

**IMPORTANCE OF DECENTRALIZATION FOR THE FURTHER
DEVELOPMENT OF SPORTS IN UKRAINE**

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Purpose: to substantiate the need to spread the practice of decentralization of power in the field of sports in Ukraine, which will contribute to its further development.

Material and methods: generalization of literature and materials from the Internet, abstraction, idealization, analysis and synthesis, induction and deduction.

Results: the content of legislative acts of Ukraine on sports development was analyzed, which allowed to establish significant gaps in their content (declarativeness) and to determine the need for qualitative improvement of regional management of sports development. The problem of low efficiency of the state management of sports development in Ukraine needs further elaboration, as it is characterized by extremely weak implementation of the laws of Ukraine, current regulations and departmental acts.

Conclusions: the analysis shows that the adopted laws and regulations are not those that largely contribute to the development of sports in the field. This is due to the fact that a significant part of their content is marked by declarativeness and lack of established indicators. Decentralization of power creates stronger organizational and financial preconditions for the reform of physical culture and sports according to the «European model». And this, given the high level of public administration (when the leadership is interested in promoting development, ie qualitative change), can ensure the development of sports. This model of competent management allows you to combine resources and opportunities, including the funds of the state body of sports management, other ministries and agencies involved in physical culture and sports, as well as local authorities and public organizations (national sports federations, existing federations in regions and cities, sports clubs, etc.).

Keywords: decentralization, sports development, local authorities.

Introduction

In every democratic country, based on the principle of separation of powers in the interests of ensuring high quality public administration in various fields, where sport is no exception, it is necessary to delimit the competence of public administration bodies. But this process requires determining the optimal level of concentration of power at each institutional level in the public administration system, subject to the necessary condition for further transfer of "surplus" powers to those entities that are closest to the population, i.e. their decentralization.

Decentralization means a way of defining and delimiting the tasks and functions of management, in which most of them are transferred from the level of central bodies to the lower level and become their own tasks and powers of lower levels [2, p. 9]. In this way, a significant part of the administrative activity is entrusted to local authorities or other state-authorized entities.

Decentralization of power in the state significantly contributes to the development of democracy, because, as a result, there is an expansion of the influence of territorial communities, social groups and the general public on matters

of public importance. Therefore, a democratic state seeks to involve the professional community in the implementation of public functions of government in order to optimally meet the diverse needs of each individual and the people as a whole [5; 6].

It is clear that this refers to both the higher (national) level of the government, and the regional and, of course, local level. After all, all power can be concentrated in the hands of central executive bodies and their territorial bodies, as is the case in totalitarian countries [1; 3; 8], or instead to constitute a system of powers granted to various public authorities and other entities, in particular, on the basis of territorial (we are talking about local self-government) [10; 15; 16; 17], the logic of jurisdiction, etc.

Thus, governance in the field of sports at the local level to address existing local affairs can be carried out both through central government by appointing "top" officials of the state apparatus operating on the ground (we are talking about officials of relevant authorities) and within the decentralized system of government, which provides for the provision of functions to elected bodies (subjects) of local self-government and other amateur public organizations (clubs, societies, etc.).

The purpose of the study is to substantiate the need to spread in Ukraine the practice of decentralization of power in the field of sports, which will contribute to its further development.

Material and Methods of the research

The group of methods of theoretical research is used: generalization of literature and materials from the Internet, abstraction, idealization, analysis and synthesis, induction and deduction.

Results of the research

The problem of low efficiency of the state management of sports development in Ukraine needs further elaboration, as it is characterized by extremely weak implementation of the laws of Ukraine, current regulations and departmental acts. For example, the Cabinet of Ministers of Ukraine adopted the Resolution "On approval of the State target social program for the development of physical culture and sports for

the period up to 2020" № 115 of 1.03.2017 [14]. The implementation of the Program was to solve important social problems defined by the Resolution:

- to increase the annual coverage of the population by physical activity by 1-2%;

- to create conditions for social adaptation and rehabilitation of disabled people and people with disabilities;

- to increase the level of readiness of young people for service in the Armed Forces and other military formations formed in accordance with the law, in law enforcement agencies, rescue and other special services in order to protect sovereignty and independence;

