

PUBLIC PARTICIPATION IN THE PRODUCE OF TERRITORIAL DEVELOPMENT STRATEGIES IN UKRAINE

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INTRODUCTION

Public participation is the important process in strategic management on local level. According to Miroslav Olchak involvement of the public in the process of strategic management organized properly is obvious need. It cannot plan goals and activities for many years for the local community without this community.

Now in Ukraine there is not fully implemented the principle of good governance. To improve the participation of citizens in the formation of strategic directions of territorial development in Ukraine has been approved The Concept of Reforming Local Self-Government and Territorial Organization of Power in Ukraine.

The Concept of Reforming Local Self-Government and Territorial Organization of Power in Ukraine (April 1, 2014)¹, the development of participatory democracy and its legislative framework are foreseen. One of the principles is the principle proclaimed “openness, transparency and public participation”. The expected results of the reform: creation “favorable legal conditions for maximally involving the population in making managerial decisions, and the development of forms of direct democracy”. Reform tasks:

- Maximum involvement of the population;
- promoting the development of forms of direct democracy;
- introduction of effective participatory mechanisms; introduction of effective mechanisms of public participation in the development of important management decisions by local government bodies, in particular on the definition of the strategy of the development of the territorial community;

¹ Про схвалення Концепції реформування місцевого самоврядування та територіальної організації влади в Україні: розпорядження КМУ від 1 квіт. 2014 р. № 333–р. URL: <http://zakon0.rada.gov.ua/laws/show/333-2014-p>.

– providing general meeting of citizens at the place of residence the right to initiate extraordinary reporting of local government officials to the territorial community;

– formation of consultative and advisory bodies at local self-government bodies for conducting public consultations, assistance in conducting public examination of draft decisions and decisions taken by local self-government bodies; provision of the right of territorial communities to a local referendum.

Agree with the opinion of D.Dvinchuk, Ukraine must move towards a full-fledged democracy-based participation on the local level, to be guided by the principles of the European Committee for Local and Regional Democracy of the Council of Europe, namely:

– Citizen participation is a key element in ensuring the legitimacy of a decision of local self-government bodies;

– Only close interaction with citizens helps the authorities to develop the best ways to improve and improve the quality of their work;

– Citizen participation is essential to the development of a sense of citizenship, membership of a particular community².

Modern strategic planning of territorial development system suggests public as a subject of formation of the policy of territorial development. The public as subject of strategic planning territorial development system participates in the formation of the policy of territorial development and promotes its effective implementation. Active social position improves the process public-political organization life of society in the direction to public development "man for the state". Therefore, the question deserves special attention equal conditions for the public participation in strategic planning process on territorial level. The state creates conditions for public activity by improve mechanisms of involving citizens and public associations in the development of state policy. This is the main principle of good governance. The system of local self-government is coherent and effective when established constant engagement of authorities and the public. Based on the relevance and importance of the study of public participation in the produce of territorial development strategies in Ukraine the goal of article is generalization Public participation as a principle of good governance and development Prospects of public participation in the produce of territorial development strategies in Ukraine.

² Дзвінчук Д. Механізми демократії участі: суть та особливості застосування на місцевому рівні. URL: <http://www.kbuara.kharkov.ua/e-book/tpdu/2016-1/doc/1/02.pdf>

1. Public participation as a principle of good governance

Public participation is a process by which Parliament, the Provincial Legislatures and Municipalities consult with the people, especially interested or affected individuals, organisations and government entities, before making decisions³.

Participation men and women is key component of good governance. Participation may be straight and indirectly through legitimized intermediary institutions and representatives. Representative democracy is not only taking into account needs the most vulnerable sectors of society when making decisions. Participation must be informed and organized. This means freedom of unions and expression of views and organized civil society⁴.

