

Advanced strategies for enhancing governance in local communities

Estratégias avançadas para melhorar a governação nas comunidades locais

Estrategias avanzadas para mejorar la gobernanza en las comunidades locales

How to cite:

Monastyrsky, Grygorii; Khudyk, Dmytro; Fedenchuk, Stanislav & Hladyn, Ruslan (2025). Advanced strategies for enhancing governance in local communities. Revista Gestão & Tecnologia, vol. 25, nº 1, p. 148-167

Grygorii Monastyrsky

Doctor of Economics, Professor, Department of Management, Public Administration and Personal, Faculty of Economics and Management, West Ukrainian National University, Ternopil, Ukraine.

grymon@ukr.net

<https://orcid.org/0000-0001-6694-1960>

Dmytro Khudyk

PhD Student, Department of Management, Public Administration and Personal, Faculty of Economics and Management, West Ukrainian National University, Ternopil, Ukraine.

dmytro18khudyk@gmail.com

<https://orcid.org/0000-0002-6505-0776>

Stanislav Fedenchuk

PhD Student, Department of Management, Public Administration and Personal, Faculty of Economics and Management, West Ukrainian National University, Ternopil, Ukraine.

fedenchuks@gmail.com

<https://orcid.org/0009-0002-0148-3502>

Ruslan Hladyn

PhD Student, Department of Management, Public Administration and Personal, Faculty of Economics and Management, West Ukrainian National University, Ternopil, Ukraine.

ruslan.s.workout@gmail.com

<https://orcid.org/0009-0004-7654-1396>

Roman Pilat

PhD Student, Department of Management, Public Administration and Personal, Faculty of Economics and Management, West Ukrainian National University, Ternopil, Ukraine.

pilat787@gmail.com

<https://orcid.org/0009-0009-1039-1184>

Scientific Editor: José Edson Lara Organization Scientific Committee Double Blind Review by SEER/OJS Received on 20/12/2024 Approved on 16/03/2025
--

This work is licensed under a Creative Commons Attribution – Non-Commercial 3.0 Brazil



Revista Gestão & Tecnologia (Journal of Management & Technology), v. 25, n., p.148-167, 2025 148

Abstract

The reforms of the territorial organisation of power in Ukraine have led to the modernisation of management in communities entrusted with local economic development. Accordingly, this required changes and implementation of innovative approaches to modernising community public management. The aim of the article is to study the state of practical use of innovative approaches in the management of territorial communities in Ukraine. Methodology. The study used case studies of territorial communities implementing new approaches to managing their development and recovery in war. Secondary data from surveys of community leaders and representatives from different regions of Ukraine in 2021-2022 were used to understand the implementation of different management approaches. The results indicate that a strategic, programme and project-based approach to community governance is used for local development. At the same time, the strategic approach is used to a greater extent in developing community development strategies, while the project approach is used for war recovery strategies. Several challenges and problems in implementation characterise both approaches. These obstacles primarily include the organisation and functioning of an inclusive working group, established community development planning practices, bureaucracy, lack of strategic and project management skills in community executive bodies, and unsystematic use of these skills. As a result, the study systematised the strengths and weaknesses of the programme and project approach to community management. The key strengths include providing international methodological, organisational, and financial support to communities in implementing PPPs (Public-Private Partnerships), the development of regional development agencies (project offices), and their active participation in creating local development strategies for communities. The practical value of the study lies in the empirical examination of issues and the current state of practical application of innovative approaches in managing territorial communities in Ukraine.

Keywords: management of territorial communities, local self-government, economic development of the community, social development, innovations in public administration.

Resumo

As reformas da organização territorial do poder na Ucrânia conduziram à modernização da gestão nas comunidades encarregadas do desenvolvimento económico local. Para o efeito, foram necessárias alterações e a aplicação de abordagens inovadoras para modernizar a gestão pública comunitária. O objetivo do artigo é estudar o estado da utilização prática de abordagens inovadoras na gestão das comunidades territoriais na Ucrânia. Metodologia. O estudo recorreu a estudos de casos de comunidades territoriais que implementaram novas abordagens para gerir o seu desenvolvimento e recuperação durante a guerra. Foram utilizados dados secundários de inquéritos a líderes comunitários e representantes de diferentes regiões da Ucrânia em 2021-2022 para compreender a implementação de diferentes abordagens de gestão. Os resultados indicam que, para o desenvolvimento local, é utilizada uma abordagem estratégica, programática e baseada em projectos para a governação comunitária. Ao mesmo tempo, a

