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STRATEGIC PLANNING OF A CITY DEVELOPMENT ON THE RESULTS OF THE PREVIOUS STRATEGIC PLAN OF ITS DEVELOPMENT

Abstract. The goal of the article is to study the practice of strategic management of the development of territorial communities in Ukraine and to formulate recommendations on the principles of updating long-term and medium-term priorities of local development on this basis. According to the analytical review and the results of empirical studies, the main types of possible reactions of local authorities to change have been substantiated, among which are singled out the following ones as disregard of changes, delay of reaction, symptomatic response (reaction), partial gradual changes, radical changes. The analysis of the historical background and substantial logic of strategic planning practice transformation were carried out at the municipal level. Estimation of the current state of strategic planning of social-economic development of cities in Ukraine was conducted; the factors of influence on the formation of methodology of strategic plan development, which were implemented in local conditions, were defined. Based on the critical analysis of the methodological tools of strategic management of local development it is proved that the time for which strategic planning of city development is done, irrespective of time frames it is determined, contradicts the assumption of immutability of key environmental factors. On the basis of this, the problem of updating key categories of a strategic plan as a document that plays a formalizing role in the management of socio-economic development of the city for the long term period is particularly important. On the analysis of the case of updating strategic plan of development of

town Korosten it is shown that essential political, social, economic and demographic changes in Ukraine don't allow to replicate the goals and directions of the development of self-governing territorial communities for a future period by establishing only new indicators and parameters. Consequently, it is necessary to review desirable trajectories of development as well as criteria on the basis of which evaluation of the success of this process will be made according to requirements of a changing external environment. It is found that the effectiveness of the implementation of the previously adopted strategic plan of local development is a prerequisite for awareness of the local community about the relevance of the development and adoption of a new strategic document for the next period of time. At same time it was found that the significant changes that have occurred not only in our country but the whole world for the past 5–10 years require a substantial rethinking of priorities virtually for all Ukrainian cities. It is proved that the development of a new strategic plan should be based on an assessment of the city progress on the basis of statistical indicators, on the level of achievement of planned in the previous strategic plan goals and evaluation of the city by its inhabitants and local entrepreneurs. It is simultaneously necessary pay special attention to new opportunities and threats that have emerged since the development of a previous strategic plan.

Key words: strategic planning, socio-economic development, goals-tree, city, self-governing territorial community.

Formulation of the problem

The analysis of trends in socio-economic transformations gives grounds to state that the current stage of socio-economic development is characterized by rapid scientific and technical innovative changes, considerable influence of foreign global and regional markets, and increase of city competition. Local authorities should realize inevitable changes taking place in the external environment, accept them as a natural element of development processes. Thus local authorities should pay attention and make efforts in order to respond to changing factors in the external environment. Simultaneously, under current conditions of high turbulence in environment, predicting directions and force of changes is becoming much more complicated. The uncertainty factor inherent to any attempt of prognostication in the current situation in Ukraine is strengthened by a range of political, economic, geopolitical influences. That's why any attempts in implementation of the management process considering not only the current situation and solving current occurring problems, but also taking into consideration the directions in which processes in macroenvironment are developed and possible consequences of taking these or those decisions meet a considerable amount of cognitive barriers, overcoming of which becomes the main task. The situation becomes much more difficult in the case of such a complicated open socio-economic system which is a self-governing territorial community.

Suspense and practical novelty of such kind of tasks in case of Ukraine led to topicality of the research.

Analysis of recent publications on issues and definition of the general problem parts previously unsolved

The issues of strategic management at the territorial / local levels are at the focus of a number of scholars and practitioners. At the same time, in the Ukrainian context, the most relevant contemporary issues are studies related to the substantiation of the principles and benefits of decentralization of territorial management, the identification of priorities of local development, the definition of the optimal time of long-term planning in terms of strategic

management principles and fast changing conditions of the environment.

The necessity is to develop own strategies of city development at the local level, not "send them downwards" by regional or state authorities, because the world experience shows that even huge investments by a state into the programs developed at the upper level do not necessarily guarantee getting the expected results at the local level, is proven in the works of Miroshnikov I. S., Yanovskii V. V., Ushakova O. A. [4, 5].

To the definition of optimal time after which it is necessary thoroughly to reconsider the strategy of territorial development are dedicated works by Budovich Yu. I., Mahdanova R. V. [7, 8], however these works don't give the clear answer to this question.

