

Prokopa, Ihor V.

Article

Rural component of territorial communities in the context of their inclusive development

Economy and forecasting

Provided in Cooperation with:

ZBW OAS

Reference: Prokopa, Ihor V. (2022). Rural component of territorial communities in the context of their inclusive development. In: Economy and forecasting (1), S. 102 - 118.

<http://econ-forecast.org.ua/?>

[page_id=189&lang=uk&year=2022&issueno=1&begin_page=102&mode=get_art&flang=en](http://econ-forecast.org.ua/?page_id=189&lang=uk&year=2022&issueno=1&begin_page=102&mode=get_art&flang=en).

[doi:10.15407/econforecast2022.01.102](https://doi.org/10.15407/econforecast2022.01.102).

This Version is available at:

<http://hdl.handle.net/11159/12828>

Kontakt/Contact

ZBW – Leibniz-Informationszentrum Wirtschaft/Leibniz Information Centre for Economics

Düsternbrooker Weg 120

24105 Kiel (Germany)

E-Mail: [rights\[at\]zbw.eu](mailto:rights[at]zbw.eu)

<https://www.zbw.eu/>

Standard-Nutzungsbedingungen:

Dieses Dokument darf zu eigenen wissenschaftlichen Zwecken und zum Privatgebrauch gespeichert und kopiert werden. Sie dürfen dieses Dokument nicht für öffentliche oder kommerzielle Zwecke vervielfältigen, öffentlich ausstellen, aufführen, vertreiben oder anderweitig nutzen. Sofern für das Dokument eine Open-Content-Lizenz verwendet wurde, so gelten abweichend von diesen Nutzungsbedingungen die in der Lizenz gewährten Nutzungsrechte. Alle auf diesem Vorblatt angegebenen Informationen einschließlich der Rechteinformationen (z.B. Nennung einer Creative Commons Lizenz) wurden automatisch generiert und müssen durch Nutzer:innen vor einer Nachnutzung sorgfältig überprüft werden. Die Lizenzangaben stammen aus Publikationsmetadaten und können Fehler oder Ungenauigkeiten enthalten.

Terms of use:

This document may be saved and copied for your personal and scholarly purposes. You are not to copy it for public or commercial purposes, to exhibit the document in public, to perform, distribute or otherwise use the document in public. If the document is made available under a Creative Commons Licence you may exercise further usage rights as specified in the licence. All information provided on this publication cover sheet, including copyright details (e.g. indication of a Creative Commons license), was automatically generated and must be carefully reviewed by users prior to reuse. The license information is derived from publication metadata and may contain errors or inaccuracies.



<https://savearchive.zbw.eu/terms-of-use>



<https://doi.org/10.15407/econforecast.2022.01.102>

JEL: O18; Q18; R23

Ihor Prokopa¹

RURAL COMPONENT OF TERRITORIAL COMMUNITIES IN THE CONTEXT OF THEIR INCLUSIVE DEVELOPMENT

The article deals with assessing the place of rural settlements and rural population in territorial communities (TC) - the basic link of the modern administrative-territorial structure of Ukraine and highlighting the preconditions and guidelines of inclusive development of rural population in these communities. The author reveals the factors of TC formation that determined their present composition and structure. It is noted that in their creation the decisive role was played by the important values of the projected indicators of population number and area of the "affluent" community. As a result, more than 2/3 of rural settlements and 61% of the rural population joined the TCs with centers in urban settlements (towns and urban-type settlements). Many urban and semi-urban TCs unite too many villages, which gives reason to question their belonging to urban territorial units, and no other types. Using methodological approaches to the identification of rural areas in the EU, the author compiles a classification of Ukrainian territorial communities on a functional (rather than administrative) basis. In terms of population density, the author separates communities with urban and rural population, and in terms of the share of rural residents in the TC's total population – those with predominantly urban, mixed (urban-rural) and predominantly rural nature of their territories. The distribution of rural settlements and rural population by these types of communities is carried out. In terms of both indicators, the absolute majority of TCs are communities with rural, or mostly rural and rural-urban functional type of territories. The author emphasizes that territorial communities have the main responsibility for the development of their territories and, consequently, for the inclusive development of their rural communities, and that the authorities should assist them in promoting such development by implementing

¹ **Prokopa, Ihor Vasyliovych** – Doctor of Economics, Prof., Corresponding Member NAAS of Ukraine, Chief Researcher, Department of Economics and Policy of Agrarian Reforms, State Institution "Institute for Economics and Forecasting, NAS of Ukraine" (26, Panasa Mirnyho str., Kyiv, 01011, Ukraine), ORCID: 0000-0002-3681-2655, e-mail: iprokopa@ukr.net



various public policies, especially agricultural and regional ones. This includes, first of all, intensifying support for family and commercial farms, especially in small and peripheral villages, improving rural infrastructure, as well as unbundling TCs with a very large number of rural settlements and assisting new communities in their independent functioning².

