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ADOPTED MUNICIPAL REAL ESTATE PROPERTY IN UKRAINE: PROBLEMS AND PROSPECTS

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Abstract. *This article concerns theoretical principles and practical aspects of the management of abandoned municipal real estate property. As a first stage in deciding on the further fate of the property, a survey for residents of the community is developed and its necessity is substantiated. The various ways of using abandoned real estate municipal property are then described, and the advantages and disadvantages of each alternative are analyzed. Next, an algorithm which serves as a decision support system for municipal property management is constructed. Finally, the necessity of efficient application of community potential in the context of the beneficial use of municipal property is substantiated, and the expected consequences of such actions are outlined.*

Keywords: *municipal property, abandoned real estate, municipal property management.*

Reikšminiai žodžiai: *savivaldybės turtas, apleistas nekilnojamosis turtas, savivaldybės turto valdymas.*

Introduction

In 2015, decentralization reform began in Ukraine as one of the areas of constitutional reform following the implementation of the Association Agreement between Ukraine and the European Union (Association Agreement between the European Union and Ukraine). In the years since, there have been many achievements and failures in a challenging period of the state's life marked by revolutionary change, partial territorial annexation, and the beginning of war. The colossal distrust of Ukrainians in everyone – from high-ranking government officials to their closest neighbors – has led to a partial

slowdown in reform in certain specific settlements or in entire regions. The country is accustomed to living based on paternalistic relations, considering the state and its leaders as the key to resolving all issues – sometimes even local ones. The discourse of a paternalistic state involves the pursuit of a populist promise that is favored among voters to increase the electorate's support. However, such a policy carries the risk of budget imbalance. Jimenez (2020, 166) argues that only in isolation from voters' demands can a leader rely on experts' knowledge and professional standards to choose a policy that can balance the budget.

The subject of our study is the processes of the efficient management of abandoned municipal real estate property. The aim of the study is to build an algorithm in the form of a decision-making system for managing abandoned municipal real estate property to increase the potential of the regions of Ukraine. The methods of research are questionnaire, comparison, analysis, and a systematic approach.

In Ukraine, the essential resource of the united territorial communities is surplus municipal property, the efficient use of which can help to achieve the tactical and strategic goals of the socio-economic development of the regions. In modern science, many scholars have devoted their research to the consideration of the problems of ownership, use, disposal, and management of municipal property. In particular: Matviishyn and Zabrotska (2019) explored the problems of asset management in united territorial communities; Liuta and Mershchii (2019) took a scientific and methodological approach to the assessment of the socio-economic development of regions; Komarynska, Kryshevych, Linyk, Karelin, and Kofanova (2019) proved the efficiency of establishing partnerships between local authorities and businesses; Muingo (2016) outlined the factors influencing decision-making regarding property management; Chulitskaya and Matonyte (2018) wrote about paternalist-based social policies; Csern and Nemeslaki (2018) defined theoretical aspects of e-democracy; Astrauskas (2018) justified the concept of sociality and its relationship with the territorial social community; Constantin, Mitrut, Grosu, Profiroiu, and Iosif (2018) suggested using surplus property to eliminate budget deficit; Chykarenko and Mamatova (2019) suggested expanding the subject area of municipal management in the context of decentralization and the formation of united territorial communities; Jimenez (2020) explored the influence of the form of municipal government on the budgetary solvency of the government; Zhang and Holzer (2019) investigated village development problems; and Thi Thanh Tran and Dollery (2019) analyzed the differentiation of local government policy and municipal expenditures.

Angelov and Angelova (2019) presented survey results dedicated to the European funds and their role in the development of the local community in Bulgaria. Interestingly, their work highlights the problems faced by small communities with a lack of resources and a poorly-developed economy. Đurman (2021) paid attention to the E-consultation of participants in Croatia, underlining the social context in terms of the public. Melugbo and Onwuka (2020) analyzed variations in public views in response to the issues caused by the Covid-19 pandemic in Nigeria, and discussed the role of citizens in tackling these changes.

However, despite a wide range of research on municipal property management, public opinion, and community, there remain many unresolved issues and questions.

Statement and prerequisites of the problem

As evidenced by the events of the last decade, Ukrainians can perform heroic deeds – even sacrificing their well-being, health, or lives in times of crisis. Nevertheless, the current problems and tasks faced by the state are often too controversial or too challenging to solve. According to most ideas of democracy, everyone’s opinion is essential, and the individual right to express one’s own position is crucial. This also necessitates the existence of the other side of the coin – the ability to hear each other and to choose a common compromise based on collaborative ways and ideas.