According to V. Solovykh, L. Rodionova and G. Karoteeva, Public participation principle is that the interests of all segments of the population must be represented in the political process through public participation. It must be consider in preparing local development strategies. The authors give such key arguments feasibility of public participation:

- The results of the planned activities should serve the entire local community;
- Public engagement enables the development of plans and strategies for development, taking into account the interests of all groups of the community, and not just supporters of the dominant political force;
- The rejection of the public grows simultaneously with the feeling that decisions are imposed from above;
- The rejection of the public decreases simultaneously with the growing public perception of co-authorship, co-executor of the decisions made;
- preparation and discussion of the draft plan in working groups with the participation of the public is the perfect way to pre-test, model, and predict possible outcomes;
- Public participation can reveal unsuccessful offers and something that cannot be realized, and to gain support and acceptance of approved projects and plans, etc⁵.

³ Elaine Pypers, Justin Bassuday. Public Participation in Local Government. Briefing Paper 421. December 2016. <http://www.cplo.org.za/wp-content/uploads/2016/02/BP-421-Public-Participation-In-Local-Government-December-2016.pdf>

⁴ Що є належне урядування? <http://www.unescap.org/huset/gg/governance.htm>

⁵ Солових В., Радіонова Л., Каротєєва Г. Громадська участь як один з базових елементів партисипативної демократії. URL: <http://eprints.kname.edu.ua/40092/1/111-115.pdf>

Among the forms of broad public participation in the management process Miroslav, Olchak⁶ offers the forms:

– will provide an opportunity to submit decisions, but the final decision is made by the authorities;

– Direct involvement of the local community in decision-making.

Tammy Robertson and Colleen Lepik proposes eight guiding principles for public engagement:

1. *Careful Planning and Preparation.* Through adequate and inclusive planning, the City will ensure that the design, organization, and process serve both a clearly defined purpose and the needs of the participants.

2. *Inclusion and Demographic Diversity.* The City will equitably incorporate diverse people, voices, ideas, and information to lay the groundwork for quality outcomes and legitimacy. Geographic, technological, social, financial, ethnic, cultural, and linguistic factors will be considered in the design of the participatory process.

3. *Collaboration and Shared Purpose.* The City will support and encourage participants, government and community institutions, and others to work together to advance the common good.

4. *Openness and Learning.* The City will help all involved listen to each other, explore ideas unconstrained by predetermined outcomes, and learn and apply information in ways that generate new options. The City will also evaluate public engagement activities for effectiveness.

5. *Commitment and Accountability.* All citizens, stakeholders, Council, City Administration and staff share the responsibility for providing a high quality of life for this community. The City is a responsible steward of public funds and is accountable for wisely choosing the means and extent of engagement and holding itself and others accountable for achieving optimal performance.

6. *Transparency and Trust.* The City will be clear and open about the process and provide a public record of the organizers, sponsors, outcomes, and range of views and ideas expressed.

7. *Impact and Action.* The City will ensure each participatory effort has real potential to make a difference and that participants are aware of that potential. Adequate time will be allocated to engagement activities to ensure a level playing field of understanding exists to ground dialogue and decision-making.

⁶ Ольчак М. Партисипативне стратегічне планування в органах місцевого самоврядування. Посібник для об'єднаних територіальних громад. Варшава, 2017. 107 р.

8. *Sustained Engagement and Participatory Culture*. The City will promote a culture of participation with programs and institutions that support ongoing quality public engagement⁷.

In article “Public Participation Guide: Introduction to Public Participation” discusses the different forms that public participation might take depending on the potential for public influence on a decision. These forms include:

- informing the public by providing information to help them understand the issues, options, and solutions;
- consulting with the public to obtain their feedback on alternatives or decisions;
- involving the public to ensure their concerns are considered throughout the decision process, particularly in the development of decision criteria and options;
- collaborating with the public to develop decision criteria and alternatives and identify the preferred solution;
- empowering the public by placing final decision-making authority in their hands⁸.

The main functions of the subjects of public participation written out by E. Afonin⁹:

- Influence on subjects of making state-management decisions;
- Effective solution of issues relevant to society;
- Public association and its activation in the context of solving state administration problems. A special role is played by the implementation of an information function that is provided: diagnosing problems and needs of the public; Identification of possible alternatives for making strategic decisions; assessment of the effects of various alternative solutions.

