალიტეტების მართვის ორგანიზაციული სქემების ევოლუციურ გარდაქმნას და ითვალისწინებს კორპორაციული ორგანიზაციული ელემენტების გამოყენებას საზოგადოების მართვის ორგანოების სტრუქტურაში.

აქვს განიხილება მუნიციპალური მენეჯმენტის სპეციალისტების ტრენინგის აუცილებლობა, რომლებიც გადაჭრას რთული მენეჯმენტის პრობლემებს, რომლებიც მიზნად ისახავს საზოგადოების განვითარების საერთო მიზნების მიღწევას. ადგილობრივი თვითმმართველობის ორგანოების საქმიანობის საერთო ეფექტურობის განხილვის აუცილებლობა გამართლებულია, გამოიყენება ტერიტორიული თემების ტერმინი „მენეჯმენტი“, საერთო მიზნების არსებობასთან დაკავშირებით, ცხოვრების დონესა და ხარისხთან, საერთო ტერიტორიულ ინტერესებთან - არსებობასთან მიმართებაში. მუნიციპალური მართვის ერთიანი სისტემა.

**საკვანძო სიტყვები:** ორგანიზაციული განვითარება, ძალაუფლების დეცენტრალიზაცია, ინტეგრირებული ტერიტორიული საზოგადოება, ორგანიზაციული უნარი, ადგილობრივი თვითმმართველობა, საზოგადოების მართვა.

**The purpose of the article** is to analyze managerial tasks of municipal management; use of corporate organizational elements in the structure of community management bodies; organizational ability and capacity of local communities that meet the interests of their members through effective organization providing services to citizens.

**Originality and value, problem statement:** The article explores issues related to effective municipal management, availability of such organizational structure that would optimally combine different types of management to achieve the highest results of self-government activity. The organizational structure of the governing bodies is represented by structural links, stable relationships and relationships within management processes take place. The existing studies of Ukrainian scientists mostly focuses on the ability of local communities as a set of methods, tools and activities of local governments to create conditions for the fullest satisfaction of the needs of local community, ensuring a balance tasks of local government to the needs of the local community and resource for their pleasure .

At the same time, the complex of issues of theoretical, methodological and applied content related to the organizational capacity of territorial communities and the ways of its provision remains insufficiently studied.

**Materials and methods, analysis of recent research:**

In the article we have used general scientific and special methods of research, in particular, by means of the analytical method the selection of scientific information was made, and the conceptual apparatus was investigated by the logical-semantic method. The empirical basis for the study was the legal acts of the Verkhovna Rada of Ukraine, the President of Ukraine and the Cabinet of Ministers of Ukraine, which determine the priorities of local government reform and decentralization of public power in Ukraine, periodicals.

New regional policy in Ukraine, its strategic goals, priorities, necessity of reforming the territorial organization of power on the basis of decentralization are defined in the main current documents of strategic character - Sustainable Development Strategy "Ukraine 2020" [1], the State Regional Development Strategy for 2020 [ 2], Concepts of reforming local self-government and territorial organization of government in Ukraine [3]. The legal basis for associations of local communities are the Laws of Ukraine "On cooperation of local communities" [4] "On a voluntary association of local communities" [5] "On Local Elections" [6] "On Approval of Procedures capable of forming local communities »[7].

The research of many modern Ukrainian scientists is devoted to the study of the essence of the reform of power decentralization in Ukraine, the effectiveness of local self-government activities, the formation of capable territorial communities, the formation of theoretical and methodological foundations.

The problem of the united territorial communities and their capacity is very relevant today and is widely discussed by scientists, experts and the public. Problems of formation and development of capable territorial communities in Ukraine are being explored by such national scientists as O. Golyńska [8], O. Lyska [9], Y. Molodozhen [10], Y. Oliynyk [11], O. Olshanskyi [12,13 ], O. Osaulenko [14], S. Sakhanenko [15], S. Sember [16] and others.

People's attitude to power depends directly on the quality and standard of their lives, the ability to meet their personal and social needs, and realistically influence their actions to improve the life of the family, community and society as a whole. This means that state recognition of the rights of residents of each local community to local governments should be reflected in concrete public policy, functions, forms, methods and mechanisms of public administration, which should improve its organizational efficiency, using modern management techniques. The theoretical and methodological questions of the effectiveness of municipal management are given much attention by domestic researchers, among them the works of V. Kuybida [17], V. Bakumenko [18], Y. Sharov [19] and others.

**Highlighting unsolved parts of a common problem:**

Analyzing the capacity of communities, it is possible to distinguish its internal and external factors. The external capacity of a community is characterized by the following components: legislative, political, territorial, macroeconomic, etc. [13].