Decentralization reform both created an opportunity for and necessitated such changes, as each united territorial community – following the Law of Ukraine “On Local Self-Government in Ukraine” – was finally granted the right to own, use in an economic and efficient manner, and dispose of its own property, based on its own interests and at its own discretion.

Within a few years of implementation, this reform provided the first examples of successful community integration and innovative development projects. On the whole, residents of the united territorial communities are slightly more interested in politics than the population of the country in general (51% vs. 46%), and the proportion of people who distrust community members has dropped significantly – from 42% at the start of the merger to 28% at the end of 2018 (Decentralization and Local Government Reform: Analytical Report 2019, 7). Nevertheless, in the opinion of the authors, the most critical point in this context is the understanding that everything depends on the people and their activity, initiative, persistence, and desire to change things in their locality.

The additional resources and powers granted by decentralization, as well as increased attention on the efficiency of community functioning, necessitated the search for ways to improve the investment activity, project implementation, and property management of the territories. Since the time of the former Soviet Union, small settlements have often been inherited by overly large country clubs, collective farm pavilions, or giant office buildings. Three decades have passed since independent Ukraine emerged, and the beginning of the state’s life was characterized by considerable turbulence. Mass privatization has encompassed those objects that were of some value, and the rest were gradually left to decline. Over the years, many have simply disappeared and turned into ruins, and are no longer recoverable. In the era of the Soviet Union, construction was often large-scale, although such structures were of high quality and could be used for an extended period of time. Thus, large amounts of high-quality real estate remain in villages, and decentralization reform has put the problem of what to do with it back on the agenda.

While everything was state-owned and the cost of energy was not a problem during the command-administrative system, in the current conditions of market prices and pluralism of ownership, the management of abandoned municipal property has become more complicated. The formation of united territorial communities took into account the factors of distance, size, measure of development, and potential. This is why small villages are often crowded around a more developed and densely populated town or village, where education, medicine, culture, and sports are often focused. There was a need for

administrative buildings, kindergartens, gymnasiums, and medical institutions in such impromptu metropolitan communities, and so they were opened and supported financially. Smaller settlements were not as fortunate.

Based on common sense, operating a school for 30 children in each grade or maintaining a concert club with an assembly hall for 15,000 spectators became unprofitable. Furthermore, here it is worth agreeing with the opinion of Matviishyn and Zabrotska (2019, 220), who argue that expanding the number of communal property objects does not always contribute to improving the efficiency of the functioning of communal services. Closed, undeveloped buildings not only worsen the appearance of a settlement and reduce its attractiveness to investors and tourists, but also increase the level of petty crime among young people via their use as unexpected places for inappropriate entertainment. In addition, vacant properties represent lost opportunities – there is something to be done with them; the question is what and how.

The aforementioned distrust of the population in the authorities, as well as their many negative experiences with government in Ukrainian history, have often caused bold ideas to be met with considerable skepticism. Here, the principle of “I do not use on my own and I will not give to another” is relevant. If an offer is made to purchase a property, the potential purchaser can be accused of squandering property, speculation, and corruption; even though to keep it as it was before would not be consistently profitable. Often, there are also insufficient resources to repair the property.

Thus, the idea proposed by this paper is to develop an algorithm that is realistic and specific for Ukraine, which will help to find the best solution to the problem of the abandoned municipal real estate property of united territorial communities.

Stage 1: opinion poll

We believe that the beginning of the search for a way to improve the efficiency of municipal property management should begin with public opinion polls and public meetings on the subject. For this purpose, it would be logical to develop a questionnaire that aims to establish the attitudes of the residents of a settlement on the fate of a building, their plans, and the strategic vision of community development as a whole. It is appropriate to consider the provisions of strategic and tactical plans for the development of territories. Usually, a grassroots initiative group can offer many productive and counter-productive ideas on such issues. Sometimes it is necessary to hear that something is a bad idea in order to be sure that this is the case.

The sample survey for community residents regarding the prospects of municipal property is shown in Figure 1.

If the building is large enough, and the settlement is populous, then this may require widespread advertising and the invitation of outside stakeholders to public meetings for consultations. Such people may include representatives of public authorities and local self-government, officials and ordinary residents of neighboring communities, and potential investors. A stakeholder search can occur in various forums, training facilities, online platforms, civic organizations, and local government development centers.

Stage 2: property analysis

In general, one of the following options can be applied to abandoned municipal real estate:

- 1) Destroy the building and use the land for an alternative purpose.
- 2) Sell the building in its current state.
- 3) Lease the building in its current state.
- 4) Repair the building for sale or lease.
- 5) Reconstruct the building for use with a purpose other than its original one.
- 6) Share the building with private investors – with or without investment.
- 7) Use the building on its own in its current state.