- to increase the level of interest of children and youth in social, preventive actions aimed at a conscious attitude to their own health;

- to raise the level of awareness and awareness of different groups of the population on the formation of a healthy lifestyle, prevention of negative phenomena among children and youth;

- to ensure the provision of quality physical culture and sports services by sports clubs and physical culture and health facilities that operate in accordance with established standards;

- to involve up to 13% of children and youth aged 6 to 18 in CYSS, to create conditions for the development of reserve sports and effective replenishment of national teams;

- to ensure the preservation of the leading positions of Ukrainian athletes in international competitions of various levels to raise the prestige of the state in the world sports community;

- to ensure the preservation and creation of an extensive network of modern sports facilities (gyms, swimming pools, sports grounds, etc.) that meet national and international standards, in particular with the involvement of investors, etc.

Unfortunately, there is no public information on the status of implementation of these points, but it is obvious that most of them, if implemented, only partially. Referring to the analysis of the problems of public administration in the field of

physical culture and sports, we believe that the legislation adopted in recent years has not put on the agenda a real (real and systematic) solution to the existing practical problems. First of all, let's analyze the forecast of the amount of funding defined in the specified Program (Table 1).

Table 1

Forecast volumes of financing of physical culture and sports [14, p. 4]

Sources of funding	Volume of financing, thousand UAH	Including by years			
		2017	2018	2019	2020
State budget	8 806 282,1	2 182 625	2 004 450,3	2 061 014,1	2 558 192,7
Local budget	13 651 515,3	2 983 585,1	3 277 919,4	3 565 381,6	3 824 629,2
Other sources	2 867 035,3	533 276,3	743 852	694 236,7	895 670,2
Total	25 324 832,6	5 699 486,4	6 026 221,7	6 320 632,4	7 278 492,1

Stating the growth trend, it is important to analyze not the absolute growth of funding for physical culture and sports from the state budget, as it is influenced by many factors (state of the economy, the need to increase pensions, military action and the need to build a modern army, etc.), but to pay attention to the projected growth from local budgets.

After all, the share of local budgets in 2018 exceeded 50% of the consolidated budget of the country.

Thus, if in 2015 the revenues of local budgets amounted to UAH 98.2 billion, then in 2016 UAH 146.6 billion, in 2017 UAH 192.7 billion, and in 2018. UAH 233.9 billion (the increase in revenues to the general fund in 2017 compared to 2016 in comparable conditions and excluding territories not controlled by the Ukrainian authorities amounted to 21.9% or + 41,976.8 million UAH). In January-December 2019, the general fund of local budgets (excluding inter-budget transfers) received UAH 275,016.4 million. The increase in revenues to the general fund against 2018 (in comparable conditions and excluding territories not under the control of the Ukrainian authorities) amounted to 17.6% or + 41,085.8 million hryvnias [4].

However, this is evidenced by the data in table. 1, provided for a significantly smaller relative increase in local budgets aimed at the development of physical culture and sports, which can be explained by insufficient attention of central government and weak lobbying to attract this source of funding for grassroots sports and high-achievement sports. For example, in 2018, compared to 2017, such an increase should have amounted to UAH 259.2 million, which indicates an increase in funding of only 7.3%. As you can see, at the planning level in the Resolution "On approval of the State target social program for the development of physical culture and sports for the period up to 2020" was a relative reduction in funding for physical culture and sports on the ground in relative terms.

Accordingly, as for the expected results of the State Targeted Social Program for the Development of Physical Culture and Sports until 2020, and they are closely related to funding, there is no reason to hope that it will give a significant impetus to sports development, as a proportional increase in financial resources was provided. The calculations also do not include the construction of sports facilities required on the ground and in the center for training athletes in priority sports (Annex 3 to the Resolution of the Cabinet of Ministers of Ukraine, № 115, from 1.03.2015 "On approval of the State target social program for physical culture and sports for the period up to 2020 "[14]).