Keywords: territorial communities, rural population, rural settlements, inclusive development, identification of rural areas

In the process of local government reforms in Ukraine, a basic link (basis) of the state's administrative-territorial structure was formed - a network of urban, semi-urban (township) and rural territorial communities. With few exceptions, each territorial community (TC) included a large number of rural settlements. Under such circumstances, the development of TCs on the basis of inclusiveness requires special attention and special measures in order to create favorable conditions for inhabitants of rural settlements to participate in all areas of society, to have real access to their management as well as to their resources and the benefits from their use. This necessitates improvements in rural development regulation, both at the state level and at the level of territorial communities, which is related to the assessment of the "rurality" of TCs (classification according to the functional nature of their territories) and, therefore, to the scientific solution of relevant tasks.

Research review. The article deals with issues belonging to different scientific fields, in each of which there are significant achievements. The formation and functioning of territorial communities as a basic unit of Ukraine's administrative and territorial structure are the subject of scientific works, whose authors are V. Kravtsiv, A. Pavlyuk, A. Tkachuk, Yu. Hanushchak, P. Zhuk, V. Borshchevskyi and many others. Issues of identification of rural areas are considered in the publications of O. Baranovskyi, T. Zinchuk, M. Malik, V. Prushkivskyi, O. Pavlov, I. SSoronyanska, N. Khomyuk, and those of inclusive development – in the works by I. Bobukh, O. Borodina, A. Hrytsenko, O. Zadoi, I. Mantsurova and others. Within the framework of the above-listed directions, the authors reveal the theoretical and applied problems relevant to them and offer their solutions, including the solution of certain problems of rural society. At the same time, the situation of rural communities in territorial communities, challenges, opportunities and

² The publication was prepared within the research project on "Inclusiveness of rural community development in the process of decentralization" (State Registration No 0120U100815).

ways of their inclusive development have not been sufficiently studied so far.

The aim of the article is to identify the distribution of rural settlements and rural population among the territorial communities created in the process of reforming local self-government in Ukraine, to define on this basis the rural component of the basic level of the modern administrative-territorial structure of the country and to outline the guidelines of inclusive development of rural communities in the territorial communities.

Research methodology. The applied methods include: generalization (when characterizing the conditions and consequences of the formation of a network of territorial communities, reviewing methodological approaches to the definition of functional types of territories, and assessing the place of rural areas in strategies and plans for national economic development); abstract and logical methods (when choosing criteria for the identification of rural areas at TC level); grouping and systematization (when determining the distribution of rural settlements and rural population by administrative and functional types of TCs); and analysis and synthesis (when substantiating the directions of implementing agrarian and regional policies that promote the inclusive development of rural communities in territorial communities). Based on the materials of the official web portal of the Verkhovna Rada of Ukraine and the website "Decentralization" on the administrative-territorial structure of Ukraine, the list of settlements included in the territorial communities, the area and the number of their population (including rural) posted on the Internet, a database on each TC as of early 2021 was formed (later data on the number of rural population in the communities on the website "Decentralization" was withdrawn). Using it, the distribution of villages and rural population among the TCs and the population density indicators as well as the share of rural population in the total population for each community, necessary for the identification of rural areas, were determined.

Presenting main material. In 2020, the Government of Ukraine approved a new administrative-territorial structure of the basic level consisting of 1,469 territorial communities, which covered the entire territory of the country except for the temporarily occupied Autonomous Republic of Crimea. The formation of these communities took place initially through the voluntary association of neighboring city, township and village councils, and at the final stage through the creation of united



communities (based on those councils that did not unite) by government decision. The association should take into account: the ability of local governments to address issues within their competence; historical, geographical, socio-economic, natural and other features of the development of administrative-territorial units, their financial support, etc. The determining factor for the creation of united territorial communities was their *affluence*, the level of which was preliminarily assessed according to five criteria: the number of permanent residents in the community; the number of students in general secondary education institutions; the area of the territory; the fiscal capacity index; and the share of local taxes and fees in the budget revenues of the affluent territorial community [1].

In determining the capacity level, each criterion formally had the same share of influence, but in fact the most important of them were the population size and the area of the community - the other three depended to a greater or lesser extent on the first two. An important role was also played by the sequence of determining the administrative centers of affluent TCs established by the Methodology: 1) cities of oblast significance and settlements - administrative area centers; 2) settlements (villages, townships, towns) that previously had the status of administrative area centers; 3) other settlements (villages, townships, towns) whose territory is not covered by the accessibility zones of potential administrative area centers identified in sub-items 1 and 2. The accessibility zones of administrative centers should be defined taking into account access to public services in the respective areas (in particular, ambulance and fire engine arrival times, which should not exceed 20 minutes), but according to specific circumstances this requirement in some cases might not be respected.