Rethinking issues of the previous strategy of the city development is taken into consideration in the latest scientific works. While A., Jonas A. E., Gibbs D. [1], Rasoolimanesh M., Badarulzaman N. Jaafar M. [2] and Abashev D. A. [6], seek a balance in popular nowadays and often antagonistic priorities of development: entrepreneurship and environmental protection. In this context Hao Chen, Qiyang Wu, Gianquan Cheng, Zhifei-Ma, Weixuan Song, Ilinbayeva E. A., Kuznetsova O. P., Senchahov V. K. carry out a critical analysis of threats, which occur while using aggressive, offensive strategy of city development: Chinese "empty" cities and unrealistic financial base of Russian strategic plans in connection with the abrupt change of market conditions and economic sanctions [3, 9, 10, 11].

Nevertheless, it should be noted that the problem of strategy revision for local communities as well as procedures of strategic plan design that ensure positive continuum of local development in changing environment are presented incidentally and scantily in scientific literature.

Research methodology

The study is based on data from strategies of local communities' development in different parts of Ukraine and the results of the official monitoring of their implementation conducted by the authors by the order of the local self-governments. The sociological survey, as a part of the study, was conducted in April-May 2015 on a group of 579

inhabitants of Korosten city. The research sample was determined by random method; a printed standardized questionnaire was used.

The Objectives of the Article

The purpose of the authors' research was an analysis of practice of strategic planning of Ukrainian cities development and substantiation of expediency of actualization of long-term priorities of their development according of the results of implementation of the previous strategic plans.

Presentation of basic material of the research

The results of the analysis of local self-government practices allow us to classify the reaction of local authorities to changes in the external environment by integrating the criteria of the speed of such a reaction and the scale of transformations that are a result of this reaction. In particular, some typical reactions in this case are the following: ignoring changes, delay of reaction, symptomatic reaction, gradual partial changes, radical changes.

The first three reactions of local authority can be referred to reactive management model which provides for initiating internal changes only as reaction to those tendencies which are going on in the external environment. The last two ones are a reflection of the proactive model, when the changes in a city as a personified economic system are as they were ahead of time: local authorities initiate such changes which ensure permanence of socio-economic development over time by constant monitoring and predicting on its basis the development trends of the future. It is evidently seen that the proactive model of management is more progressive and adequate to the conditions of external environment with its uncontrollable factors. Its implementation in management practice of local authorities involves the usage of methods of strategic management.

According to the results of monitoring by the authors of the implementation of local communities' development strategies (Table 1), about 50 % of tasks, despite the certainty at the stage of the formation of documents, remain unfulfilled. We consider this as a clear example of the fact that, to a large extent, the lack of experience in long-term planning with regard to

resource constraints is present on the local level of self-governing and, consequently, the critical importance of prioritizing the use of their own efforts, including financial.

Table 1

The percentage of completed and uncompleted tasks of local communities development strategies based on the results of annual monitoring in 2018

Community	Task status	
	Completed	Uncompleted
Biloberizka	33.3	66.7
Verkhnia	66.7	33.3
Zavodske	57.9	42.1
Askania Nova	56.8	43.2
Kochubeivka	52.8	47.2

Sources: own research based on [12, 13, 14, 15, 16]

The results of historical analysis of local self-government practices suggest that in Ukraine the principles and mechanisms of strategic management began to be widely used by local authorities at the turn of the XX–XXI centuries. The absence of practice of territorial development planning on the principals of a market economy, protection of private property, self-financing and freedom of choice on the local level encourages to form the Ukrainian school of strategic management of local development under the influence of American and Canadian, West European, Polish, Lithuanian and Russian approaches. In a formalized form, each of them suggested such an element as Strategic Plan with a definite time frame (5–20 years). Such plan, apart from the other things, included more or less specified indicators for achieving defined goals and sometimes a possibility for actualization of the plan according to the conditions of external environment which are permanently changing.

Presence of the time frames that formally limit the horizon of strategic planning and management actions for achieving goals which are included in a corresponding strategic plan, are due to incoming forecasting limitations on available relevant information about the factors which will play the key role in the construction of external environmental in future. For the same reason, the mentioned above mechanism of the actualization of

a strategic plan at the criterion level as well as at the level of possible changes of goals/tasks was assumed. Without analyzing the reasons of success/failure in implementation of strategic management principles into practice of some local self-government authorities, we can state that from the methodological point of view the construction mentioned above provided an efficient mechanism of effective territorial management due to the priorities of strategic development goals.