Internal capability factors include the following components: legal, logistical, environmental, economic, financial, infrastructural, humanitarian, social and organizational - the optimal structure of community governance bodies, including managers, public officials with relevant qualifications and more.

In the theoretical and applied aspect, community resource provision as a set of methods, means and measures of the authorities to create the conditions for the fullest satisfaction of the needs of the territorial community, guaranteeing the balance of tasks of public authorities and resources available for their implementation. It focuses mainly on the effective use of material resources, but underestimating intangible resources, namely the organizational capacity of the community.

Assessment of organizational development, by what principles, criteria, methodology, indicators it should be conducted - this is a question for the prospects of further scientific research.

**Presenting main material:**

The issues of organizational development of municipal management include finding ways to ensure organizational capacity of territorial communities. The organizational capacity of the territorial communities largely depends on the development of the domestic system of governance and its integration with European standards. Experience has convincingly shown that changing only the territorial basis of local self-government, expanding the financial capacity of territorial communities is not a guarantee of creating a new life quality at the level of villages, towns and cities of Ukraine. More important in this sense is the ability to build the right organizational structures, ensure their interconnections and spatial integration, appropriate staffing, the use of diversified tools and technologies.

Attempts to transform local government at the community level as a whole, or of individual elements of it, are carried out, as the analysis shows, strategically ill-conceived, as a reaction (usually delayed) to internal or external challenges, and in some cases embodied the subjective desires of individual officials local governments. This leads to the fact that the organizational structures in the community do not fulfill the tasks assigned to them, which in the end negatively affects the achievement of capacity of territorial communities, the basis for which, in fact, is organizational capacity.

Let us analyze the issues related to local self-government bodies, first of all, to ensure their capacity to solve local issues independently, at the expense of their own resources, in order to mobilize their internal reserves, determine the range of competences and organizational capacity of the community as a whole.

The term “efficiency of local government” can have different characteristics estimated by the user, according to which efficiency is considered from the perspective of society and citizens; community leadership; other local self-government bodies and state authorities. The overall effectiveness of local government can be defined as the ratio of their performance and cost of resources for their maintenance.

According to the European Charter of Local Self-Government [20], local self-government is “the right and ability of local self-government bodies... to regulate and manage a substantial proportion of public rights within their competence in the interests of the local population”. The main document for the formation of capable territorial communities is the Perspective Plan for the formation of territories of communities, which is developed and approved in accordance with Article 11 of the Law of Ukraine “On voluntary association of territorial communities” [5]. A capable territorial community is a community in which local budgetary resources, infrastructural and human resources are sufficient to address its local self-government issues in the interests of the community.

To ensure the appropriate level of service to the citizen, particularly in the field of social security, education, culture, health, housing and communal service structure of local government (especially in rural areas) have less powers and great responsibilities, they lack experience in management and resolution of these issues. Therefore, in order to better address these issues, eliminate staffing gaps and expand organizational capacity, it is necessary to have a complete set of municipal management tools based on statistics, as well as hold open meetings for all citizens on the formulation and discussion of strategic plans and priorities of local policy, and involve civil society organizations based on the principles of social justice, integration and accurate calculations.

An important component of organizational development is the human potential of the united territorial communities; however, it may not meet the needs of the newly created local authorities, since the rural area is characterized by

significant aging of the population, which is primarily due to migration processes and low socio-economic potential of villages and towns.

In determining the capacity of the united territorial communities, it should be borne in mind that even in the presence of a sufficient number of able-bodied population there may be a shortage of specialists, since the most highly-skilled workers will seek employment in settlements with higher economic potential.

Today the issue of optimal distribution of powers between local governments and executive authorities in general and, in particular, the distribution of functions and powers between local councils of newly created territorial and district administrations and district councils is not regulated in Ukraine. This leads to increased contradictions between the authorities of the newly created united territorial communities and administrative districts. There are dozens of territories in which the united community fully (or almost completely covers several created communities) coincides with the territory of the respective administrative districts (Zhytomyr, Khmelnytsky, Chernihiv, Dnipropetrovsk and others). In these areas, the district council and district state administration continue to operate and maintain their units, although much of their authority, according to legislation, has to go to communities. Therefore, problems arise regarding the distribution of powers and the efficiency of the organization of power in these territories, which need regularization. It is necessary to clearly define the powers that remain with the district state administration and the district council, to review the number and corresponding expenses for the maintenance of their bodies.