The earlier mentioned points significantly contributed to the fact that territorial communities with administrative centers in urban settlements – cities/towns and townships predominate the administrative-territorial structure of the basic level. The largest number of rural settlements - more than 35% - is concentrated in the township TCs, urban settlements account for 33.5% and rural settlements – for 31.3%. As far as rural residents are concerned, 38.7% live in rural territorial communities; urban TCs account for 32.9% and township ones for 28.4% of the rural population. The average population per rural settlement in rural TCs is 580, in urban TCs it is 462, and in township TCs it is 380: this means that urban and township TCs included more small (sparsely populated) villages than rural ones. The

largest villages in their localities themselves became the centers of territorial communities [2].

On average, there are 19 rural settlements per one territorial community in Ukraine, including 24 in urban TCs, 22 in township TCs and 13 in rural TCs. A grouping of communities by the number of rural settlements shows that 259 of them (18%) have 26-50 settlements and 72 (5.0%) have more than 50 rural settlements. They comprise 13,700 rural settlements (51.1% of the total) with a population of 4.4 million, or 34.8% of the total rural population. Communities with a large (26-50) and extra-large (over 50) number of villages are mainly TCs, whose central settlements are cities/towns and townships; among rural communities they account for only 7.6% (47 communities). In *urban* TCs, the share of large and ultra-large communities reaches 36%, with 70.5% of rural settlements and 55.7% of the rural population in this administrative type of territorial units concentrated in them. In *township* TCs, the figures are 34 per cent, 61.2 per cent and 45.2 per cent, respectively. This indicates that some urban and township TCs are in fact territorial formations (territories) of types other than urban. This, in turn, makes it necessary to distinguish communities not only by the status of their administrative centers, but also by the functional nature of the territories.

The globally available methodological approaches to determining the functional type of territories are fully disclosed in the publications [3-5]. Typologization is usually carried out for territories, which are close in size to the third level of the European statistical nomenclature of territorial units NUTS 3 - territorial entities with a population of 150-800 thousand people (corresponding to the level TL 3 of the OECD territorial classification) as well as administrative units at LAU level 2 - settlements and municipalities.

EU region typology methodologies for NUTS level 3 (TL 3) territories are developed by both Eurostat and the OECD. They envisage a division of regions into predominantly urban, mixed (urban-rural) and predominantly rural areas according to different proportions of the population living in urban and rural areas. The Eurostat methodology first divides NUTS level 3 regions into 1 km squares and determines their population density. If the population density in a square exceeds 300 people per square kilometer, a group (unit) of the eight adjacent squares is allocated. If this unit has at least 5,000 inhabitants and population density exceeds 300 persons per square kilometer, it is considered an urban area; units that do not meet the above requirements are classified as rural. At the



second stage, based on the ratio of residents of urban and rural units, the functional type of the region is determined: predominantly rural - with a share of residents of rural units over 50%; mixed - with a share of these residents of 20-50%; and predominantly urban - with a share of residents of rural units less than 20%. Some additional criteria are also taken into account, in particular, there are cities with the number of residents over 500 thousand people (when clarifying the division "predominantly urban - mixed" areas) and with the number of residents over 200 thousand people (when clarifying the division "mixed - predominantly rural" areas) [6, c. 14-20]. The OECD methodology for TL 3 regions is similar, but it does not provide for a preliminary breakdown of their territories into 1x1 km squares.

In Ukraine, there was an attempt to use the European experience of identification of functional types of regions at NUTS 3 level for the typology of territories of former administrative districts (before their elimination in 2020) [7], although not all of the latter met the conditions of this level. Obviously, it can be used in solving a similar task at the level of newly formed districts, but this issue requires separate consideration. At the same time, it is advisable to use it to assess the rural component (and, finally, to specify the functional type) of urban and township territorial communities in terms of population density and the share of rural residents in them.

Territorial communities in Ukraine belong to LAU level 2, although in a small proportion of them - mainly in regional centers and large cities with nearby settlements - the number of inhabitants exceeds 150,000. According to OECD LAU level 2 methodology, an administrative unit is classified as rural if the population density on its territory is less than 150 persons per square kilometer; if higher, it is considered urban. In Ukraine, more than 89% of territorial communities have a population density of less than 150 persons per square km, so the functional nature of their territories should be recognized as rural according to the OECD methodology. Among rural TCs, the share of communities with a rural functional character of territories according to this methodology is 98%, among township communities - 97% and among urban communities - 67%.