The very possibility of changing (as a partial case of actualization) of goals and tasks defined in the document is predictable. Herewith, the revision of various parameters of a strategic plan in the process of its implementation can be painless in terms of the strategy to achieve the ultimate goal. However, every strategic development plan of a self-governing territorial community has its completion dates. Furthermore, there are sometimes situations (military operations, opening (closing) borders, merger/division of communities, etc.) when the further implementation of a strategic plan is useless. Therefore, the process of strategic management of local development should be uninterrupted, so the completion of one cycle of planning should automatically assume adopting a new document, in which new possible scenarios of developing events, priorities of making efforts of all stakeholders on the territory, goals and tasks, which are necessary to attain/complete in future, will be written. In this case, similar in form, the task of actualization has a far more complex content, as this stage of strategic management of local development disposes characteristics of probable course of events which are de facto a bifurcation point for a territory that is a subject of management.

Now the ideas of territories development long-term planning are widespread in Ukraine. According to our research, almost all regions and districts, more than 2/3 of cities have already developed strategic plans for complex/social-economic/sustainable development and, at least formally, use the principles of strategic management in their activities. Currently, many of these strategic plans come up to the strategic planning cycle finish (completion of validity period, for which a strategic plan of local development was designed), that automatically

creates the necessity, in parallel with the revision of goals achievement level, defined in the previous document, of priorities rating for a self-governing territorial community for a new perspective.

Another reason for the need to revise community development strategies is the adoption in 2020 of new regional development strategies in Ukraine – the documents that serve as partial benchmarks for local development strategies (at least in terms of matching their goals).

As noted above, at this stage, the parties who are subjects of local self-government, find extremely difficult, considering strategic importance and originality of tasks, to review the city development strategic directions and goals, which should further play extremely important role and be priorities for stakeholders (primarily for the local self-government). Significant political, social, economic and demographic changes in Ukraine do not allow replicating the goals and directions of future self-governing local communities' development by establishing solely new indicators and parameters.

Strategic planning period, regardless of time frames in each case, is too long to make assumptions that key external environmental factors are invariable. Thus, drawing of the document where the priorities for long-term local development are defined, should provide complete cycle of environment analysis, strengths and weaknesses analysis, process execution logics forecasting for the nearest future and thereupon new strategic goals determination. It seems quite probable that desired city development direction may largely disharmonize with ideas, important in the previous period of strategic planning. Extremely great risk of such situation is present in the case of high external environment turbulence – a situation typical for the Ukraine today.

In this context, we consider bright example to be Korosten town – the administrative center of the subregion, major transportation hub, important regional and national processing industry center, the town with a long history.

In 1986 Korosten and the surrounding area were suffered in the result of the Chernobyl nuclear power plant accident that adversely affected its development. The city is the largest settlement on the territory affected by the accident that is legally

classified as a zone of guaranteed voluntary resettlement. The city industrial development was negatively affected by economic crisis in the 1990s and economy structural changes in the 2000s – a number of industrial enterprises, namely porcelain factory, woodworking plant, twisted products factory and others, went out of business [17].

Therefore, at the stage of city development priorities rating during the preparation of the first

Korosten Strategic Plan Development for 2006–2014 (hereinafter – Strategic Plan 2006) in 2003–2005 the specialists, directly engaged in the new document preparing process, faced a dilemma of ecological state improvement necessity and a wish to develop tourism industry by using memory about the town with health and recreation center for children and existing previously (it should be noted – quite limited) infrastructure (Fig. 1).