The importance of public participation has been recognized in many Council of Europe documents. A large number it relate to issues at the local level. Recommendations (CM/Rec, 2001) Committee of Ministers to Participating countries on the participation of citizens in local public life was one tool in this sphere. Includes recommendations to governments of participating countries to pursue policies contributed to public participation in local public life, and to give the opportunity for local authorities to apply

⁷ Tammy Robertson, Colleen Lepik. City of Kamloops. Public Engagement Handbook. December 2013. 37 p.

⁸ Public Participation Guide: Introduction to Public Participation <https://www.epa.gov/international-cooperation/public-participation-guide-introduction-public-participation>

⁹ Афонін Е.А., Гонюкова Л.В., Войтович Р.В. Громадська участь у творенні та здійсненні державної політики. Київ. 2006. 160 с.

various instruments of participation in the national regulatory framework¹⁰. The right to participate in local government affairs was introduced by the Additional Protocol to the European Charter of Local Self-Government. The protocol defines the right to participate in the local authorities activities, defines the means of its practical implementation and defines the authorities and territories to which the Protocol applies. Article 1 provides for the introduction of legally binding safeguards on the right to participate in local self-government: «The participating countries should ensure that every citizen in their jurisdiction has the right to participate in the activities of local authorities»¹¹.

Ukraine has legal and regulatory grounds for broad public involvement. According to the article 143 of The Constitution of Ukraine, the territorial communities of villages, towns, and cities directly or through the local government bodies that they have formed... approve programs of socio-economic and cultural development and control their execution. In the article 27 of Law of Ukraine «About self-government in Ukraine» (21.05.1997. № 280) to the authority of the executive bodies of village, settlement, city councils belong: ... ensuring balanced economic and social development of the respective territory.

The part two of article 38 of The Constitution of Ukraine and Law of Ukraine "About public service" give opportunity participation of citizens in public policy realization by realization of the right to be admitted to the civil service to any authority. Citizens enjoy equal access to public service and to service in self-government authorities also. The right of citizens to participate in the administration of state affairs is based on the principle of equality of access.

In part one article 13 of Law of Ukraine "On self-government in Ukraine" is guaranteed right of territorial communities to hold public hearings. It provide for meetings of deputies of the relevant council and local self-government officials with members of the territorial community. During the public hearings, themes and suggestions can be discussed on

¹⁰ Рада Європи: Комітет Міністрів, Рекомендація CM/Rec (2001)19 країнам-учасникам щодо участі громадян у місцевому громадському житті, доступно за посиланням: <https://wcd.coe.int/com.instranet.InstraServlet?command=com.instranet.CmdBlobGet&InstranetImage=2721001&SecMode=1&DocId=234770&Usage=2>

¹¹ Рада Європи, Додатковий протокол до Європейської хартії місцевого самоврядування про право участі у справах органів місцевої влади, CETS 207 – Місцеве самоврядування (Протокол), 16.11.2009 р., доступно за посиланням: <http://www.coe.int/en/web/conventions/full-list/-/conventions/rms/090000168008482a>.

questions of local importance in the bodies of local self-government competencies.

Constitutional right of citizens of Ukraine on freedom of association in public organizations approved in Law of Ukraine "On associations of citizens". Registered associations of citizens according to article 20 of Law of Ukraine "On associations of citizens" have the right:

- represent and protect their legitimate interests and legitimate interests of their members in government and public organizations;
- take part in the political activity, hold mass events (meetings, rallies, demonstrations, etc.);
- to receive from the state authorities and self-government authorities information for realization goals and objectives;
- make suggestions to the authorities etc.