Researchers note that a significant drawback of the above approach to the division of territories into urban and rural ones is the failure to take into account the unevenness of settlement of the country's territory. Such unevenness is characteristic of Ukraine as well, which determines the level and explains the specificity of the above indicators. Thus, less than a third of *urban* territorial communities belong to the base level administrative-



territorial units with urban functional character of territories (density of inhabitants over 150 people per 1 square km). These mainly include those TCs that are established only on the basis of the city without other settlements or formed as part of regional centers and other large cities and adjacent villages and towns (Dnipropetrovsk, Donetsk, Kyiv, Kharkiv and other regions) or urban communities of densely populated areas (Transcarpathian, Lviv, Odesa regions). On the other hand, in 33% of urban TCs the population density does not reach 50 people and in 26% it is between 50-100 people per square km.

As for *rural* territorial communities, in 78% of them the density of inhabitants did not exceed 50 people per square km in 2021, including in 47% it was less than 25 people. The regions with a high prevalence of rural (as well as township) TCs with a density of inhabitants up to 25 people per square km are Dnipropetrovsk, Donetsk, Zaporizhzhia, Kirovohrad, Lugansk, Sumy, Kharkiv, Kherson, and Chernihiv regions. At the same time, in 16 TCs with the administrative center in rural settlements the density of inhabitants exceeds 150 persons per 1 square km. In other words, according to the OECD methodological approach, the functional character of their territories is characterized as urban. These include Transcarpathian and Lviv regions with four such communities in each, Kyiv region with three, Ivano-Frankivsk and Odesa regions with two in each and Chernivtsi region with one. Among the *township* territorial communities, the absolute majority of whose territories are of rural functional type, 76% have density of inhabitants up to 50, including 36% - less than 25 people per square km. And only 14 township territorial communities (four each in Transcarpathian and Kharkiv regions and three each in Kyiv and Odesa regions), according to the OECD methodology, are classified as urban administrative-territorial formations, since their population density exceeds 150 persons per 1 square km.

The distribution of territorial communities according to the share of rural inhabitants in their population is somewhat different: up to 20% - with predominantly urban functional character, 20.1-50.0% - mixed (urban-rural) and over 50% - with predominantly rural functional character of territories. Since all (with a few exceptions) rural TCs have 100% of rural population, corresponding calculations are done for urban and township communities (Table 1).

Table 1

Urban and township territorial communities with different proportions of rural population within them

Indicator	Urban communities		Township communities	
	quantity	%	quantity	%
Total territorial communities including with a share of the rural population:	380	100.0	433	100.0
– up to 20%	136	35.8	21	4.8
– 20.1–50.0%	122	32.1	97	22.4
– over 50%	122	32.1	315	72.8
Number of rural settlements, <i>units</i> , including in TCs with a share of rural population:	8979	100.0	9416	100.0
– up to 20%				
– 20.1–50.0%	1139	12.7	74	0.8
– over 50%	3370	37.5	1460	15.5
	4470	49.8	7882	83.7
Number of rural residents, <i>ths of people</i> , including in TCs with a share of rural population:	4144.8	100.0	3579.1	100.0
– up to 20%	570.7	13.8	30.9	0.9
– 20.1–50.0%	1351.7	32.6	454.5	12.7
– over 50%	2222.4	53.6	3093.7	86.4

Source: calculated according to the official web portal of the Verkhovna Rada of Ukraine and the Decentralization Web. URL: <https://decentralization.gov.ua/newgromada>

As can be seen from Table 1, in terms of the share of rural population in TCs, 35.8% of the communities with the administrative center in cities *by the functional nature of their territory* can be classified as predominantly urban, 32.1% as mixed and 32.1% as predominantly rural. It is natural that the largest number of rural settlements (49.8%) and rural residents (53.6%) of all these TCs are concentrated in the communities with predominantly rural character of territories. About a third of the rural population and no more than a third of the villages included in urban TCs are in communities with a mixed character, and only 14 and 13 per cent, respectively, are in communities with a predominantly urban character. It is noteworthy that only 28 out of 136 urban TCs with a predominantly urban character have no villages and therefore no rural population.

Among the township communities, only 4.8% are such where the rural population share in their total population does not exceed 20%, in other words, their areas are predominantly urban. They account for only 0.8% of the villages and 0.9% of the rural population of all township TCs. Much



more (22.4%) of township TCs are mixed communities with a lower (than 22.4%) shares of villages and rural population in all township TCs. The main part of township TCs are areas with a predominantly rural functional character with 84% of villages and over 86% of the rural population of all township territorial communities.