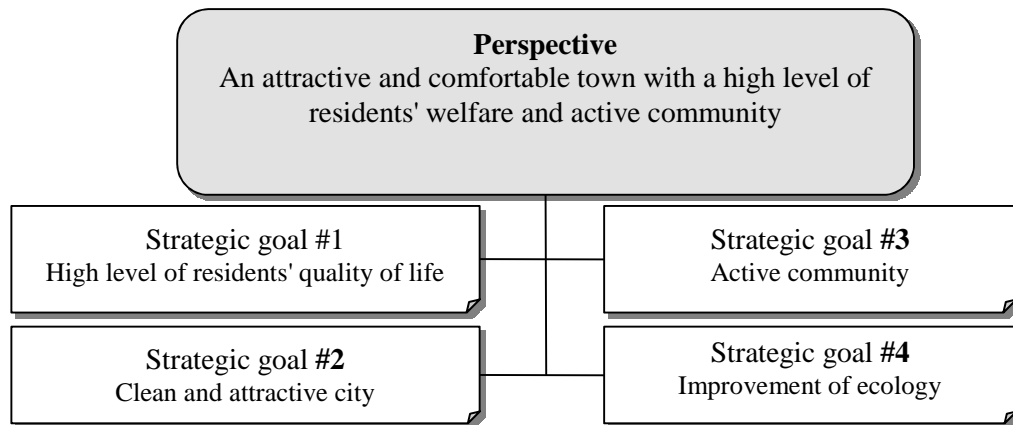


Fig. 1. Consolidated appearance of Korosten Development Strategic Plan goals-tree for 2006–2014
Source: [18]

An additional factor that influenced Korosten community current strategic choice was presented by the introduction of the first stage of the budget reform based on implementation of defined formula for cities of regional significance budget calculation and, related with this reform, local authorities specific expectations for the city budget possibilities to improve urban infrastructure and services.

The period from 2002 to 2004, when the Strategic Plan 2006 has been drawing, was marked by significant increase in GDP. Therefore, strategic priorities, as shown in Fig. 1, were focused on life quality improving, increasing of the city attractiveness for tourists and investors, community activity and improving of environmental situation.

However, in 2008 the world economy found itself in crisis, which affected the economy of Ukraine, by that time closely integrated into the world economy. This factor has influenced the economic possibilities of local governments, including Korosten, so many of Strategic Plan 2006 objectives remained unachieved.

At the beginning of Strategic Plan revision in 2014, the city already had experience in foreign

investors involving into new-created Korosten industrial park, some, maybe not systematic, experience in marketing activities (city popularization in Ukraine). For example, creation of one-of-a-kind historical sculpture garden with the figures associated with Korosten, initiation of potato pancake holiday as well as interesting innovations in the town management, including management services quality control system ISO 9000:2000, were introduced.

The situation accompanied the new strategic plan adoption was complicated by unfavorable external factors. That is why the stakeholders (coordinated by local authorities) started the inspection of the situation in main revision city life-support subsystems and the city's economic base. Finally, some of the goals identified in the Strategic Plan 2006 were fully or partially achieved by defined indicators. In particular, it concerns the local authorities efforts aimed at the local community activating, its feasible participation in decision making and implementation of the city development programs, increasing of the city residents' patriotism (Fig. 2, Fig. 3a).

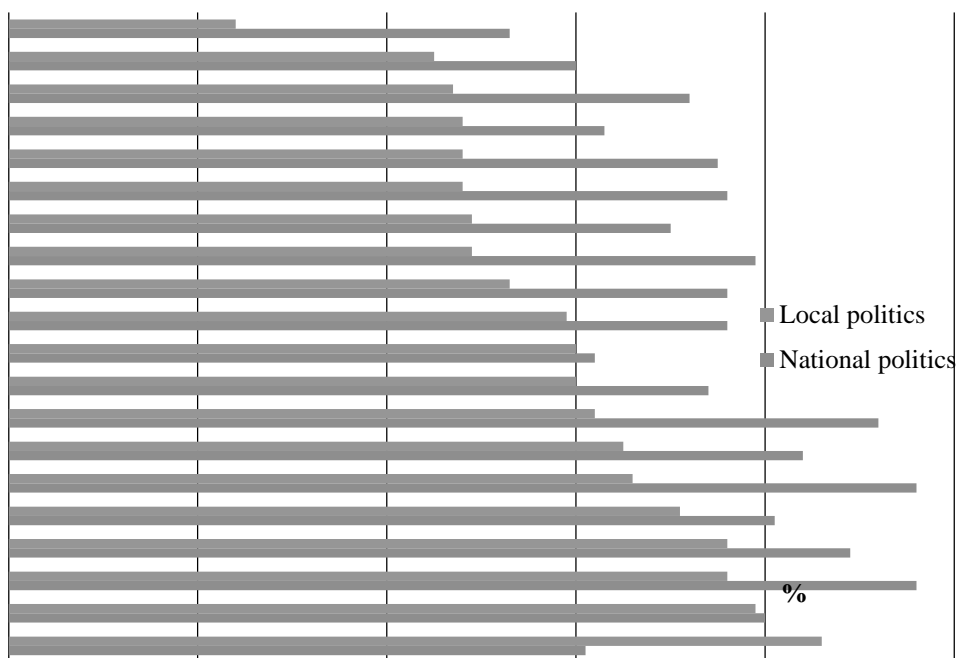


Fig. 2. The interest of selected cities' residents in various levels of politics

Source: [19]