abordagem estratégica é utilizada em maior medida no desenvolvimento de estratégias de desenvolvimento comunitário, enquanto a abordagem de projeto é utilizada para estratégias de recuperação de guerra. Vários desafios e problemas de implementação caracterizam ambas as abordagens. Estes obstáculos incluem principalmente a organização e o funcionamento de um grupo de trabalho inclusivo, práticas estabelecidas de planejamento do desenvolvimento comunitário, burocracia, falta de competências estratégicas e de gestão de projectos nos órgãos executivos comunitários e uso não sistemático dessas competências. Como resultado, o estudo sistematizou os pontos fortes e fracos da abordagem do programa e do projeto para a gestão comunitária. Os principais pontos fortes incluem o fornecimento de apoio metodológico, organizacional e financeiro internacional às comunidades na implementação de PPP (Parcerias Público-Privadas), o desenvolvimento de agências de desenvolvimento regional (gabinetes de projeto) e a sua participação ativa na criação de estratégias de desenvolvimento local para as comunidades. O valor prático do estudo reside na análise empírica de questões e no estado atual da aplicação prática de abordagens inovadoras na gestão de comunidades territoriais na Ucrânia.

Palavras-chaves: comunidade territorial, autonomia local, desenvolvimento económico da comunidade, desenvolvimento social, inovações na administração pública.

Resumen

Las reformas de la organización territorial del poder en Ucrania han llevado a la modernización de la gestión en las comunidades encargadas del desarrollo económico local. En consecuencia, esto requirió cambios e implementación de enfoques innovadores para modernizar la gestión pública comunitaria. El objetivo del artículo es estudiar el estado del uso práctico de enfoques innovadores en la gestión de comunidades territoriales en Ucrania. Metodología. El estudio utilizó estudios de casos de comunidades territoriales que implementaron nuevos enfoques para gestionar su desarrollo y recuperación en la guerra. Se utilizaron datos secundarios de encuestas a líderes comunitarios y representantes de diferentes regiones de Ucrania en 2021-2022 para comprender la implementación de diferentes enfoques de gestión. Los resultados indican que se utiliza un enfoque estratégico, programático y de proyectos para la gobernanza comunitaria para el desarrollo local. Al mismo tiempo, el enfoque estratégico se utiliza en mayor medida en el desarrollo de estrategias de desarrollo comunitario, mientras que el enfoque de proyectos se utiliza para las estrategias de recuperación de la guerra. Varios desafíos y problemas en la implementación caracterizan ambos enfoques. Entre estos obstáculos se encuentran principalmente la organización y el funcionamiento de un grupo de trabajo inclusivo, las prácticas establecidas de planificación del desarrollo comunitario, la burocracia, la falta de habilidades estratégicas y de gestión de proyectos en los órganos ejecutivos comunitarios y el uso no sistemático de estas habilidades. Como resultado, el estudio sistematizó las fortalezas y debilidades del enfoque de programas y proyectos para la gestión comunitaria. Las principales fortalezas incluyen la prestación de apoyo metodológico, organizativo y financiero internacional a las comunidades en la implementación de las PPP (Asociaciones Público-Privadas), el desarrollo de agencias de desarrollo regional (oficinas de proyectos) y su participación activa en la creación de estrategias de desarrollo local para las

comunidades. El valor práctico del estudio reside en el examen empírico de las cuestiones y el estado actual de la aplicación práctica de enfoques innovadores en la gestión de comunidades territoriales en Ucrania.

Palabras clave: gestión de comunidades territoriales, autogobierno local, desarrollo económico de la comunidad, desarrollo social, innovaciones en la administración pública.

1. Introduction

Communities' needs to address local issues, such as energy efficiency in times of war, energy-saving technologies, infrastructure maintenance, and public order and security, point to the need to find new approaches to governance. In addition, the transition to the third stage of local government reform and the growing autonomy of local governance make it important to study the issues of improving existing management methods.

Today, local authorities use traditional community management methods, such as strategic, programme, project, crisis management, and many others. At the same time, the most modern innovative approaches (open data approach, risk-based approach, smart approach) could contribute to the modernisation of local public management. Traditional approaches are practical without systemic long-term crises and in more stable operating conditions. In contrast, innovative approaches can significantly modernise local management, providing more effective, high-quality, and quick solutions in the face of existing threats.

The aim of the article is to study the state of practical use of innovative approaches in the management of territorial communities in Ukraine. The study's main objectives are identified by the following: 1) the current state of use of various approaches in community management; 2) the advantages and disadvantages of implementing innovative approaches in communities.