As it was already noted, most urban and township TCs have a large (26-50) and extra-large (over 50) number of rural settlements within them. These are mostly communities with a predominantly rural functional character of territories. Of the 148 township communities with 26 or more rural settlements, 87% are territories with predominantly rural, and 13% - with mixed functional nature. Of the 136 urban TCs with a large and extra-large number of villages, 58% are territories with a predominantly rural character, 38% with a mixed character and 4% with a predominantly urban character. An example is the Poltava urban territorial community, which included 55 villages.

The separation of urban and township communities with different types of their territories makes it possible to characterize the functional nature of the current administrative-territorial units of the basic level. Taking into account the fact that the territories of rural TCs are rural, the share of all territorial communities with predominantly rural functional type of their territories reaches almost 74%. These communities contain 77.5% of rural settlements and 80.9% of the rural population. The share of TCs with a mixed (urban-rural) type of territories is 15%, and of those with a predominantly urban type - 11% of their total number. They account for 18.0% and 4.5% of rural settlements and 14.3% and 4.8% of the rural population (Table 2).

Table 2

The distribution of rural settlements and rural population by functional type of territorial community

Indicator	All TCs	Including functional type of area		
		predominantly urban	mixed	predominantly rural
The number of TCs, <i>units</i> :				
– urban	380	136	122	122
– township	433	21	97	315
– rural	625	-	-	625
Total	1438	157	219	1062
in %	100.0	10.9	15.2	73.9



Table 2 (continued)

The distribution among communities with different functional type:				
– rural settlements, %	100.0	4.5	18.0	77.5
– rural population, %	100.0	4.8	14.3	80.9
The share of rural population in the total number of inhabitants, %	35,8	3,5	35,5	78,2
The number of inhabitants per village, <i>persons</i>	470	496	374	491

Source: calculated according to the official web portal of the Verkhovna Rada of Ukraine and the Decentralization Web. URL: <https://decentralization.gov.ua/newgromada>

The need to identify the rural component of the territorial communities is due to the fact that the communities have the main responsibility for the development of their territories and, therefore, through them the measures of different types of public policy to regulate this development should be implemented, in particular, as regards its inclusiveness. The development of rural areas is one of the goals of the regional and agrarian policy of the state, and their specifics should be taken into account in the budgetary policy, in the social sphere, in the engineering infrastructure, etc. At the same time, the focus should not be on the administrative type of TCs, but on the functional nature of their territories. For its part, the preservation of rural settlements, including the smallest and most remote ones, the involvement of their inhabitants (rural communities) in the economic, social and socio-political spheres should become one of the most significant directions of inclusive development for all territorial communities - rural, township and urban ones. Unfortunately, the achievement of this goal, despite its declaration in individual documents, is not given sufficient attention at both the state and local levels.

Ukraine's state strategy for regional development for 2021-2027 identifies two areas related to rural areas as part of the operational objective "Conservation of the natural environment and sustainable use of natural resources and enhancing the development opportunities of areas requiring state support (macro- and micro-level)". One of them is *Rural development*. It contains a list of 17 tasks, some of which can be interpreted as indirect, while others are directly aimed at the preservation and development of rural communities. The latter measures are "Encouraging the development of small and medium-sized enterprises in rural areas, especially remote and low-density areas..." and "Creating conditions to stimulate the resettlement to rural areas of urban residents who plan to start entrepreneurial activities".

In the direction of *Counteracting crises in areas with special development problems*, there are eight tasks that apply to all problem areas, including the rural ones. "The introduction of state support for the resettlement of families in low-density areas" is aimed at improving the demographic composition of rural communities [8].

At the same time, the implementation of these objectives seems to be delayed. At least, the Action Plan for 2021-2023 to implement the State Strategy of Regional Development, approved by the Cabinet of Ministers of Ukraine, within the framework of the abovementioned operational objective, refers only to the improvement of legislation to support farms, legal conditions for rural tourism development and the creation of prerequisites for the adoption and implementation of programs for the development of problem areas [9].

As part of shaping and implementing agrarian policy, the authorities adopted regulations on rural development [10, 11]. One of these aspects is mentioned in the Draft Concept of Rural Development until 2030, which was made available for public discussion by the Ministry of Economic Development, Trade and Agriculture of Ukraine [12], though in a somewhat dubious context. One of the ways of solving the existing problems of the village is defined as "the formation of an optimal rural settlement network and improvement of population reproduction in the village". Since the notion of "network optimization" is generally understood as its reduction, this targeting can be interpreted as a return to one practice of singling out "unpromising" villages and promoting their self-destruction, which contradicts the essence of inclusive development. Unfortunately, even at the level of territorial communities, the objectives of inclusive development, especially for the inhabitants of small and peripheral rural settlements, are not given the attention they deserve.