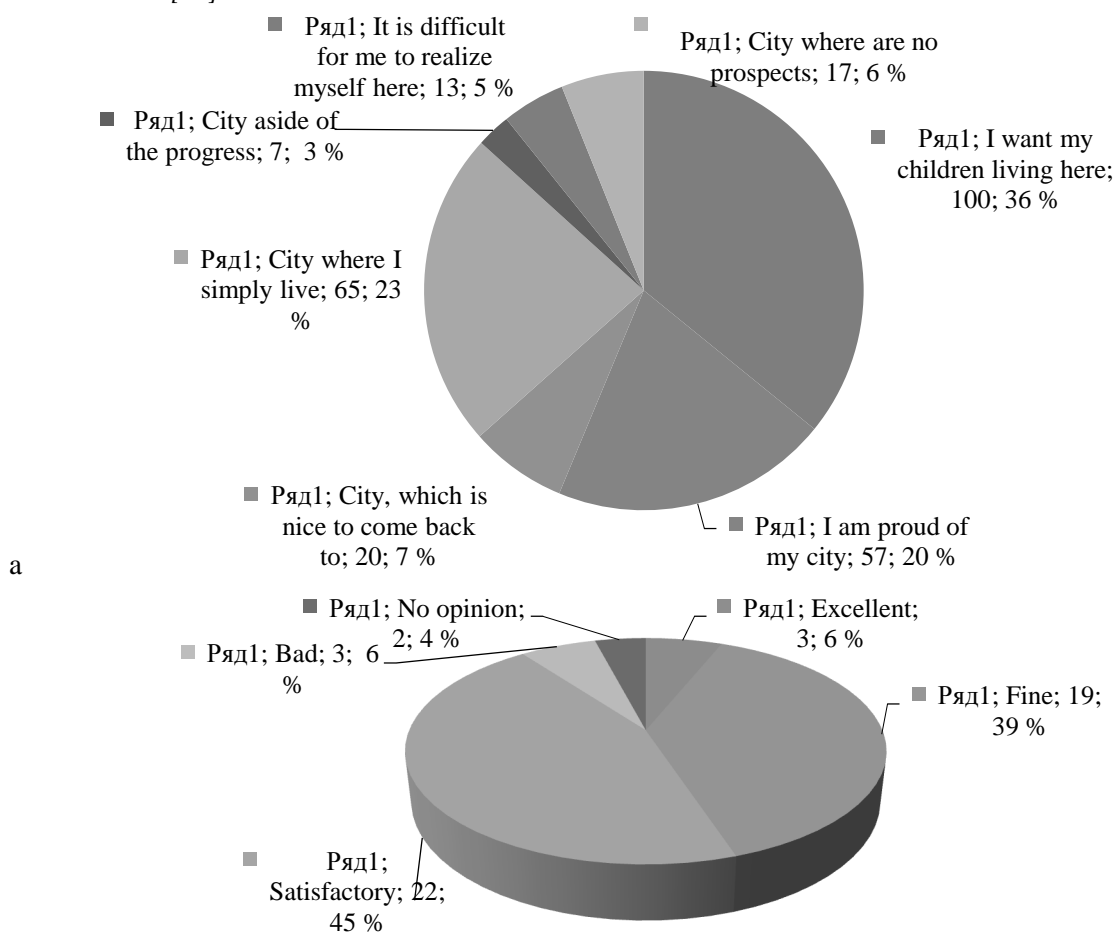


Fig. 3. Overall evaluation of the city as a place of residence (a) and as a place of doing business (b)
Source: own research

As we can see from Fig. 2, the results of comparative study, conducted by analytic center upon the Association of Cities of Ukraine request demonstrate the highest level of residents' engagement in local affairs, especially engagement in national rank challenges in Korosten. It can be affirmed that results represents an example of successful functioning of local authorities that managed, in spite of significant political tension in Ukraine, to convince residents that their lives depend on their own actions on local level.

The results of respondents questioning concerning the overall assessment of the city as a future place of their living, shown in Figure 3a, also confirm the specified thesis regarding the success in achieving of some identified in the Strategic Plan 2006 objectives: respondents' positive emotional attitude to Korosten appear to be the most popular among alternative variants of answers.