Law of Ukraine "On association of citizens" (art. 3) provides for a purpose creation of a public organization satisfaction and protection of their legitimate social, economic, creative, age, national-cultural, sporting and other common interests. The legislation of Ukraine also provides guarantees for the activities of public organizations and their ability to influence the activities of government bodies. According to Law of Ukraine "On association of citizens" public organizations is a subject of adoption, the implementation of government decisions. The law formalizes the conditions for introduction of control by civic organizations for the activity of the authorities. However, the mechanism for the implementation of control functions is not written out in this Law.

For involvement of citizens to the policymaking and policy realization Government of Ukraine introduces public consultations of the most important questions for society. "Procedure for conducting public consultations on the issues of formation and implementation of state policy" (Cabinet of Ministers of Ukraine, 15 October 2004. № 1378) definite the way and the main forms of citizen participation in public administration in state affairs by holding executive bodies of public consultations. Public consultations is the communication process between public authorities and citizens and their associations. The goal of consultations with citizens is decision-making, which will take into account rights, interests and knowledge all interested parties. Public consultations provide an opportunity for citizens to influence the content of decisions taken by the authorities.

Public consultations add opportunities good governance:

- providing citizens with free access to information about local self-government bodies activities;
- ensuring publicity, openness and transparency in the activities of local self-government bodies;
- promoting system dialogue by local self-government bodies and the public;
- improving the quality of local development strategies preparation and taking into account public opinion;
- creation of conditions for participation of citizens in development local development strategies.

In points, 8 and 9 "The procedure for conducting public consultations on the issues of formation and implementation of state policy" defined two forms public consultations. The first is public discussion: conferences, seminars, forums, public hearings, round tables, meetings, meeting with the public, work of public reception rooms, TV debates, discussions, dialogues, interviews, preparation of materials in mass media, Internet conferences, telephone hotlines, interactive communication in other forms. The second – study of public opinion: sociological research, questionnaires, content analysis of information materials, focus groups, etc.

Law of Ukraine "On Citizens' Appeals" regulates issues of practical implementation by Ukrainian citizens provided by the Constitution of Ukraine (p. 40) the right to make public authorities, associations of citizens' proposals for improvement of their activities, to expose deficiencies in work, to challenge actions of officials, state and public bodies. The law provides the citizens of Ukraine with the opportunity to participate in the management of state and public affairs, for influence on improvement of work of local self-government, to defend their rights and legitimate interests and restore them in case of violation.

Law formalizes the following types of appeals by citizens.

By content:

- suggestions (remarks);
- statements (petitions);
- complaints.

By the number of applicants:

- individual;
- collective.

By the form:

- verbal;
- written¹².

Article 15 of this law "Consideration of applications (petitions)" determines, local self-government bodies and their officials are liable:

- to objectively and timely consider them,
- to verify the facts set forth therein,
- to make decisions in accordance with the current legislation and to ensure their implementation,
- to inform citizens about the consequences of considering applications (petitions).

By the decree of the President of Ukraine 26 of February 2016 № 68 The National Strategy for Promoting the Development of Civil Society in Ukraine for 2016 – 2020 years was approved¹³.

– creation of favorable conditions for the development of civil society;

- Establishing effective interaction between the public, state authorities and bodies of local self-government based on partnership;
- promoting the involvement of the public in the processes of formation and implementation state, regional policy, local issues.

To implement the strategic direction of ensuring effective procedures for public participation in solving local issues, the following tasks have been formed:

Regulation at the legislative level:

- The procedure of conducting local government consultations with the public on draft legal acts during their development. Establish a list of cases where such consultations are not carried out, and a mechanism to prevent the violation of the requirements for the mandatory consultation;
- The order of initiation and holding of local referendums;
- Guarantees of realization of the right to peaceful assembly with consolidation of an exhaustive list of grounds for limiting peaceful gatherings;

¹² Публічна політика та управління : наук. розробка / авт. кол. : С.О. Телешун, О.Р. Титаренко, С.В. Ситник, С. І. Вировий. К. 2010. 36 с.