SURVEY			
Please put one mark («√» or «+») in the cell that most closely matches your answer			
1. Please rate the current state of the A1 building on a scale of 1 to 10, where 1 is <i>very bad</i> and 10 is <i>very good</i> <input type="checkbox"/>			
2. What do you think should be done to the A1 building?			
<input type="checkbox"/> Sell	<input type="checkbox"/> Rent	<input type="checkbox"/> Use on your own	
3. In what sphere of society would the use of the A1 building be most effective?			
<input type="checkbox"/> Education	<input type="checkbox"/> Social sphere	<input type="checkbox"/> Services	<input type="checkbox"/> Food
<input type="checkbox"/> Medicine	<input type="checkbox"/> Communication	<input type="checkbox"/> Transport	<input type="checkbox"/> Tourism
<input type="checkbox"/> Industry	<input type="checkbox"/> Recreation	<input type="checkbox"/> Culture	<input type="checkbox"/> Other
4. Do you consider investment in the repair or renovation of the A1 building rational?			
<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> Hesitant	
5. What percentage of local budget expenditure is appropriate for the maintenance of the A1 building?			
<input type="checkbox"/> 11 Less than 5%	<input type="checkbox"/> 11 From 5% to 10%	<input type="checkbox"/> 11 From 10% to 20%	<input type="checkbox"/> 11 More than 20%
<i>Thank you for participating in our survey!</i>			

Figure 1. An example of a survey for community residents regarding the prospects of a municipal property

Source: generated by the authors

Each of the above-mentioned methods will cause certain costs to be incurred in the first phase, and revenue and expenses to be generated in the further stages of the implementation

of the decision. The differences between the outcomes of each option are only in terms of volume and prospects. The advantages and disadvantages of each solution are listed in Table 1.

It is often easiest to sell a property. This action entails low running costs whilst finding a buyer or completing a contract, and provides real estate cash flows. However, such an action can instigate disagreement among the residents of a settlement who may have cultural memories or traditions associated with the building. It is also crucial to take into account whether or not the property is an architectural or historical monument. At the same time, the sale of any property often leads to a skeptical assessment of the prospects of the territory, which facilitates the irrevocable removal of the property.

Table 1. The advantages and disadvantages of a variety of decisions regarding the fate of municipal real estate property

Solution	Advantages	Disadvantages	Rejection of alternative uses
Destruction	Improvement of the settlement's attractiveness Small expenses	The complexity of the potential restoration of the object Risk of environmental pollution	
Sale in current condition	Relatively significant cash inflows in the short term General use of the object in the future The emergence of a financial opportunity to implement other ideas	The inability to control and dispose of the object Changing the image of the settlement Loss of historical and social memory	
Lease in current condition	No need for financial investment in the facility at this stage Preservation of the ownership of the building Profitable use of the object Regular cash receipts	Denial of rights to control parts of the building The likelihood of possible damage by tenants	
Repair for sale or lease	Increased chance of concluding a profitable lease or sale agreement Improvement of the state of the building	Immediate cost Risk of low interest from tenants or buyers Diversion of resources from other projects	
Overhaul for sale or lease	Improvement of the appearance of the settlement and its microclimate Improvement of the environmental impact Energy savings	Significant financial injection required Risk of misuse of funds Risk of low interest from tenants or buyers The need to maintain the building during the restoration period The potential need to involve specialists from outside	
Sharing	Reduced cost Enhanced capabilities	Loss of control of part of the building and its potential revenue Risk of a partner defaulting	
Use without changing the current condition	Cost minimization Potential implementation of an innovative solution Maintaining control of the building	Complexity of implementation The risk of insignificant attractiveness of the object Destruction risk	

Source: developed by authors

A sub-variant of one solution may be sale with the stipulation of a specific purpose. Specifically, this may include:

- industrial production;
- art center foundation;
- non-profit activity;
- holding large events and festivals;
- educational activity;
- tourism and recreational activities.

Most often, of course, there is a logic in using municipal real estate property on its own. We have considered mostly destroyed, abandoned property that has often been unused for years. Consequently, such property will require repair and reconstruction in most cases.

Depending on the present state of the building, we offer an algorithm for deciding on the further fate of the property (Figure 2). In fact, this algorithm is a decision support system for an official based on the community’s current situation, opportunities, and plans. This figure serves as a road map that allows officials to navigate the maze of different management decisions, choosing one or another option.