There is a lack of adequate staffing of local self-government bodies of the united territorial communities. In particular, it leads to inefficient use of financial resources of territorial communities, inability to absorb state subsidies for community development. Local self-government bodies in rural communities are often unable to prepare high-quality investment projects to receive state support and international aid funds, which are not ready to implement strategic planning and programming for community development. The solution is the professionalization of service in local government, implementation of effective training programs of local government officials and providing them with the necessary consultative and methodological assistance from the government authorities.

The issue of introducing control mechanisms (as a significant component of municipal management) on the legality of decisions of local governments and the quality of administrative and social services provided to the population needs to be addressed. In the context of decentralization of powers and transfer of resources to local self-government authorities, high corruption risks related to the use of budgetary funds, it is urgent to introduce mechanisms of control over the activity of local self-government authorities, both by state authorities and by the public.

Particularly urgent in the context of budgetary decentralization is the need to exercise proper control over the work of authorities at different levels in planning and executing budgets and managing and using financial resources. The solution to this issue at this stage is in introducing maximum transparency of the activities of local authorities and control over these activities by the public.

It is necessary to take into account the situation when in the period of economic and financial crisis the state tries to reduce public expenditures by transferring powers (and resources) from top to lower levels of government, there may be a risk of deterioration of quality of public services. At this stage, the organizational component as an intangible resource can play a key role by improving management processes. It is important not to let the reform start to push in the direction opposite to decentralization. This is possible because of the poor capacity and technical ability of local authorities, the violation of the conditions of fairness of public services, the disproportion of their provision in different territories, which negatively affects the investment attractiveness of communities and their economic development as a whole.

State policy of forming a prosperous territorial community should be carried out based on decentralization with a clear legal basis for reform, legislative definition of the status of territorial communities, the mechanism of securing property rights, the distribution of powers. The envisaged reform of the consolidation of territorial communities without introducing control over government and ensuring its accountability can create greater opportunities for abuse of local governments. To prevent this, it is necessary to introduce mechanisms for widespread involvement of mem-

bers of territorial communities in participation in management and formation of management decisions; developing communities as public corporations, emphasizing their own resources and capabilities; ensuring the ubiquity of local government.

Based on the analysis of modern management approaches to the creation of territorial development models (including communities), we can conclude that such models should meet the requirements of European standards of living standards, be oriented to the needs of citizens, sustainable development, include public monitoring. The model uses a local government capacity index, indicators of community financial capacity. In order to assess the dynamics of the development of united territorial communities and their capacity for methodological assumptions, it is assumed that such a model can be built on the basis of a balanced scorecard.

At the same time, it is necessary to solve the problem of evaluating the success of any complex socio-economic system that is the choice of specific indicators [21], in which you need to monitor implementation of the planned strategic targets. Proper selection of these indicators contributes to a better understanding of strategic goals, improves overall management responsibility in the community increases the likelihood of achieving the goal.

There is also the problem of a set of indicators to correctly identify the amount of socially beneficial benefits that are achieved through the implementation of a community development strategy, as a large number of outcome indicators remain at a qualitative, poorly measurable level, with public importance being assessed by the public as high. Therefore, there must be a set of indicators describing community development goals for community capacity assessment system; indicators for the comparison of different options for the integration of territorial communities; expert monitoring and public monitoring of development dynamics.

In analyzing an important organizational component of municipal government - namely, determining the number of public servants, including local government officials in communities, the following approaches can be distinguished: resource, regulatory and effective.

The resource approach for determining the number of public servants is based on the budgetary security of the functions and depends on the availability of funds for their maintenance. The normative approach is based on the expert evaluation of determining the number of public servants, on the basis of the analysis of the complexity of the implementation of normatively assigned functions and the norms of time for their performance. An effective approach to determine the number of public servants is one of the most promising. It allows you to switch from a policy of “downsizing” to the policy of “reasonable, rational definition (redistribution) strength” and is based on determining the powers and competencies needed to perform the functions and services.

The principles of practical organizational capacity of the municipal government are:

- the principle of “transparency” as the use of modern methods of public interaction through the use of new channels of information;
- the principle of “sensitivity” as a quick response and taking into account the new realities of socio-economic development;
- the principle of “intelligence” as an organization of continuous training of staff;
- the principle of “image” as forming the corporate culture of the community and its ability as an organization to meet the requirements of members;
- the principle of “validity” as compliance with the requirements of laws and laws of management; clear implementation of regulations, harmonization of innovations with the provisions of the decentralization reform in Ukraine.

Nowadays, in the conditions of informatization of the society and rapid scientific and technological progress, it is an objective necessity to introduce the provision of administrative services electronically in the activity of public authorities.