Effective internal communication system of the local self-government that provides transparency of its activities can be emphasized among the factors, promoting this success.

That is why the goal of creating an active community can be considered as achieved. Nevertheless complicated ecological situation in the city, competition for human resources with other cities (especially metropolitan cities like Kyiv) requires more support efforts from the local self-government aimed at creating / maintaining Korosten image of a city that is attractive for living. Moreover these efforts should be comprehensive and include activities directly connected with image as well as aimed at increasing environmental safety, improvement of socio-economic status of the residents.

The situation in case of the characteristics of the city as a place of doing business and the successful implementation of business initiatives is significantly different (Fig. 3b), which in return leads to increasing of the importance for local authorities to improve the perception of the city by this indicator. This statement finds further support in the evaluation of the major subsystems of city life the residents (Fig. 4).

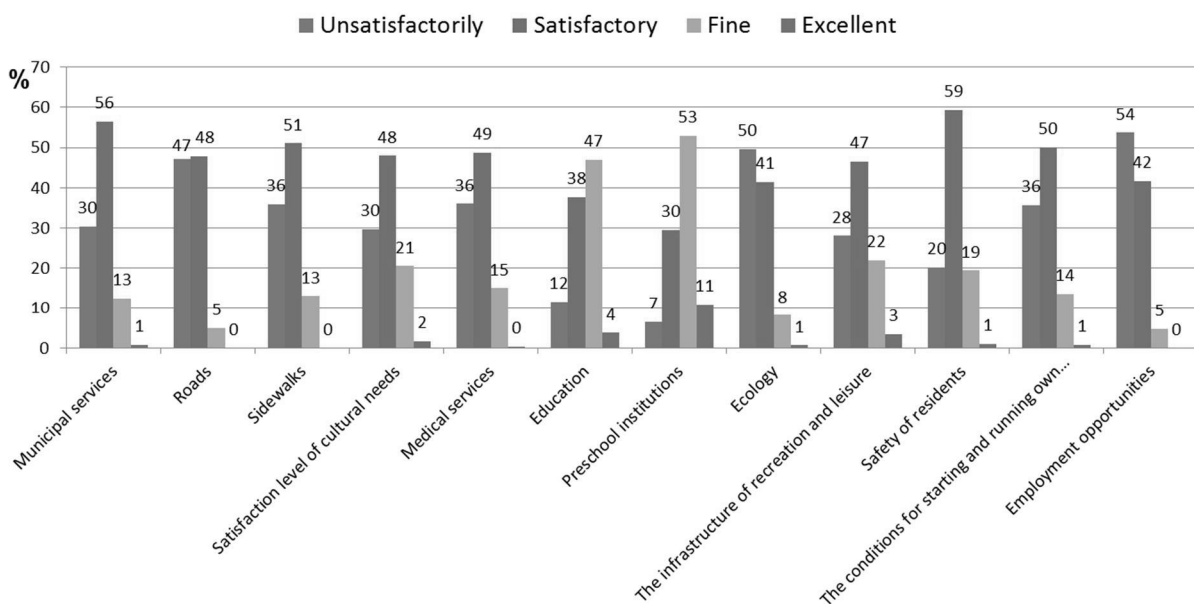


Fig. 4. Evaluation of the major subsystems of the city functioning (by the answers of the residents)

Source: own research

From the survey results presented in Fig. 4, the “painful points” in the Korosten city functional system are looming. Thus, priority gains the problems connected with economy, for research purposes formulated as “employability” and “conditions for starting and running your own

business.” Obviously, this serves as the basis for the rise of their importance rank in updated strategic plan. However, the level of educational services, operation of kindergartens cautiously got positive assessment, while during the design of the Strategic Plan 2006 [18] these areas received high

priority in the strategic goal “High level of residents' quality of life”.

Unsurprising the content of the conclusions of the evaluation by inhabitants of Korosten's development barriers (Fig. 5a) and major resources of the city (5b) coincides with the above-mentioned. The importance of such economic strategic issues as high unemployment and low presence of foreign investors in the local economy is emphasized. However, it is unconditionally positive that the city residents evaluated as the primary resources for of the city development the local entrepreneurial potential and an active community by itself. Conversely, they do not tend to expect ephemeral “assistance from the central government”. The inhabitants of Korosten do not

consider also as the primary resource for future development such passive by their nature assets as “free land” or “good geographical location” (Korosten is at the crossroad of three international transport corridors).