Thus, the analysis of the content of the Resolution "On approval of the State target social program for the development of physical culture and sports for the period up to 2020" № 115 from 1.03.2017 indicates an acute problem of weak influence on sports by the state, and this indicates the following : the government does not direct local authorities to increase funds for the development of grassroots sports and high-achievement sports as an important segment of the social sphere in proportion to the increase in local budgets; even some increase in funding for the construction of sports facilities for representative competitions takes place, rather, as places for cultural recreation, without taking into account the need to create conditions in the areas of development of their chosen priority Olympic sports; thus, the central authorities (the Cabinet of Ministers of Ukraine and the relevant Ministry,

which prepares the relevant draft resolutions and lobbies for their adoption), have very little influence with specific macro tools on the development of high-achievement sports in Olympic sports on the ground. The same "blurred", not quantified guidelines are written in the Concept of reforming the field of physical education and sports for the functioning of sports facilities, sports federations, sports clubs, etc. [8].

The processes of decentralization of power, associated with the transfer of a significant amount of power and responsibility from central authorities to the local level (in the region, cities and united territorial communities), necessitated greater involvement of local authorities in the development of physical culture and sports. This was the reason for the adoption by the Verkhovna Rada of Ukraine of the Resolution "On ensuring sustainable development of physical culture and sports in the context of decentralization of power" [13]. In this Resolution, the legislator provided for measures to regulate both mass sports and certain elements of high-achievement sports (although, for example, the activities of CYSS affect both one and the other). But, unfortunately, a significant part of the points of this extremely important Resolution is also declarative, and therefore they are unlikely to be implemented properly.

Thus, in this Resolution the Verkhovna Rada recommended the President of Ukraine to facilitate the inclusion in the evaluation criteria of the heads of local executive bodies of the effectiveness of implementation, approved by the Decree of the President of Ukraine of February 9, 2016 № 42/2016

It was recommended to make the "Program of Sustainable Development of Ukraine for 2020" "Program of Promotion of Physical Culture and Sports" and "Program of Healthy Lifestyle and Longevity" referred to the vector of the movement "Responsibility and Social Justice" as priority issues for the National Council of Reforms as a priority (deadlines for consideration of these issues have not been determined).

This concerns the noted need of the Verkhovna Rada itself to speed up the consideration and adoption of the following extremely important and expected bills:

- on amendments to the Tax Code of Ukraine to ensure the stable development of physical culture and sports (Reg. № 2068);
- on amendments to some legislative acts of Ukraine on the provision of social services (Reg. № 2245);
- on amendments to Article 90 of the Budget Code of Ukraine on financing the sphere of physical culture and sports (Reg. № 2223a);
- on amendments to the Tax Code of Ukraine regarding the taxation of Olympic, Paralympic and Deaflympic training bases (Reg. № 4453);
- on amendments to Article 1 of the Law of Ukraine "On Physical Culture and Sports" on the recognition of Ukrainian national sports;
- on amendments to Article 43 of the Law of Ukraine "On Physical Culture and Sports" to ensure the rights of athletes of the highest category who serve in the Armed Forces of Ukraine and law enforcement agencies;
- on amendments to some laws of Ukraine on the use of sports weapons;
- on amendments to the Law of Ukraine "On Higher Education" to promote physical activity of students;
- on amendments to the Budget Code of Ukraine on deduction of part of revenues from excise duty on the sale of tobacco and alcohol products as a source of additional funding to strengthen the material and technical base of physical culture;
- on amendments to the Tax Code of Ukraine to stimulate business entities that invest in the construction of infrastructure in the field of physical culture and sports;
- holding an "hour of questions to the Government" on compliance with the requirements of the legislation on the development of physical culture and sports.

Similarly (declaratively, at the level of desire) identified the need to "Immediately approve the state target social program for the development of physical culture and sports for the period up to 2020"; to promote the training and participation of national teams of Ukraine in world and European championships and other international sporting events; propose mechanisms of responsibility of heads of central and local executive bodies, local governments, educational institutions for creating inappropriate conditions for leading a healthy lifestyle and ensuring

physiological norms of physical activity of schoolchildren and students, standards of physical fitness; to ensure the organization of a comprehensive inventory of physical culture and health infrastructure in Ukraine, etc.