¹³ The National Strategy for Promoting the Development of Civil Society in Ukraine for 2016 – 2020 years. URL: <https://www.president.gov.ua/documents/682016-19805>

– Order of initiation, holding of general meetings (conferences) of members of a territorial community at the place of residence and implementation of their decisions;

– Obligatory approval in each territorial community of its statute. Statute defines the procedures for organizing public hearings, introducing local initiatives and implementing other forms of participatory democracy;

– Promotion of the introduction of public consultations at the level of local self-government bodies, public examination of their activities;

– Assistance in the implementation of mandatory public consultations in the process of drafting the State Budget of Ukraine and local budgets;

– determination of the procedure for conducting public appraisal of activities related to the provision of administrative services, as well as the activities of budget institutions providing social services;

– Creation of an effective mechanism for the implementation of the right of citizens to apply to the local self-government bodies with electronic petitions;

– To promote the inclusion of information transparency and openness in the regulations of local councils, issues of involving the public in the preparation of draft acts of great public importance.

Thereby, Public participation as a principle of good governance is being implemented in Ukraine in such forms: public discussion and study of public opinion. The study of this problem has attracted the attention of many scholars. They identify the role, forms, and principles of public participation in the process of strategic planning of the development of territories.

2. Prospects of public participation in the produce of territorial development strategies in Ukraine

Strategic planning of territorial development based on long-term vision of the local system. This system understand in the broad social, economic and spatial context. It allows adapt external influences and fully manage the development process. Such planning is based on the partnership interaction of different actors. It guarantees the success of the activity, and promotes the formation of local ties. The democratic principle of public participation in the process of development of territorial development strategies has not yet been fully implemented in Ukraine.

A. Kozhyna distinguishes regulatory-legal and organizational-functional problems, which impede the widespread use and development of diverse forms of local democracy. Among them:

- inconsistency of power institutions and political instability;
- Opacity in the processes of preparation and decision-making by local authorities;
- Adoption of normative legal acts, which complicate or cancel the procedures, aimed at maximizing public involvement in decision-making;
- Absence of mechanisms of responsibility of deputies of local councils to their voters;
- Low public awareness of existing mechanisms of influence on the process of activity of local self-government bodies;
- Distrust of the public to the bodies of representative power and public apathy;
- Insufficient professional level of employees of local authorities, bodies of self-organization of the population¹⁴.

To shape the directions of improving public participation in the development of territorial strategies will help study foreign experience. Interesting is the experience of the Philippines. In the Philippines the 1991 Local Government Code (LGC) requires citizen participation at all levels of local government through local development councils. Participation is mandated in the areas of development planning, education, health, bids and contracts, and policing. In theory, the LGC also permits direct representation of civil society and voluntary organizations on local government bodies, though this has been implemented unevenly. Legislation also mandates funds for training citizen representatives so they can participate effectively.

Perhaps the largest experiment in the joint approach is found in Brazil, where the new Constitution of 1988, termed at the time the “Citizens Constitution,” affirmed public participation in delivery of local services as a democratic right. This has resulted in creation across the country of municipal-level councils that link elected officials, neighborhood representatives, and service providers in almost every sector, notably health, education, and youth. The scale of these initiatives is enormous. In the case of health, for instance, more than five thousand health councils were created by the 1988 Constitution, mandated to bring together representatives of neighborhoods, social movements, and civil society

¹⁴ Кожина А.В. Перспективи розвитку механізмів громадської участі на місцевому рівні. *Державне управління: удосконалення та розвиток*. 2015. 1. <http://www.dy.nayka.com.ua/?op=1&z=858>

organizations with service providers and government representatives to govern health policy at the local level¹⁵.

Along with positive experiences, there are also frequently recurring problems with attempts to solicit public participation:

- People do not get enough advance notice that a hearing is being held or that their views can be expressed through some other mechanism.

- Hearings are being held in the capital or in the big cities only, and most people cannot get to them.

- People cannot afford the transport and the economically ‘non-productive’ time to go and participate in a public hearing or a focus group.

- The timing for the public consultation is not convenient for many people: they are at work or it coincides with a time of the day that is typically very busy in the household;

- The language in which the issue to be discussed is too complex – people have difficulty understanding what precisely is being asked.