Analysis of Korosten's strengths and weaknesses, its external environment, in the context of the problems that to be resolved and opportunities that should be used to accelerate the development, served as informational and analytical foundation for the development new strategic plan of the city development. The consolidated appearance of Korosten Development Strategic Plan goals-tree for 2015–2025 is presented Fig. 6.

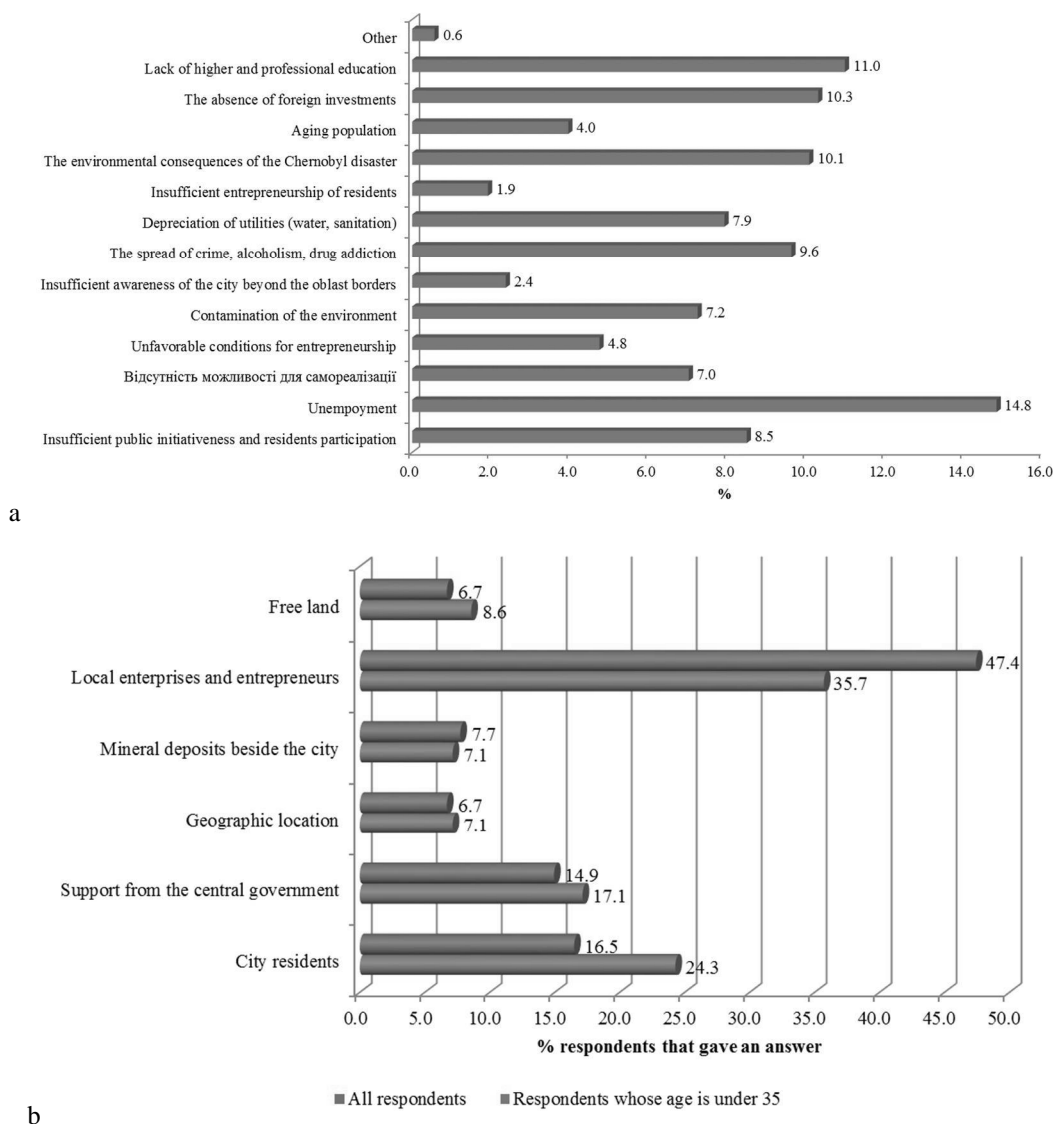


Fig. 5. Barriers (a) and basic resources (b) of the city development (by the answers of the residents)