The determining influence of agrarian policy on the inclusive development of rural communities is explained by the fact that not only the improvement of their life quality, but also their preservation is closely linked to the balance in the agrarian sector between the two technological types of agriculture - industrialized and counterbalanced. Researchers warn that the industrialized type of farming leads to collision with the settlement network and leads either to the elimination of villages through planned settlement adjustments, or to unplanned but actual degradation of natural landscape and health qualities of the environment and urbanization of the village [13, pp. 26-35]. The basis of balanced (ecological) agricultural production is family farms and private farms. Their size has a limit to



growth, prevents over-concentration of land, and hence causes the dispersal of farms and the preservation of settlements in rural areas.

Thus, the creation of conditions for the spread of peasant farming will facilitate the inclusive development of territorial communities with rural population. This requires a reset of state agrarian policy: it must include the implementation of appropriate measures at both state and local levels.

In terms of national measures, first of all, the provisions of the Law of Ukraine "On farming" regarding the assistance from the state budget should be implemented: to newly established farms in labor-scarce (sparsely populated, peripheral) villages; to settlers establishing farms in such villages; to farms with isolated homesteads. Additional incentives could include special support for young farm managers, small farms engaged in organic production, etc. The access of economic entities in these villages to market infrastructure facilities, and of their inhabitants to public and advisory services should be radically improved, which requires substantial modernization of the road transport network.

In fact, it is about creating favorable conditions and encouraging inhabitants of small and peripheral villages to farm land at their place of residence, as well as voluntary resettlement to such villages of persons (families) who would like to organize farming activities. With regard to the latter, initiatives, promotion and dissemination of the experience of those communities that attract migrants to their villages for the purpose of both family farming and other activities should be supported [14, 15]. However, in order for such initiatives to be implemented and experience to spread, they must be supported by the state efforts discussed above, as well as by preferences for small agricultural producers in access to land resources. In this regard, in the process of improving the legislation on the market turnover of agricultural land, it is necessary to provide for the preferential right to acquire land plots for Ukrainian citizens who live in the territory where these plots are located or at a short distance from them.

Strengthening the impact of regional policies on inclusive development in rural communities is linked to improved regulation of the basic level of administrative-territorial structure in such areas.

- The subdivision of super-large and large territorial communities and the separation of one or more new rural territorial communities from their composition. The administrative grouping of a large number of TCs into one community is considered by specialists as one of the mistakes of the final stage of formation of the network of administrative-territorial units at the basic level [16]. The subdivision of TCs will mean the correction of this

mistake. At the same time, it is advisable to adjust the requirements to the parameters of the subdivided communities and to provide assistance in achieving the established eligibility criteria.

- Restoration of the subvention from the state budget to local budgets to support the development of territorial communities and improve the procedure for its allocation. It is advisable to retain the approach according to which the amount of subsidy is determined according to the size of the community territory and the number of its rural population and to supplement the formula for calculating this amount with the number of residents of villages with difficult access to service delivery centers (small and peripheral ones etc.) [17, pp. 170-172, 210-211]. It is advisable to direct the subsidy exclusively to support projects related to the preservation of rural communities and improvement of their quality of life.

- The improvement of the institution of village chief and increasing the role of administrative districts in the inclusive development of territorial communities. The institution of village chief has a defining role in the involvement of rural communities in the economic, social and socio-political development of communities, therefore the headmen should be integrated as much as possible, firstly in the life of their administrative district and secondly in the local self-government bodies of a TC.

Conclusions

One of the tasks of territorial communities, which as a result of the local government reform becomes a basis of the administrative-territorial structure of Ukraine, is to create proper conditions for residents of all their settlements, especially small and peripheral villages, to realize their economic interests and to meet their social and socio-political needs without changing their place of residence. This requires ensuring the inclusive development of society, in which none of its settlements will be left behind. The particular relevance of the mentioned task is due to the fact that in Ukraine the tendency to reduce the rural settlement network that developed in previous historical periods persists, and a significant part of territorial communities include too many rural settlements.

Among the current base-level administrative-territorial units, the majority (more than 56%) are territorial communities with administrative centers in urban settlements: cities/towns and urban-type townships. They include more than 2/3 of the rural settlements and more than 61% of the rural population. At the same time, according to the functional nature of the territories, defined using European approaches, almost 74% of the TCs are



predominantly rural areas, 15% are mixed rural-urban areas and only 11% are predominantly urban types. Communities with predominantly rural and mixed types of territories cover more than 95% of rural settlements and rural population. Consequently, the basic level of the administrative-territorial structure of Ukraine is an area of predominantly rural functional character, so inclusive rural development should receive increased attention from both state authorities and local self-government.