- No local languages are used – many people do not have enough fluency in the ‘national language’ in which the conversation is taking place¹⁶.

In work S. Kravchenka¹⁷ is indicated, one of the foundations of effective public administration is the interaction of state bodies with public institutions. The wide participation of citizens in management processes enables the state authorities to make better decisions, which correspond to social realities, and effectively implement them. Such participation increases the trust of citizens in government and strengthens civil society. The above applies to the full extent strategic planning of territorial development; therefore, it is expedient to put the basis for its improvement the principle of public participation. According to this, it is necessary to foresee effective mechanisms for the participation of civil society institutions and of citizens in the development and implementation of strategic documents. Based on the statement V. Bondar¹⁸, the implementation of this principle can be provided so:

¹⁵ John Gaventa. Strengthening Participatory Approaches to Local Governance: Learning the Lessons from Abroad. URL: https://www.participatorymethods.org/sites/participatorymethods.org/files/Strengtheningparticipatoryapproaches_Gaventa.pdf

¹⁶ Public participation and citizen engagement. Effective Advising in Statebuilding and Peacebuilding Contexts – How 2015, Geneva, Interpeace. URL: https://www.interpeace.org/wp-content/uploads/2015/10/2015_10_12_Effective_Advising_How-Public_participation.pdf

¹⁷ Кравченко С.О. Теоретичні, організаційні та практичні засади державного управління (дистанційний курс) : навч.-метод. матеріали / С.О. Кравченко. – Київ : НАДУ, 2015. – С. 13.

¹⁸ Бондар І.С. Політика в публічному управлінні : навчальний посібник / І.С. Бондар, В. Г. Горник, С.О. Кравченко, В.В. Кравченко – Київ : Видавництво Ліра-К, 2016. – 161 с.

- wide informing on the processes of development of strategic documents at all levels, their projects and the results of their implementation;
- conducting public consultations on relevant issues;
- active participation of the public in the development of strategic documents;
- public control over the implementation of these documents.

Active public participation, according to scientists, involves the joint development of policy decisions by local self-government bodies and representatives of the public, although the responsibility for these decisions remains with the authorities. Currently this area is undeveloped in Ukraine, but in some states, appropriate methods of power-public interaction are used. There are two groups of methods of engagement citizens to actively cooperate with authorities: methods for involving small groups and broad public involvement.

N. Ilchenko are highlighted the following methods of involving the public in active cooperation with the authorities¹⁹.

1. Increasing the level of public awareness. The success of most approaches to engaging citizens depends on that, how well citizens are aware of the activities of the authorities and the processes that take place within the community. Ukraine is acutely in need of increased access to information and opportunities for its use. Among communication tools and information are publications in local mass media, television and radio broadcasts, and electronic means of communication.

2. Public consultations. The mechanism of public consultation includes public hearings, round tables, advisory councils, stakeholder meetings, etc. They allow a wide range of citizens to engage in policymaking and government service delivery.

3. Public control over the activity of the authorities. Public control over the activities of the authorities involves the introduction of such mechanisms and procedures: study of the quality of public services, monitoring of services and activities of the authorities, activity of supervisory councils, public jury and the creation of coalitions of non-governmental organizations. This approach helps to raise responsibility

¹⁹ Ільченко Н. Концепція участі та методи залучення населення до розвитку територіальної громади. Державне управління: удосконалення та розвиток. № 7. 2010. URL: <http://www.dy.nayka.com.ua/?op=1&z=156>

and transparency of the authorities through ongoing monitoring and establishing public relations.

4. Strategic community development planning. The purpose of strategic planning of community development is to develop local socio-economic strategies for a long period of time to strengthen the economic position of the community and improve the living standards of its inhabitants. Community-based strategic planning has two importance: firstly, allows us to concentrate on local issues; and secondly, it involves identifying and using the community's own resources.