2. Literature review

In the literature, the issue of modernisation of local self-government and local governance is considered through the prism of "new public management" (Dunleavy & Hood, 2009; Martin, 2010; Wollmann, 2010; Andrews, & Van de Walle, 2013; Krogh & Triantafillou,

2024). Reforming local governance to introduce new public management requires searching for new approaches to local governance (Dunleavy & Hood, 2009). Governance is modernised to improve local governance (Martin, 2010). Innovative approaches and practices help to increase the efficiency of municipal public services and the effectiveness of their management (Andrews & Van de Walle, 2013). As Krogh and Triantafillou (2024) aptly note, the modernisation of public administration is associated with increasing efficiency, effectiveness, flexibility and sustainability. The latter is undoubtedly linked to introducing innovative approaches to local development management. For example, local governance reforms in Sweden and Germany have ensured the introduction of democratic, accountable and efficient local governance (Wollmann, 2010). The study by Weiss (2017), using the example of the development of strategic management in Germany at the local level, shows the importance of trust in introducing new management tools.

Many works have been devoted to the study of local governance development in European countries, in particular through such approaches as strategic and strategic management methods (Weiss, 2017; Krainyk, 2021).

Martin (2010) discusses a diversified approach to local government to improve public services in the UK (Martin, 2010). A sustainable approach to local government and its features are studied in the example of the UK by Shaw and Theobald (2011), which promotes innovation in the community and increases the degree of risk tolerance, considering political and economic constraints. Koopmans et al. (2018) consider a multi-stakeholder governance system to ensure the sustainability and modernisation of rural development in the EU. The authors identify the main prerequisites for the effectiveness of such governance as informal governance networks, effective coordination of different actors, bottom-up initiative, transparency, trust, and polycentricity.

The project-based approach to local government activities builds organisational capacity (Fred, 2018). Semeniuk, Ivanchenko, and Veslova (2023) point out the importance of this approach to planning strategic community development. Kraynyk (2021), Kolodiy (2024), Proskura, Zarichna, and Kashyn (2024) also identify the project-based approach to governance as the most appropriate in times of war.

Oliver (2023) considers a "business-like approach to public administration" to meet community needs that improve the productivity, efficiency and quality of services. This approach involves determining how to measure the quality of public services at the local level, followed by a quality analysis that identifies quality-related issues (Oliver, 2023). This approach may also involve introducing organisational changes through contracting, expanding cooperation with other municipalities and private companies, and creating public institutions (Pérez-López, Prior & Zafra-Gómez, 2015).

Thus, the literature examines the practice and problems of using the most innovative approaches to community management in the context of new public management: strategic, diversified, sustainable, and project-based.

3. Research methods

The study used case studies of territorial communities implementing new approaches to managing their development and recovery in war. Secondary data from surveys of community leaders and representatives from different regions of Ukraine in 2021-2022 were used for understanding:

1. Challenges and problems of hromadas in planning local economic development, particularly those related to using different management approaches. Data obtained from an online survey conducted in March-April 2022 among 46 representatives of the Decentralisation Offering Better Results and Efficiency (DOBRE) partner communities from six oblasts of Ukraine, individual interviews with 22 consultants on local economic development, tourism, cooperatives, public spaces, and individual programme specialists with experience in community development (Global Communities, 2023);
2. Results of the Association of Territorial Communities' survey in 2021 with 87 community leaders from 23 regions on their need for expert support in the development of the Territorial Community Development Strategy (Association of Territorial Communities, 2021);
3. Data from an online survey of 173 community representatives in 2021 as part of the Decentralisation Offering Better Results and Efficiency (DOBRE) programme on the state of

project management in communities and the challenges of implementing a project-based approach to local development management;

4. Reports, secondary research data and policy briefs on community governance issues: Centre for Sociological Research, Decentralisation and Regional Development (2023a; 2023b); Ministry of Community and Territorial Development (2024) on the activities of Regional Development Agencies; municipal enterprises "Regional Development Agency" of Slavutych City Council, Chortkiv City Council in implementing a dynamic participatory approach to strategic planning and management in the community.

4. Results

Since the outbreak of the war, communities have faced numerous challenges that required immediate solutions: strengthening public order and security, dealing with internally displaced persons and their social security, reducing business activity and relocating enterprises. The forced adaptation to the new business environment and the resolution of current problems have increased the need to develop management to respond quickly to the situation and changing business conditions.

For rapid adaptation and effective governance in the context of military invasion, communities must be more proactive, particularly in developing and implementing projects, programmes, and socio-economic development strategies. Community residents and businesses should also be involved in jointly identifying priorities, approaches, and ways to address current issues and problems and attracting funding and expertise to meet the interests of various local government stakeholders. An integrated approach to local governance allows the community to ensure a higher level of efficiency, promoting internal and external management modernisation and sustainability in complex political and economic conditions.