Therefore, the order of the Ministry of Education and Science of Ukraine to provide in the standards of higher education for the first (bachelor's) level within each specialty the competence of the graduate on the ability to use different types and forms of physical activity for active recreation and healthy living, as well as relevant learning outcomes, in particular regarding the implementation of the established standards of physical fitness, because the hours for the course "Physical Education" are reduced.

The following advice to higher education institutions has not been implemented: "In order to form this competence and achieve appropriate learning outcomes, to provide students with physical education classes for at least two years of study in the amount of 4 hours per week, given that physical education classes have restorative and recreational value". A similar thing happened with other instructions defined in the Resolution [13]. Namely, to supplement the technological requirements for ensuring the implementation of educational activities in the field of higher education (Licensing conditions for educational activities of educational institutions, approved by the Cabinet of Ministers of Ukraine from December 30, 2015 № 1187) in terms of providing higher education students with gyms, stadiums and sports playgrounds (in square meters per student).

Together with the Ministry of Youth and Sports of Ukraine in 2016 to determine strategic directions for modernization of physical education of children and youth in schools, taking into account international experience and domestic realities in order to shape the health of the younger generation, preserve the nation's gene pool and strengthen the state's defense capabilities.

In order to improve the division of persons into medical groups, prevent deaths in physical education lessons, ensure clear regulation and organization of control (medical, pedagogical, medical-pedagogical) over the process of physical education, increase the effectiveness of physical education in educational institutions together

with the Ministry of Youth and Sports of Ukraine and the Ministry of Health of Ukraine to approve the order on the organization of medical, pedagogical and medical-pedagogical control during physical education and sports in educational institutions of Ukraine, recognizing as invalid the order № 518/674 from 20.07.2009 "On ensuring medical and pedagogical control over the physical education of students in secondary schools."

To introduce changes to the order № 1085 of October 15, 2015 on the inclusion in the list of mandatory documents submitted with the application for participation in the competitive selection to higher education institutions, medical certificate form № 086/o, in case of disability - copies a document on the assignment of a disability group. To recommend to the rectors of higher education institutions to promote the creation of sports infrastructure in dormitories in order to attract student youth to regular sports.

The same happened with the order of the Ministry of Regional Development, Construction and Housing of Ukraine to amend the indicators of socio-economic development of the regions in terms of assessing the state of development of physical culture and sports. The same, recorded and not implemented, applies to most of the recommendations to local authorities, local governments on the following:

to take action on: the creation of conditions for regular organized physical activity of the population in order to promote health, taking into account the interests, wishes, abilities and individual characteristics; preservation and development of the network of physical culture and health-improving establishments at the place of residence, work and in places of mass recreation of the population with the use of public-private partnership mechanisms as a condition of involvement of different segments of the population in health-improving leisure; subordination of children's and youth sports schools of communal form of ownership to structural subdivisions of local state administrations, local self-government bodies implementing state policy in the field of physical culture and sports, in order to regulate the financing of such institutions at the expense of local budgets; leasing of sports and material and technical base of educational institutions and local funds of communal property to

children's and youth sports schools that provide physical culture and health and sports services on a free basis; directing in the prescribed manner to restore the sports infrastructure of the state fund of regional development and subventions from the state budget to local budgets for the implementation of measures for socio-economic development of individual territories; providing support for the activities of sports and recreation camps for the rehabilitation and recreation of children engaged in sports.

The same is not specific part of the recommendations for ensuring:

- an annual increase in expenditures from local budgets for the development of physical culture and sports;

- addressing the issues of improving the living conditions of athletes - participants of the XXXI Summer Olympic Games, XV Summer Paralympic Games, X World Games in non-Olympic sports and their personal coaches, especially internally displaced persons;

- creation in the established order at the expense of means of local budgets of regular sports teams of reserve sports and centers of Olympic preparation;

- preservation of existing and creation of new centers of physical health of the population "Sports for all" taking into account opportunities and needs of regions;

- conducting an annual assessment of the physical fitness of the population of Ukraine since 2017;