An important element of strategic planning is the availability of public control. The effectiveness of this process should ensure the power and social interaction in the formation of territorial development policy process. It has so constituents:

- ensuring the transparency of the activities of local self-government bodies through comprehensive information on their activities;
- holding public-governmental consultations;
- active participation of the public in policy shaping²⁰.

Promoting the development of civil society in Ukraine should take place in such areas:

- change in the mentality existing in society, the formation of a citizen with a high political, civil and legal culture;
- raising the level of social consciousness, overcoming the phenomena of social passivity;
- the attitude of the authorities to the public, both as a partner and not to an opponent, overcoming the barrier in communicating with the public, formation of the ability of the authorities to hear and understand the public;
- development of various forms of public self-government and amateur activities;
- further expanding the means of public influence on power²¹.

Local authorities should focus their activities on such tasks.

To ensure decision making and resource utilization local authorities should approve a cycle of policy making and planning, which determines:

- ways of involving citizens at all stages of the political cycle;
- mechanisms for ensuring effective involvement of citizens.

²⁰ Бондар І.С. Політика в публічному управлінні : навчальний посібник / І.С. Бондар, В.Г. Горник, С.О. Кравченко, В. В. Кравченко – Київ : Видавництво Ліра-К, 2016. 161 с., С. 49.

²¹ Волинець С.С. Розвиток громадянського суспільства як чинник впровадження принципів «належного врядування» в Україні. *Аспекти публічного управління*. 2016. 37-38(11-12). 5-11 р.

Local authorities should ensure transparency of decision-making processes through:

- wide dissemination of information about events, so that citizens can take part in them;
- providing access to information, documents on policy decisions and budgets;
- providing citizens with feedback on the results of the decisions made;
- approval of this system as a local statute.

Local authorities should keep their accounts in front of citizens:

- ensuring transparency of the decision-making process;
- providing citizens with the opportunity to attend meetings, ask questions and request information for deputies and representatives of administrations;
- providing citizens with take part in decision making process;
- wide publication of the results of the decision-making process.

Non-governmental local authorities must recognize organizations as the main participation channels through represented the interests of citizens. Local authorities should recognize non-governmental organizations, is free and independent organizations about their goals, decisions and activities. They have the right to act independently and to maintain the point of view, which differs from the position of the authorities. Local authorities should recognize the contribution of non-governmental organizations in:

- protection of rights / interests;
- informing and attracting attention to certain issues;
- expert evaluation and advice;
- development of innovations;
- provision of services;
- the role of the supervisory authority.

The local authorities must guarantee non-governmental organizations and citizens contribute to the strategic planning process without discrimination. They recognize the European Convention on Human Rights and Fundamental Freedoms, freedom of speech (Article 10) and freedom of assembly and association (Article 11).

The local authorities must creation of favorable conditions for non-governmental organizations and wide involvement of citizens. This means:

- recognition of the rule of law;
- adherence to basic democratic procedures;
- political liberty to ensure the effective participation of citizens;
- implementation of legislation;
- Clear participation procedures;
- long-term support for a sustainable civil society;
- creating conditions for dialogue and cooperation through access to resources (financial, human and physical)²².

To accelerate the reform of territorial communities on the base of law to cooperate and unite the territorial communities it is necessary to:

- develop and approve promising plans for the formation of capable territorial communities, which can to realize the functions of providing high-quality services to the population in vital spheres;

- develop and approve the mechanism of registration of territorial communities as legal entities – subjects of public law. It is expedient to carry out by giving to territorial communities the corresponding identification code, and certificates on the status of a territorial community as a legal entity;

- inventory the material basis of the development of territorial communities: create registers of communal property objects, to evaluate the resource potential in view of the needs of a separate territorial community and the possibility of capitalizing this resource potential, optimization of economic activity of territorial communities;

- introduce mechanisms of public participation in the development of local government management decisions on the definition of the strategy of development of the territorial community, approval of the statutes of territorial communities, projects of urban planning documentation (master plans of cities, villages, etc.);

- legislatively define mechanisms for holding general meetings of citizens, public hearings, local initiatives, activities of public councils, bodies of self-organization, as well as local referendums. Implementation of direct democracy mechanisms with the use of e-governance;

- approve legal conditions and mechanisms for granting state support to cooperation projects between authorities and voluntarily united territorial communities;

²² Участь громадськості у процесі прийняття рішень на місцевому рівні [Текст] : посіб. – К. : Ленвіт, 2012. – 64 с.