At the same time, the implementation of an integrated approach to community management is hampered by serious problems. The results of a survey of community representatives and a series of interviews with local economic development experts in March-May 2022 indicate the following main challenges in Ukrainian communities: organising and ensuring the functioning of an inclusive working group for local economic development

planning, lack of understanding of the concept of local economic development by local authorities, and the established practice of territory development planning. In particular, the latter problem was assigning responsibility for community development to community leaders. The lack of activity in local development planning by entrepreneurs and farmers is another key problem in managing Ukrainian municipalities. Implementing local development projects is hampered by bureaucratic procedures (Global Communities, 2023).

Today, the strategic, programme-targeted and project-based approaches to recovery and regional local development prevail in Ukraine's territorial communities. The system of financing post-war reconstruction with funds from foreign countries and partners is also based on a programme and project approach to management.

The programme and project approach is becoming increasingly relevant in Ukrainian communities' management practices, especially in the context of decentralisation and the current military challenges. Local economic development through specific programmes and projects ensures higher management efficiency, efficient use of available resources, and achievement of strategic goals.

A relatively common practice of implementing the programme and project approach is the development of regional development strategies and community recovery strategies. A survey conducted by the Association of Territorial Communities in 2021 with the participation of 87 community leaders from 23 regions found that 28 communities (32.18%) have their development strategies, and 22 communities (25.29%) need to update them. Twelve communities (13.79%) are developing strategies, and 25 (28.74%) communities do not have strategies. At the same time, 73% of communities do not have the resources to develop development strategies, while 14% are ready to develop such documents independently. Accordingly, 64% of community leaders need expert support in developing strategies (Association of Territorial Communities, 2021).

Thanks to international partners in Ukraine, local governments can acquire skills in the quality preparation and implementation of local development strategies and development projects. During 2016-2022, under the Decentralisation Offering Better Results and Efficiency (DOBRE) programme, communities gained knowledge and skills in local economic

development planning through a methodology. The latter included the introduction of a dynamic participatory approach to strategic planning of territorial development. This approach involves constantly revising strategic documents in response to changes in the operating environment. The principle of participation in this approach implies that various stakeholders - entrepreneurs, residents, and NGOs - should be involved in the strategic planning process (Global Communities, 2023).

To develop projects and recovery plans for community development, project offices-regional development agencies (RDAs) are established to facilitate the integration of a dynamic participatory approach in governance. According to the Ministry of Community and Territorial Development, 17 RDAs were operational in Ukraine as of 2022, and by 2023, the number had increased to 21, created by regional state administrations. The primary focus of RDA activities includes participation in drafting regional recovery and development plans, preparing and implementing local development programmes (projects), including public-private partnerships, assisting communities in developing their strategies, and collaborating with investors to attract investments. In 2023, UAH 43.81 million was spent to support RDA activities (with UAH 48.58 million planned). Funding sources included regional budgets (49.8%), local budgets (13.5%), revenue from paid services (7.4%), international technical assistance (1.8%), and other sources (27.4%) (Ministry of Community and Territorial Development 2024a).

It should be noted that before the decentralisation reform (until 2014), local economic development planning in communities was carried out by adopting an annual programme of socio-economic development, the implementation of which was made impossible by the lack of financial resources. Community governance was relatively passive, as budgets provided for development expenditures without identifying different funding sources. Therefore, neither the strategic nor the programme and project approaches have been applied in practice and thus are new to local authorities.

According to an online survey of 173 community representatives in 2020-2021 as part of the Decentralisation Offering Better Results and Efficiency (DOBRE) programme, 84% of communities had no experience or practical skills in project management. In 2021, 20% of the surveyed communities did not carry out project activities at all, and project activities in the

communities are carried out by the head or initiative staff. Thus, the survey results demonstrate the problems of a lack of project management competences in hromadas, qualified personnel, and responsible executives, as well as the lack of clear assignment of the role of the project manager to a specific employee. Low attention or lack of focus on the project-based approach at the level of community leaders and teams within local self-government bodies (LSGs) leads to a reduced potential for leveraging the benefits of this management approach (Centre for Sociological Research, Decentralisation, and Regional Development, 2023b).

As an example of the successful use of a project-based approach to community management, we can highlight the experience of the Slavutych City Council. A project team was established to implement projects within the city community, enabling collaboration among public organisations, specialists from the Regional Development Agency (RDA), businesses, and authorities. Over the past 7-10 years, the community has attracted more than \$45 million in funding for implementing 50 projects in business incubation, anti-corruption initiatives, tourism development, public-private partnerships, energy efficiency, and infrastructure projects. The RDA is specifically responsible for project management within the community, facilitating dialogue between authorities and businesses and supporting entrepreneurship (Regional Development Agency of Slavutych City Council, Vyshhorod District, Kyiv Region, 2024).