The preservation of rural communities and the improvement of their quality of life as a guideline of inclusive development of territorial communities, in addition to directing the activities of the communities themselves, requires active assistance in various public policies, such as agricultural and regional ones. As far as the agrarian policy is concerned, it is related to the enforcement of the provisions of existing regulations and the introduction of new measures to support peasant farming, especially in small and peripheral villages. In terms of regional policy, it is important to improve the structural composition of territorial communities (including the reduction of TCs with a very large number of villages), restore and streamline the use of subsidies from the state budget to local budgets in order to support the development of TCs and enhance the role of village chiefs' districts in ensuring the inclusive development of territorial communities.

P.S. of 03.04.2022.

As the article was written before the Russian attack on Ukraine, this fact could not be taken into account in covering the issues raised in it. From today's perspective, the following facts can be noted. Military action and its consequences will cause tangible changes in the size and structure (including rural distribution) of territorial communities. At the same time, the presence of a significant part of the rural TCs and a significant part of rural component in the urban and township TCs will obviously have a positive impact on the sustainability of the functioning of the basic level of this country's administrative-territorial structure under martial law. Thus, if an urban TC that is located in a war zone has a certain number of villages, including small and remote ones (usually with vacant dwellings), one can use their resource potential to disperse the population, organize agricultural production for food self-sufficiency, etc. However, in a TC with too many settlements, these advantages will be offset by the complexity of communication between representatives of different authorities and organizations and their inhabitants. In safer regions, rural settlements may become a place of refuge for temporarily displaced persons. The harsh

reality of the present time will confirm or refute these assumptions, but its lessons should be taken into account when improving the network of territorial communities in the post-war period.

References

1. Resolution of the Cabinet of Ministers of Ukraine "On Approval of the Methodology for the Formation of Captive Territorial Communities" dated 08.04.2015 No. 214. Retrieved from <https://zakon.rada.gov.ua/laws/show/214-2015-%D0%BF#Text> [in Ukrainian].
2. Borodina, O.M., Prokopa, I.V., Fraier, O.V. (2021). The assessment of rural communities' inclusiveness within territorial communities: the case of Lokachynska TC. *Ukr. socium – Ukrainian society*, 4, 85-96. <https://doi.org/10.15407/socium2021.04.085> [in Ukrainian].
3. Milbert, A. Typing city - a rural area for monitoring of urban and rural regions of Germany. Retrieved from <https://drive.google.com/file/d/1eaQcW81iu41wbj7Dd20hgEHmI-E9MSyN/view> [in Ukrainian].
4. Borawska, M. Obszary wiejskie w statystyce publicznej. Retrieved from http://rocznikikae.sgh.waw.pl/p/roczniki_kae_z44_20.pdf [in Polish].
5. Storoniants'ka, I.Z., Patyts'ka, Kh.O. (2020). Methodological approaches to the identification of rural areas: world practice. *Ekonomika APK – Economics of the agro-industrial complex*, 5, 97-107. <https://doi.org/10.32317/2221-1055.202005097> [in Ukrainian].
6. Kowalka, E., Klimanek, T. (2015). Obszary wiejskie wojewodstwa wielkopolskiego i ich mieszkancy. Urzad Statystyczny w Poznaniu. Poznan. Retrieved from <https://docplayer.pl/19455506-Ewa-kowalka-tomasz-klimanek.html> [in Polish].
7. Storoniants'ka, I.Z. (Ed.) (2020). Functional types of territories as an object of state regional policy: methodical approaches to identification. Lviv. Retrieved from <https://ird.gov.ua/irdp/020200041.pdf> [in Ukrainian].
8. State Strategy for Regional Development for 2021-2027. Retrieved from <https://zakon.rada.gov.ua/laws/show/695-2020-%D0%BF#Text> [in Ukrainian].
9. Some issues of realization in 2021-2023 of the State Regional Development Strategy for 2021-2027. The Order of the Cabinet of Ministers of Ukraine dated May 12, 2021, No. 497. Retrieved from <https://zakon.rada.gov.ua/laws/show/497-2021-%D1%80#Text> [in Ukrainian].
10. The concept of the State Target Program of Sustainable Development of Rural Territories for the period up to 2020. Approved by the order of the Cabinet of Ministers of Ukraine dated February 3, 2010 No.121- r. Retrieved from <https://www.kmu.gov.ua/npas/243284431> [in Ukrainian].
11. On approval of the concept of development of rural areas. Order of the Cabinet of Ministers of Ukraine dated September 23, 2015 No. 995-r.



Retrieved from <https://zakon.rada.gov.ua/laws/show/995-2015-%D1%80#Text> [in Ukrainian].

12. Project of the Order of the Cabinet of Ministers of Ukraine "On Approval of the Concept of Rural Development by 2030". Retrieved from [https://www.me.gov.ua/Documents/Detail?lang=uk-UA&id=a707d9ff-0c4b-4b8b-8d84-](https://www.me.gov.ua/Documents/Detail?lang=uk-UA&id=a707d9ff-0c4b-4b8b-8d84-3f9a994ee729&title=ProektRozporiadzhenniaKabinetuMinistrivUkraini-proSkhvale)

3f9a994ee729&title=ProektRozporiadzhenniaKabinetuMinistrivUkraini-proSkhvale [in Ukrainian].