– approve mechanism of financing of delegated powers of local governments of cities of rayon significance, settlements and villages for a transitional period to the formation of capable communities through their association²³.

As follows, public participation in the produce of territorial development strategies is not in full measure implemented in Ukraine. According to this, it is necessary to foresee effective mechanisms for the participation of civil society institutions and of citizens in the development and implementation of strategic documents. Among prospects of public participation in the produce of territorial development strategies in Ukraine proposed:

- wide informing on the processes of development of strategic documents at all levels, their projects and the results of their implementation;
- conducting public consultations on relevant issues;
- active participation of the public in the development of strategic documents;
- public control over the implementation of these documents.

CONCLUSIONS

Public participation in the produce of territorial development strategies is mane principal of good governance. This is confirmed by many world and domestic laws and the broad interest of scientists in studying this problem. Public participation as a good governance principle preferred partner and gives it legitimacy. It creation sensitive governance dialogue, strengthens local power and role as a partner in a wide range of regional initiatives. In the strategic planning process is shoood be synergy between local authority and public. Public participation accompanies the whole process of strategic planning. Participate in the way public consultations, increasing information are publications in local mass media, television and radio broadcasts, public monitoring and control over the activity of the authorities.

Public participations in Ukraine is not effective due to the existence of problems, which impede the widespread use and development of diverse forms of local democracy. Amon them: inconsistency of power institutions and political instability; absence of mechanisms of responsibility of

²³ Аналітична доповідь до Щорічного Послання Президента України до Верховної Ради України “Про внутрішнє та зовнішнє становище України в 2015 році”. – К. : НІСД, 2015. – 684 с.

deputies of local councils to their voters; low public awareness of existing mechanisms of influence on the process of activity of local self-government bodies; distrust of the public to the bodies of representative power and public apathy and other.

Today, the government has the task of improving the process of citizen participation. For its implementation, the prospects for improvement have been identified to introduce mechanisms of public participation in the development of local government management decisions on the definition of the strategy of development of the territorial community, approval of the statutes of territorial communities, projects of urban planning documentation (master plans of cities, villages, etc.). Public participation in the strategic planning process should be based on the principle of strategic governance. They include:

- Clear mission, vision and values statements of territorial development;
- The strategic plan discussion with authorities;
- The goals and strategies formed by the joint efforts of the authorities and the public;
- Performance measures are the basis for gauging progress;
- The chief elected officer charges committees with work from the plan.
- The strategic plan is revisited monitoring and control by authorities and public.

SUMMARY

The article is devoted to studying the public participation in the produce of territorial development strategies in Ukraine. Public participation is a process by which Parliament, the Provincial Legislatures and Municipalities consult with the people, especially interested or affected individuals, organizations and government entities, before making decision. Reviewed key arguments feasibility of public participation, the forms of broad public participation in the management process and principles for public engagement. The importance of public participation has been recognized in many Council of Europe documents. Recommendations (CM/Rec, 2001) Committee of Ministers to Participating countries, Additional Protocol to the European Charter of Local Self-Government, The Constitution of Ukraine, Laws of Ukraine

"About public service", "On associations of citizens", "On Citizens' Appeals" and so on. Public participation as a principle of good governance is being implemented in Ukraine in such forms: public discussion and study of public opinion. The study of this problem has attracted the attention of many scholars. They identify the role, forms, and principles of public participation in the process of strategic planning of the development of territories. The analysis of problems and directions of perfection was made. Proposed, public participation in the strategic planning process should be based on the principle of strategic governance.

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