Similarly, there is a positive experience in implementing a dynamic participatory approach to strategic planning and management in the community of Chortkiv. The local RDA acts as a project office engaged in grant writing and fundraising, mediating and bridging the gap between the community's needs and donors, investors, and grant providers. Within a year of its operation, the RDA attracted funding worth UAH 1 million to equip a hospital, facilitated the first deliveries of equipment for the energy sector from German donor companies, and secured a grant together with the Trostianets city community to support local entrepreneurship (Local Economic Development Agency of Chortkiv City Council, 2024).

Implementing the project-based approach to community management in Ukraine is characterised by several advantages and disadvantages (Table 1). Local governments have limited capacity to create and fund project teams and have little experience implementing the

project approach. The advantages primarily include the development of skills, skills in the rational use of resources, identification of top priorities for the development of territories, adaptation to new economic conditions and war risks through the implementation of recovery projects, and involvement of residents and businesses in project implementation.

Table 1

Disadvantages and advantages of using a project-based approach to community management

Disadvantages	Advantages
Limited opportunities for communities to create project teams	Developing skills for the rational use and conservation of community resources
Limited funding opportunities for project teams	Acquiring skills in identifying top priorities for the development of territories
Lack of experience of most hromadas in using the project approach	Accelerating the process of community adaptation to new economic conditions and war risks
	Involvement of community members and business representatives in implementation
	Identification of possible project implementation risks and development of management measures
	Opportunities to attract grant funds for project implementation, especially in the context of recovery

Source: generalised from Semeniuk et al., 2023

Despite the positive experience in implementing the project approach in community management, there are significant obstacles. First, there is a lack of systematic use of the approach due to the lack of community project management specialists. Secondly, there are problems with the distribution of responsibilities between employees in communities due to the lack of project management specialists, and the relevant functions are assigned on a residual basis. Third, there are problems with project planning due to inconsistent planning processes and difficulties in engaging businesses and community residents in planning processes. Another problem is the use of accurate data in project planning due to difficulties in collecting them due to limited or paid access to state registers and systems, incomplete data, inaccessibility of primary data, and low levels of digitalisation of document flow in communities (Table 2).

Table 2

The main challenges of implementing the project-based approach to community management

Problem	Brief description
Haphazard use of the project approach	It arises due to the lack of specialists in the field whose tasks are to plan, implement, monitor, and analyse project performance or due to the involvement of the project manager in other tasks
Problems with the division of responsibilities	It arises due to the lack of project managers, assignment of its functions on a residual basis to all members of the project team
Project planning challenges	In communities, project planning often begins not with an analysis of the project environment, identification of problems and needs, resources but with a project schedule or budgeting Difficulty in engaging businesses, residents, and NGOs in planning
Problems with using accurate data in planning	Difficulties in collecting accurate analytical data in communities due to several problems: limited or paid access to state registers/systems, incomplete data and unavailability of primary data, low level of digitalisation of document flow, unavailability of data from other communities for comparison:

Source: compiled by the author based on (Centre for Innovations Development, 2024; Ministry of Communities and Territories Development, 2024b)

According to a study by the Centre for Innovations Development in 2024, 46.9% of communities indicate a need for additional data. This need exists to a greater extent in rural communities (51.3%) and urban communities (47%) and to a lesser extent in rural communities (42.2%). 26.7% of urban communities, 17.8% of settlement communities, and 14.3% of rural communities are not satisfied with the available data (Table 3).