- implementation of social norms and standards in the field of physical culture and sports, approved by the order of the Ministry of Youth and Sports of Ukraine dated March 28, 2013 № 1 "On approval of the State social standard in the field of physical culture and sports";

- placement of social advertising on the benefits of a healthy lifestyle, physical activity, the formation of responsibility for their own health and the establishment of the national idea of a socially active, physically healthy and spiritually rich person;

- search and attraction of investors, patrons for the restoration and reconstruction of sports infrastructure;

- compliance with the requirements of the legislation on the provision of financial support from the relevant local budgets to local branches of all-Ukrainian public organizations of physical culture and sports;

- compliance with the requirements of the Decree of the President of Ukraine of February 9, 2016 № 42/2016 "On the National Strategy for Physical Activity in Ukraine for the period up to 2025" Physical activity - a healthy lifestyle - a healthy nation "to determine regional action plans Strategies and their financial support;

- resolving the issue of payment for utilities by children's and youth sports schools at preferential tariffs set for the population;

- conducting informational and educational work to promote a healthy lifestyle among the citizens of Ukraine, physical education and sports, the achievements of the best Ukrainian athletes, the establishment of patriotism.

The same applies to the stated wishes on "ensuring the exercise of the right of citizens to exercise and recommend sports to newly elected heads of united territorial communities", namely the following items: to include in the charter of the united territorial community (UTC) the development of physical culture and sports and preserving and strengthening the health of the population as priority areas of community activities; to approve programs of development of physical culture and sports and to provide their financing; to provide in the staff list of the staff of the UTC council the position of a specialist responsible for the development of physical culture and sports in the territory of this community; to promote the creation and operation of physical culture and sports clubs and children's and youth sports schools; take measures to develop and strengthen the material and sports base of UTC, including at the expense of subventions from the state budget to local budgets for the formation of the infrastructure of the united territorial communities.

The same applies to the recommendation of the National Council of Ukraine on Television and Radio Broadcasting to provide for the allocation of a share of airtime in the licensed conditions of television and radio organizations to cover sports events and promote a healthy lifestyle, etc. The control over the implementation of the Resolution was entrusted to the Committee of the Verkhovna Rada of Ukraine on

Family, Youth Policy, Sports and Tourism, but it is clear, according to the analysis of the document, that this control cannot be effective.

It is obvious that a significant part of the measures set out in the Resolution, unfortunately, will not be implemented. This is due to the vagueness, not the specificity of individual items, which does not mobilize officials to implement them and complicates control. For example, this is such an important point of the Resolution as "annual increase in expenditures from local budgets for the development of physical culture and sports." If the Resolution to this item, following the example of a number of European countries, added: "In the budgets of cities and UTC funding of physical culture and sports can't be less than 3%, and in regional budgets less than 2% of the annual total budget, and respectively 3 % and 2% of their over fulfillment", it would give a strong impetus to the development of the sphere (for example, in the budgets for 2018 for physical culture and sports in Lviv was provided a little more than 1%, in Rivne about the same, in the Dnieper more than 1, 5%, and in Kharkiv 2%) [11, pp. 262-263].

Conclusions/Discussion

Thus, the analysis shows that the laws and regulations adopted in Ukraine are not those that in large part effectively contribute to the development of sports in the field. This is due to the fact that a significant part of their content is marked by declarativeness and the lack of clearly defined indicators.

The decentralization of power that is taking place, according to the potential available in this practice, creates qualitatively different, more powerful organizational and financial prerequisites for the reform of physical education and sports according to the "European model" [12; 18; 19; 20]. And this, in the case of simultaneously ensuring a significantly different level of public administration (when the leadership will be sincerely interested not only in maintaining the status quo, but also in promoting development, i.e. qualitative change), can provide a new reality in sports in Ukraine. This model, with competent management of the sphere, allows combining the resources and capabilities of the state, including the funds of a specialized government body, ministries and departments responsible for physical culture and

sports, as well as local authorities and public organizations (national sports federations, federations, existing in regions and cities, sports clubs).

The current state and level of public administration of sports on the ground is critical and hinders positive change in this social sphere. As you can see, it is necessary to create new and effective legal, organizational and financial preconditions for a significant impact on improving the state of sports.

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