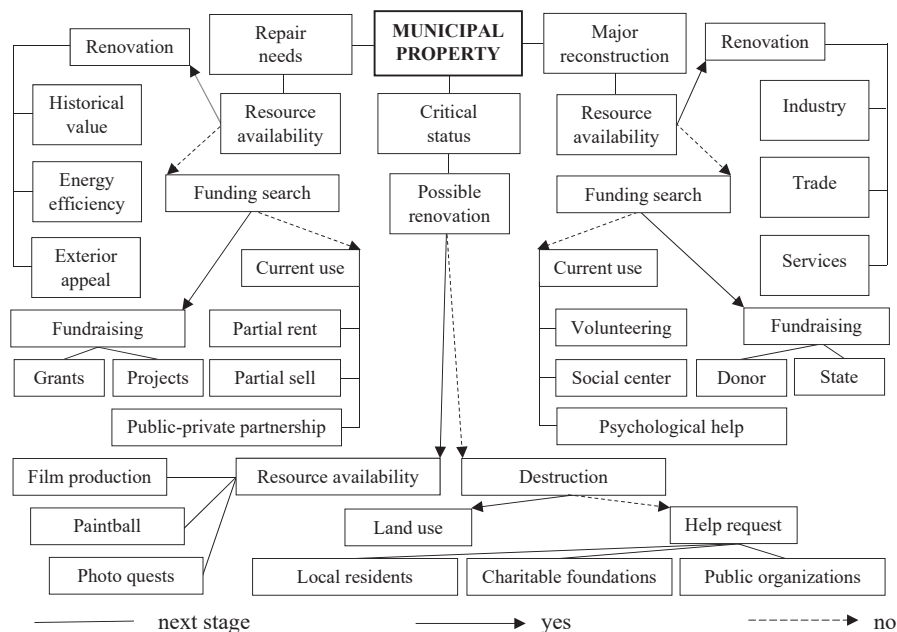


Fig. 2. Decision support system for municipal real estate property management

Source: built by the authors

Figure 2 shows three options for a building's status:

- needs substantive investment and work, or is not renewable;
- needs significant reconstruction and restoration;
- needs ongoing repair.

Considering the above-mentioned options for a building's status, we chose other factors regarding the local community – such as resource availability or a possible funding search. After this, we evaluated the factors that influence different branches, taking into account possible exclusions. Then, the most appropriate types of possible future use of the property were chosen as alternatives for each branch.

If the property needs a small repair, then, in the opinion of the authors, it is crucial to consider if the object has historical value or an authentic exterior worth preserving. In the case of a sizeable renovation, a more comprehensive range of future usage is created as the building would be more modern and more energy-efficient, making the building attractive for business and trade.

When the building is to be left in its current state, individual objects that are of more specific use can be repaired for rent or partnership. Another way to make use of a property that needs huge repairs but stays in its current state can be, for instance, allowing it to be used by volunteers freely. This idea would not provide additional finances, but would rather help to preserve a building from possible ruin.

We also consider different opportunities of funding depending on the sum of the needs. Entrepreneurial projects are more likely to demand co-financing and a stronger initial input; whereas the state can assist in financing essential ideas with more prominent social or ecological value.

A partly ruined building can provide an attraction for photographers, cinematographers, or entertainers even without investment. In cases where the building is in a state of complete disrepair, the alternative use of the land or widespread requests for help are more suitable.

Next, we shall consider the methodology of the algorithm's use and the meaning of each decision. In the first stage, the user of the algorithm selects the state of the building, and then moves to a specific branch. For example, in the case of a building in a critical state, it is first suggested to evaluate its potential restoration. If this is positively identified, then it is suggested to sum up the required financial support for these ideas and their alternatives. In the absence of a chance of recovering the property, the user moves down the 'no' arrow, which results in destruction. If such a destruction is possible, then the use of the land occupied by the destroyed building will be considered at a later stage. If the destruction of the property is not considered productive, then measures are proposed to maintain it in its current state (to avoid further ruination). Such activities can be implemented by both the community-based voluntary efforts of residents and inter-municipal cooperation with neighboring communities. To a certain extent, this choice means freezing the building to implement other ideas and projects in the future. It is also possible to seek help from charities or non-governmental organizations.

When the property requires a thorough rebuilding and resources are available, there are a wide range of possibilities for the future use of the real estate. In particular, for

entrepreneurial or commercial activities, such as the production of goods or the provision of services. Major restoration usually requires a significant amount of financial investment, and since a small community generally does not have such resources, it is logical to consider searching for donors, using state support grants, or utilizing the help of higher-level local government. In the case of economic feasibility, raising money for these purposes may even be in the form of credit on a reverse basis.