Table 3

Level of satisfaction of hromadas' need for data by type, 2024

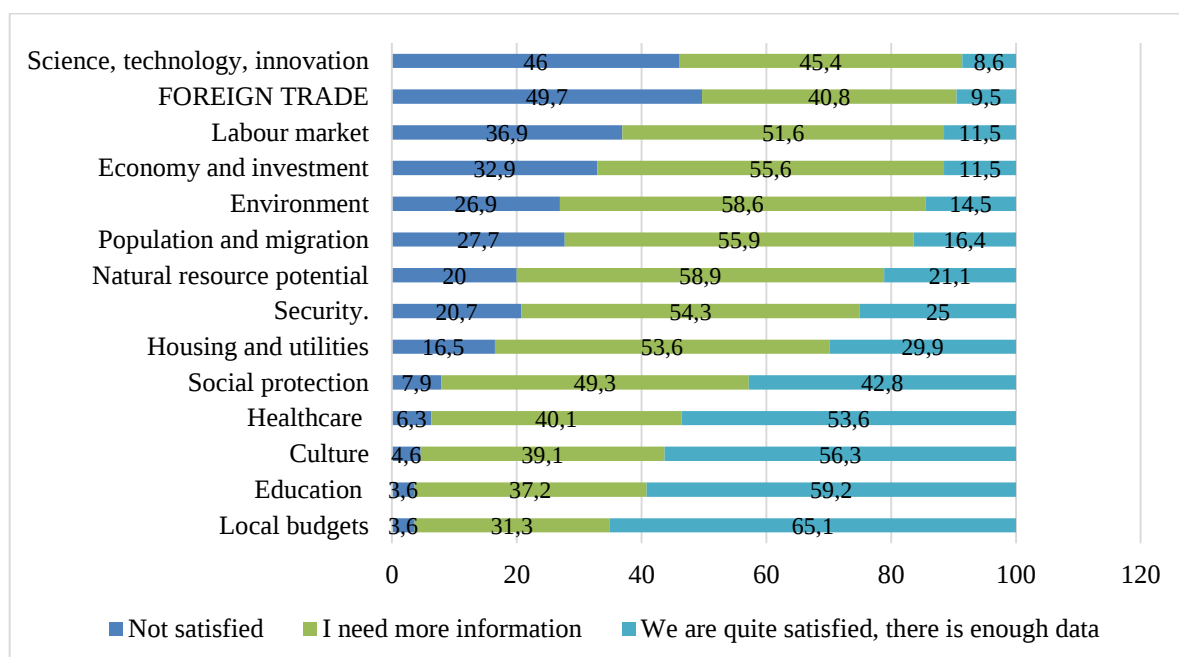
Answers	Share of responses, %	Responses by type of community		
		Urban	Village	Rural
We are quite satisfied; there is enough data	33,5	26,3	30,9	43,5
We need additional data	46,9	47,0	51,3	42,2
Not satisfied; no data available	19,6	26,7	17,8	14,3
Total	100	100	100	100

Source: Centre for Innovation Development, (2024)

The survey conducted by the Centre for Innovation Development also shows that the highest degree of satisfaction with community information needs is found in the field of local budgets (65.1%), education (59.2%), and culture (56.3%). At the same time, the most acute deficit of information in communities can be traced to such areas as foreign economic activity (49.7%), science, technology, innovation (46.1%), and the labour market (36.8%) (Figure 1).

Figure 1

Level of community satisfaction with information by area of activity



Source: Centre for Innovation Development, (2024)

Therefore, in general, communities face significant difficulties in accessing data for decision-making and management in various areas, including uneven provision of data by area of governance, lack of data in some communities, limited access to administrative data, refusals to provide information at the request of communities, lack of primary data in the communities themselves, lack of dynamic, up-to-date data in strategic documents, non-transparent methodology of data collection through surveys, inconvenient formats of available data (Centre for Innovation Development, 2024). These problems significantly impede the development of communities' capacity to carry out high-quality strategic planning, monitor development, and attract investment.

For a deeper understanding of the state of implementation of the programme-project approach in community management, a SWOT analysis was conducted, which provides a comprehensive understanding of the existing strengths, weaknesses, opportunities and threats in the further use of this approach in managing territories. In addition, this analytical tool identifies opportunities to improve the practical application of PPP. Thus, in general, the strengths of the implementation of the Programme and Project Approach (PPA) in community

management include the provision of international methodological, organisational and financial support to communities in the implementation of PPA, taking into account the opinions of residents in the development of plans and projects, and the institutional development of Regional Development Agencies as key actors in providing advisory and methodological support for community planning. At the same time, the weaknesses in implementing this approach include significant time and resource costs, financing problems and limited financial resources, reduced funding for projects from the state budget, and staffing problems (Table 4).

Table 4

SWOT-analysis of the implementation of the Programme and Project Approach (PPA) in community management

Strengths	Weaknesses
• Provision of international methodological, organisational and financial support to communities in the implementation of PPA • Possibility of taking into account the opinion of residents in the development of community development programmes (projects) through a survey • Development of RDA activities and their active participation in the development of local community development strategies • Increase in the number of staff in RDA in 2023 compared to 2022 • Engaging RDA specialists/experts on a contractual basis • RDA's cooperation within the framework of international technical assistance (ITA) projects and programmes	• Significant time, material, technical and financial resources required to implement the CPT • Lack of stable funding for RDAs, which are mainly financed from the regional and local budgets • Termination of funding for projects from the state budget in times of war as part of sectoral policy • Limited number of programmes to support RDA's institutional capacity • RDA staff turnover, inability to attract highly qualified international cooperation specialists with project management skills
• Features	• Threats
• Adapting the project approach to war conditions to respond quickly to communities' urgent needs (infrastructure rehabilitation, energy efficiency, IDP issues, etc.).	• Further problems of financial support for community recovery and development projects due to the war • Further problems with attracting highly qualified personnel in the field of international cooperation

• Obtaining advisory and methodological assistance from RDA to local authorities on the development of strategies and local development projects • Using the opportunities of existing ITA programmes to improve the competences of community leaders in project management • Implementation of the concept of local statistics in Ukraine • Facilitate the involvement of ITA projects to support the work of the RDA • Stimulating RDA participation in programmes and projects of inter-territorial and inter-municipal cooperation	• Lack of statistical data for more effective programme and development • Difficulty in engaging businesses and residents in development processes • Lack of trust of community residents in local authorities in the implementation of PPA • Shortage of strategic planning and project management consultants
--	--

Source: compiled by the author based on (Ministry of Communities and Territories Development, 2024a; 2024b; Decentralisation, 2024; Unified Geographic Information System for Monitoring and Evaluation of the Development of Regions and Territorial Communities, n.d.)