Evaluation of organizational effectiveness of the authorities and local government officials is an ongoing process monitoring and analysis of structures and activities of the local community, heads of territorial communities of the

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executive committee of deputies and other executive bodies and officials of local governments, in order to draw conclusions about status and management system, using quantitative and qualitative indicators. [21]

The use of modern methods of assessing the effectiveness of municipal management is necessary to optimize the ratio of available organizational resources and the tasks and functions; improving the planning system; improvement of the mechanisms of internal management of the activity of local self-government bodies through the introduction of technologies and procedures that ensure the decomposition of the goals and tasks of local self-government bodies to the level of subdivisions; automation of goal setting processes and evaluation of organizational performance; improving the system of motivation of local government officials based on the results of their activity; formation of a system of monitoring public opinion on the organizational effectiveness of the activities of the evaluated bodies and officials.

The objects of assessment may be local government officials who are elected in local elections (chairman, elder); local self-government officials elected (approved) by the council (secretary of the council, members of the executive committee, chairman of the regional (district) council, deputy chairmen of the regional (district) council); local government officials appointed by the head of the community, the head of the regional (district) council; members of the local council; deputy commissions; executive bodies of the council (executive committee, departments, departments and other executive bodies of the council), as well as the apparatus of the council and its executive committee; bodies of self-organization of the population; public organizations (in terms of delegation of administrative powers by local self-government authorities).

The evaluation is carried out to determine the degree of achievement of the planned results of activities and organizational effectiveness of the activity, as the ratio of the values of actual and settlement-normative indicators performed by local self-government operations (functions) using a certain amount of organizational resources (reporting, planning, control, formal and informal reports' inside the body, etc.) - this applies to modern methods of municipal management.

The biggest systemic disadvantage in implementing administrative-territorial reform in decentralized conditions is a unified approach to the formation of capable territorial communities, since the Methodology of formation of capable territorial communities [7] does not take into account the peculiarities of a particular region of the country. The parameters that underlie the definition of a potential administrative center of the community are sufficiently limited and standardized, which does not allow to determine the real level of financial potential, as well as the socio-economic development of the territory. In addition, the conditions of formation of capable territorial communities, defined in this methodology, encourage the strengthening of urbanization processes in Ukraine.

The decision to unite territorial communities should, of course, be preceded by a comprehensive assessment of the status of communities - potential members of the association by the components of their internal capacity on the basis of the calculation of demographic, economic, financial and other indicators. Forming a profile of the capacity of the future community will provide an opportunity to form a community that is really capable of mobilizing internal reserves and independently, at the expense of own resources, to resolve issues of local importance for the full satisfaction of the common needs of residents and ensuring sustainable community development.

In order to ensure effective implementation of powers and rational management of financial resources, it is necessary to ensure an adequate professional level of local government employees. Therefore, reform also requires a system of public service in local governments. It is necessary to adopt a new version of the Law of Ukraine "On service in local government", providing definitions principles legal and institutional framework of service in local government, the legal status of officials, conditions and procedures to exercise their right to serve in local government and so on.

### **Conclusions:**

To effectively execute managerial tasks at the level of territorial communities, it is necessary to use modern tools of municipal management: to strengthen the organizational capacity of territorial communities through the development of community human resources and management processes. It is necessary to ensure professionalism and political

impartiality of officials of local executive bodies and local self-government authorities by introducing transparent competitive procedures for selection of personnel, formation of the necessary qualification requirements for the personnel of rural, settlement, city councils, their executive bodies (higher education, professional and personal qualities).

It is proposed to ensure the development of current training programs and to organize programs for training and re-training of personnel for officials of local self-government bodies, deputies of local councils and civil servants for the proper fulfillment of their new powers; to reform the system of providing administrative services on the principle of “transparent offices”, to introduce mechanisms of control over the activity of local self-government bodies, especially by the citizens themselves; to regulate the optimal distribution of powers between local and executive authorities in general; to study the issues of implementation mechanisms for control over the legality of decisions of local self-government bodies and the quality of administrative and social services provided to the population.

Systems for evaluating the effectiveness of local government should be made with the implementation of instruments of internal control and audit; using the software; involving external independent organizations and the public to evaluate the performance of local governments. Systems for evaluating the effectiveness of local government should be reflected in the passport of the capable local community.

Thus, it can be concluded that in the process of decentralization, resources are mobilized at the local level, partnerships are created between different social groups, which gain experience of social unity in the development, decision making and evaluation of the effectiveness of community management decisions.

The prospects for further research should be focused on the analysis of legal, organizational and economic components of municipal management that affect the effective use of the community resource base in the decentralization of power.

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