13. Kowicki, M. (1997). *Wies przyslosci jako alternatywa osadnictwa miasta*. Politehnika Krakowska im. Tadeusza Kosciuszki. Krakow. URL: Kowicki M. – *Wies Przyslosci*. pdf (SECURED) [in Polish].

14. Come to us to live (2021, Feb. 24). *Ridne selo – Home village*, 4 (221). <https://doi.org/10.2307/j.ctv23985hj.13> [in Ukrainian].

15. Free houses as a bonus for the revival of the village. Vinnytsia region is invited to live migrants and large families. Retrieved from <https://www.vinnitsa.info/news/bezplatni-khaty-yak-bonus-za-vidrozhennya-sela-na-vinnychchyni-zaproshuyut-zhyty-pereselentsiv-ta-bahatoditni-rodyny-foto.html> [in Ukrainian].

16. Tkachuk, A. Black Cat Decentralization. Retrieved from <https://zn.ua/ukr/internal/chorna-kishka-detsentralizatsiji.html> [in Ukrainian].

17. Borodina, O.M. (Ed.) (2021). Justice in access to land resources and benefits from their use in rural areas. In *Spatial justice in land use and sustainable rural development*: in 2 books. Institute for economics and forecasting, NAS of Ukraine. Kyiv. Retrieved from <http://ief.org.ua/docs/mg/350.pdf> [in Ukrainian].

Received 12.02.22.

Reviewed 18.02.22.

Signed for print 03.08.22.

Ігор Прокопа³

СІЛЬСЬКА СКЛАДОВА ТЕРИТОРІАЛЬНИХ ГРОМАД У КОНТЕКСТІ ЇХ ІНКЛЮЗИВНОГО РОЗВИТКУ

Стаття присвячена оцінюванню місця сільських поселень і сільського населення в територіальних громадах (ТГ) – базовій ланці сучасного адміністративно-територіального устрою України та висвітленню передумов і напрямів інклюзивного

³ Прокопа, Ігор Васильович – д-р екон. наук, проф., чл.-кор. НААН України, головний науковий співробітник відділу економіки і політики аграрних перетворень ДУ "Інститут економіки та прогнозування НАН України", (вул. Панаса Мирного, 26, Київ, 01011, Україна), ORCID: 0000-0002-3681-2655, e-mail: iprokoпа@ukr.net

розвитку сільських спільнот у цих громадах. Розкрито чинники формування ТГ, які зумовили їх нинішній склад і структуру, зазначено, що визначальну роль при їх створенні відіграли вагомі значення проєктованих показників чисельності жителів і площі території "спроможної" громади. Як наслідок, понад 2/3 сільських населених пунктів та 61% сільського населення увійшли до ТГ із центрами в міських поселеннях – містах і селищах міського типу. Багато міських і селищних ТГ об'єднують занадто велику кількість сіл, що дає підстави сумніватись у їх належності до територіальних утворень міського, а не інших типів. З використанням методологічних підходів до ідентифікації сільських територій у країнах ЄС здійснено класифікацію територіальних громад України за функціональною (а не адміністративною) ознакою. За показником густоти населення виокремлено громади з міським і сільським, а за показником частки сільських жителів у загальній кількості населення ТГ – з переважно міським, змішаним (місько-сільським) та переважно сільським характером їх територій; визначено розподіл сільських поселень і сільського населення за цими типами громад. Встановлено, що за обома показниками абсолютна більшість ТГ – це громади з сільським, або переважно сільським та сільсько-міським функціональним типом територій. Наголошується на тому, що саме на територіальні громади покладена основна відповідальність за розвиток їх територій і, отже, за інклюзивний розвиток їх сільських спільнот і що у забезпеченні такого розвитку їм повинні сприяти органи влади в процесі реалізації різних видів державної політики, передусім аграрної та регіональної. Це передбачає насамперед активізацію підтримки сімейних селянських та фермерських господарств, особливо в малих і периферійних селах, поліпшення інфраструктурного облаштування сіл, а також розукрупнення ТГ з дуже великою кількістю сільських поселень та надання допомоги утвореним внаслідок цього новим громадам у їхньому самостійному функціонуванні⁴.

Ключові слова: територіальні громади, сільське населення, сільські поселення, інклюзивний розвиток, ідентифікація сільських територій

⁴ Публікацію підготовлено в рамках виконання НДР "Інклюзивність розвитку сільських громад у процесі децентралізації" (державний реєстраційний № 0120U100815).