Among the opportunities for implementing the programme-project approach (PPA) in community management is, first and foremost, adapting the project-based approach to wartime conditions to swiftly respond to communities' urgent needs. Communities need to learn more about the potential for receiving advisory and methodological assistance from local authorities through Regional Development Agencies (RDAs) in developing strategies and local development projects. This knowledge should be disseminated top-down, starting with regional state administrations and reaching community executive authorities.

Furthermore, community leaders and representatives should utilise the opportunities offered by existing international technical assistance (ITA) programmes to enhance their project management competences and pass these competences on to staff responsible for local development and the creation of development strategies within communities. Additional factors positively influencing the implementation of the PPA include introducing the concept of forming local statistics in Ukraine at the national level, promoting the attraction of ITA projects to support RDA operations, and encouraging RDA participation in inter-regional and inter-municipal cooperation programmes and projects.

5. Discussion

The review of the experience and problems of territorial communities in implementing innovative approaches to local development management indicates significant institutional, organisational and financial changes in local governance, which were achieved precisely due to the use of innovative approaches in the practical activities of local governments. Despite several challenges, the use of strategic and programme-project approaches to local management is becoming more widespread in Ukraine. Generally, different approaches are combined in community management, but the most common are the strategic, integrated and programme-project approaches (Table 5).

Table 5

Innovative approaches to modernising the management of territorial communities

Approach to modernising hromada governance	The state of use in hromada management
Dynamic participatory approach to strategic planning of local economic development	It is used in the development of programmes and projects for local community development
Strategic, integrated approach to community management	Provides for the development and implementation of community development strategies
Programme and project approach to community management	It is used in the development of programmes and projects for local community development
A data-driven approach to community management	Its use in Ukraine is limited due to a number of data issues (unevenness, scarcity, lack of availability, and accessibility of data).

Source: compiled by the author

The study's results generally correlate with scientists' conclusions about the existing problems and weaknesses in using the project approach in community management. Thus, Proskura, Zarichna, and Kashyn (2024), considering the problems of using this approach to solve strategic problems in communities, point to the problems of managers' readiness for its qualified, professional use. The authors also focus on the problem of applying the existing methodological and technical support for project and programme management in hromadas. Special attention is paid to the problem of applying and attracting international technical

assistance in the implementation of programmes by communities. Kolodii (2024) concludes the increasing use of the project approach to address strategic community development issues.

6. Conclusion

Currently, the widespread practice of applying strategic and programme-project approaches to governance for local development in communities can be observed. The strategic approach is primarily employed in the development of community development strategies, while the project approach is more commonly used for recovery strategies in wartime conditions. Both approaches face several challenges and issues during implementation. Key obstacles include the organisation and functioning of inclusive working groups, entrenched practices of community development planning, bureaucracy, lack of strategic and project management skills within community executive bodies, inconsistency in their application, and more. The study has systematised the strengths and weaknesses of implementing a programme-project approach in community management. The primary strengths include: providing international methodological, organisational, and financial support to communities in implementing programme-project approaches (PPAs), fostering the activities of regional development agencies (project offices), and their active participation in developing local community development strategies. Both the strategic and programme-project approaches offer significant opportunities for further application. Their implementation is essential, given the need for communities to respond quickly to the urgent needs of residents during wartime. Communities need to learn more about the potential for receiving advisory and methodological assistance from local authorities through regional development agencies (RDAs) regarding developing strategies and local development projects. This knowledge should be disseminated top-down, i.e., from regional state administrations to community executive authorities.