If there is a lack of funding, the person responsible for municipal real estate property management may consider providing voluntary transfer of the property to volunteer organizations. Volunteers, in turn, can either repair it on their own, work without changes (if realistic), or look for donors. It is worth noting that in this situation, although it does not result in the local budget receiving additional tax revenue, life on the premises is maintained. Psychological help centers and centers for social assistance perform non-profit social functions, and cause an influx of people into the community. These people create consumer demand for food, fuel, hotels, and travel services and, in some cases, such centers can create paid jobs.

Most offers will be received, and therefore decisions will need to be made, if the property is predominantly stored and is only in need of cosmetic repair. Here, however, it is important to consider the preservation of its architectural and historic value, and to consider the energy conservation and energy efficiency of the facility based on current technology. The exterior is also significant, as it has to be in harmony with the environment and to improve the attractiveness of the settlement as a whole.

If there is not enough money to repair the property, or the decision to allocate funds for such purposes is not on the agenda (based on the considerations of residents and strategic plans for territorial development), then grants and projects can come to the rescue. Here, a contest of ideas for the new life of the object and its subsequent use can be held. A popular project may fall within the scope of priority funding for government or international organizations interested in addressing issues of this nature in the region. Additionally, this provides opportunities for local residents' initiatives, financial inflows into the territory, and fair acquisition by interested parties.

Ongoing renovation preferably involves the satisfactory condition of at least part of the premises, which creates the opportunity to portion-off or lease it out in parts. This will also be a factor in facilitating the development of small local businesses that do not require large spaces.

Public-private partnership also deserves attention as a way of sharing and managing municipal real estate property, as well as jointly implementing initiatives by partners such as: the state, local self-government, and private individuals. Usually, public-private partnership projects are less risky, have a longer implementation time, provide excellent opportunities, and have better prospects.

Lastly, it should be noted that the ideas of local communities can bring life to even the most depressed territories. Increasing community interest in the fate of their local society contributes to their initiative, developing a sense of solidarity, responsibility, and a share in their prosperity. Implementing such ideas increases the level of trust in the authorities and local self-government, and creates a certain reputation and image of the community

as a whole, thus improving its attractiveness to investors. Renovation or reconstruction of real estate property creates jobs during the stage of ongoing work. Improved buildings, in turn, stimulate business development via the generation of future jobs, taxes, payments, ideas, and prospects.

New and inexperienced communities do not always succeed in delivering a perfect idea. Sometimes, even ostensibly perfect ideas can experience the “bubble bursting.” However, there are situations where it is first necessary to experience a negative result to be ready for success, and in doing so to evaluate opportunities and mistakes. All of this creates the synergistic effect of increasing the intellectual and financial potential of the territory.

Conclusions

1. Many Ukrainian communities have faced the problem of finding and choosing the best solution for the destiny of abandoned municipal real estate properties during decentralization reform. Each method of managing municipal property has its advantages, disadvantages, and consequences. However, every choice needs resources in the form of finances, time, and human capital, and the most suitable choice for a building is not always clear.
2. To choose the best way to manage municipal property, it is crucial to evaluate public opinion and the plans and opportunities of communities – both as a whole and on an individual basis. For this purpose, the example of a survey was provided.
3. At the stage when additional information is received and analyzed, the municipal property manager can use the algorithm provided in this paper in the form of a decision support system. The decision support system can be applied to choose the most suitable action for a property.
4. Any initiative has a positive impact on community development, even if it stops at the discussion stage, or the start-up stage has negative results. In this case, the main result is the involvement of residents in local matters, increasing their level of interest and their desire to make changes. This would, in turn, enhance the prospects of future ideas and projects.
5. Prospects for future research lie in constructing a detailed step-by-step methodology for collating total survey results in terms of quantity, groups, types of occupation, and the suggestions of respondents.

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Apleistas savivaldybių nekilnojamasis turtas Ukrainoje: problemos ir perspektyvos

Anotacija

Straipsnyje aptariami apleisto savivaldybių nekilnojamojo turto valdymo teoriniai principai ir praktiniai aspektai. Pirmasis sprendimo dėl tolesnio turto likimo etapas – parengta gyventojų apklausa, pagrįstas jos būtinumas. Straipsnyje aprašomi apleisto nekilnojamojo turto savivaldybės turto naudojimo būdai, analizuojami kiekvienos alternatyvos pranašumai ir trūkumai. Pateikiamas sukurtas algoritmas – savivaldybių turto valdymo sprendimų palaikymo sistema. Be to, pateisinamas efektyvaus bendruomenės potencialo panaudojimo poreikis, siekiant naudingo savo turto naudojimo. Pagaliau išdėstomos numatomos tokių veiksmų pasekmės.

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