Source: own research

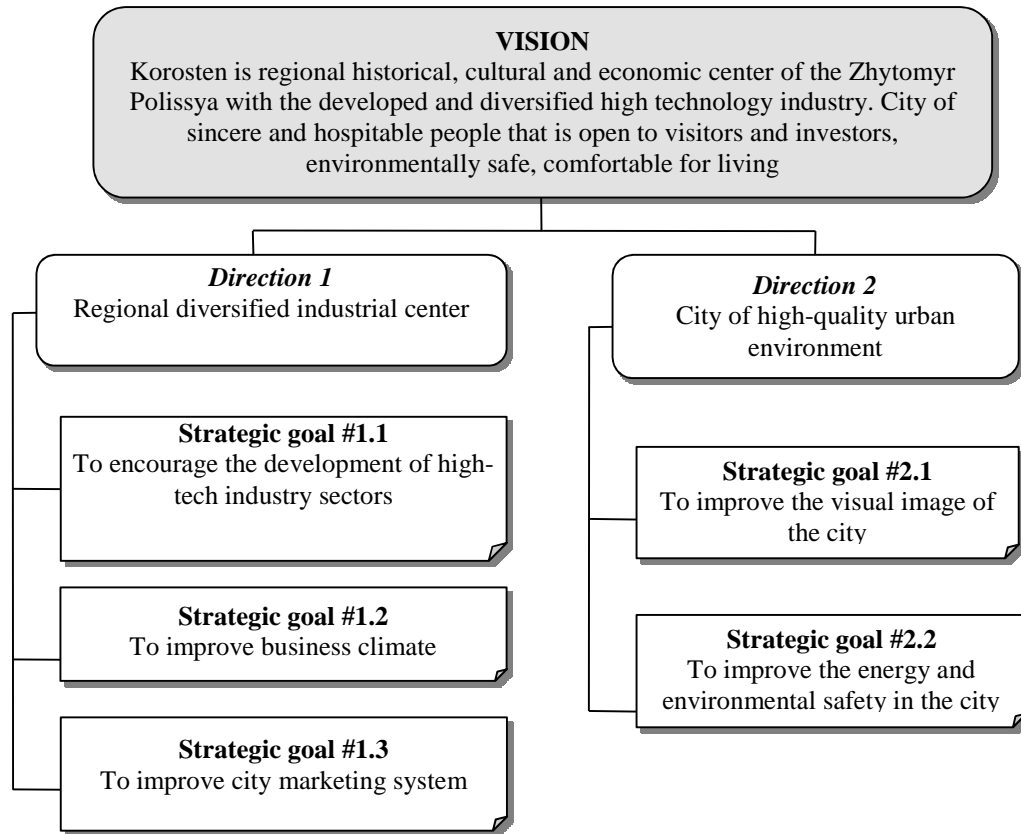


Fig. 6. Consolidated appearance of Korosten Development Strategic Plan goals-tree for 2015–2025
Source: [17]

According to the presented goals-tree the priorities of the new strategic plan are clearly looming:

- development of Korosten as an important regional industrial center with a diversified economic base;
- improvement of the urban environment (including issues of environmental and energy safety).

It is very important for the future implementation of a strategic plan of the city development to form and authorize an efficient team that will be responsible for the strategic plan implementation monitoring, will be capable of controlling the harmonization of other future local governments' operational plans, programs, and budgets with the strategic plan creating as well as will be courageous to propose necessary changes to the strategic plan of the city development. Our research of 25 strategic plans implementation in 2018 in Ukraine shows that practically none of these local governments does not possess such a team.

The conclusions and recommendations for further research

Ukrainian cities already have experience of their strategic development plans implementation. If the local self-government actually tried to implement the strategic plan during its validity, then this authority found its usefulness and will try to develop and implement a new strategic plan for the next period of time. Nevertheless significant changes that have occurred not only in our country but in the whole world in the last 5–10 years require deep rethinking of the priorities for practically all Ukrainian cities.

Developing of a new city development strategic plan should be based on an assessment of the progress of the city based on statistical indicators, the level of achievement of the previous strategic plan objectives and evaluation of the city development by its inhabitants and local entrepreneurs. The special attention should be paid to new opportunities and threats that have emerged since the development of the finished strategic plan.

The positive experience in implementing the strategic plan increases the chances that the new strategic plan will better meet local requirements, but the perception of the strategic plan by the new leadership of the city (in the studied case of Korosten, local authorities for the entire duration of the strategic plan implementation remained almost unchanged) requires further researches.

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