References

- Andrews, R., & Van de Walle, S. (2013). New public management and citizens' perceptions of local service efficiency, responsiveness, equity and effectiveness. *Public Management Review*, 15(5), 762-783.
- Dunleavy, P., & Hood, C. (2009). From old public administration to new public management. *Public money & management*, 14(3), 9-16.
- Fred, M. (2018). Projectification: The Trojan horse of local government. <https://portal.research.lu.se/en/publications/projectification-the-trojan-horse-of-local-government>.
- Global Communities (2023). Report "How can territorial communities plan their sustainable and inclusive economic development? On the experience of applying the methodology of local economic and development within the USAID DOBRE programme. https://decentralization.ua/uploads/library/file/869/web_DOBRE_Lessons_Learned_Report_LED_Planning_UA_approved.pdf
- Koopmans, M. E., Rogge, E., Mettepenningen, E., Knickel, K., & Šūmane, S. (2018). The role of multi-actor governance in aligning farm modernisation and sustainable rural development. *Journal of Rural Studies*, 59, 252-262.
- Kraynyk, O. (2021). Managing the development of territorial communities in the context of current challenges. *Economy and Society*, (33). <https://doi.org/10.32782/2524-0072/2021-33-49>
- Krogh, A. H., & Triantafyllou, P. (2024). Developing New Public Governance as a Public Management Reform Model. *Public Management Review*, 1-17.
- Martin, S. (2010). The modernisation of UK local Government: Markets, managers, monitors and mixed fortunes. *Public Management Review*, 4(3), 291-307.
- Oliver, L. P. (2023). *Modernising local governments: Lessons learnt from modernisation initiatives in public service delivery* (Doctoral dissertation, CALIFORNIA STATE UNIVERSITY, NORTHRIDGE).
- Pérez-López, G., Prior, D., & Zafra-Gómez, J. L. (2015). Rethinking new public management delivery forms and efficiency: Long-term effects in Spanish local government. *Journal of public administration research and theory*, 25(4), 1157-1183.
- Semeniuk I., Ivanchenko H., Veslova Y. (2023). Strategic development of communities in the context of overcoming war-related challenges: a project-based approach. *Economy and Society*, (55). <https://doi.org/10.32782/2524-0072/2023-55-5>
- Shaw, K., & Theobald, K. (2011). Resilient local government and climate change interventions in the UK. *Local Environment*, 16(1), 1-15.
- Weiss, J. (2017). Trust as a key for strategic management? The relevance of council-administration relations for NPM-related reforms in German local governments. *Public Management Review*, 19(10), 1399-1414.
- Wollmann, H. (2010). Local government reforms in Great Britain, Sweden, Germany and France: between multi-function and single-purpose organisations. *Local government studies*, 30(4), 639-665.
- Regional Development Agency of Slavutych City Council of Vyshhorod District of Kyiv Region (2024). <https://arr.in.ua/pro-agentstvo/>

- Local Economic Development Agency of Chortkiv City Council (2024). <https://www.chortkivmr.gov.ua/golovna-storinka/miska-rada/komunalni-pidpryyemstva/komunalne-pidpryyemstvo-agentsiya-mistsevogo-ekonomichnogo-rozvytku-chortkivskoyi-miskoyi-rady/>
- Association of Territorial Communities (2021). Survey on the need for expert support in the development of the Territorial Community Development Strategy. <https://www.hromady.org/wp-content/uploads/2021/01/стратегія.pdf>
- Decentralisation (2024). Development strategies: how communities plan the future during the war. <https://decentralization.ua/news/18271>
- A unified geographic information system for monitoring and evaluating the development of regions and territorial communities. <http://gisrr.mtu.gov.ua>
- Kolodii, O. M. (2024). Features of the use of the project approach to the management of territorial communities in modern military conditions. *Problems of modern transformations. Series: law, public administration and management*, (12). <https://doi.org/10.54929/2786-5746-2024-12-02-14>
- Ministry of Communities and Territories Development (2024a). Report on the performance of Regional Development Agencies in 2023. <https://mtu.gov.ua/files/3BIT%20APP%203a%20%202023%20pik%20%20фінал.pdf>
- Ministry of Communities and Territories Development (2024b). Local statistics: shaping data-driven policy for community recovery and development. <https://mtu.gov.ua/news/35579.html>.
- Proskura, V., Zarichna, O., & Kashyn, A. (2024). Project approach to the management of territorial communities in the conditions of war challenges. *Sustainable Development of the Economy*, (2(49), 23-30. <https://doi.org/10.32782/2308-1988/2024-49-4>
- Centre for Innovation Development (2024a). Analysis of the state and needs for data and local statistics in Ukraine: research results. <https://decentralization.ua/news/18566>
- Centre for Development of Innovations (2024b). The concept of implementation and development of local statistics in Ukraine: the main provisions are presented. <https://decentralization.ua/news/18616>.
- Centre for Sociological Research, Decentralisation and Regional Development (2023a). Policy brief Data-driven governance in territorial communities: challenges and solutions. <https://kse.ua/wp-content/uploads/2023/09/Zapiska.-Upravlinnya-na-osnovi-danih..pdf>
- Centre for Sociological Research, Decentralisation and Regional Development (2023b). Project approach in communities. Recommendations for community leadership and project department staff. <https://kse.ua/wp-content/uploads/2023/09/Rekomendatsii---dlya-gromad.-Proyektnii---pidhid.pdf>