

ISSN 2518-7325 (Online), ISSN 2306-1677 (Print)
Land Management, Cadastre and Land Monitoring
Received: 10.07.2026; Accepted: 12.08.2026; Published: 30.09.2026;
<http://dx.doi.org/10.31548/zemleustriy2026.03.06>

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UDC 332.2:711.3:352(477)

**THEORETICAL AND INSTITUTIONAL FOUNDATIONS OF
REGULATORY SUPPORT FOR RURAL TERRITORIAL SPATIAL
PLANNING AT THE LOCAL LEVEL**

R. A. Kharytonenko, PhD in Economics,

E-mail: kharytonenkor@gmail.com

ORCID: 0000-0002-7992-3339

Land Management Institute of the National Academy of Agrarian Sciences of Ukraine

N. V. Komarova, PhD in Economics, Associate Professor

E-mail: komarovanv0391@gmail.com

ORCID: 0000-0002-9347-455X

Land Management Institute of the National Academy of Agrarian Sciences of Ukraine

V. A. Saliuta, PhD in Economics,

E-mail: vikasalyuta@gmail.com

ORCID: 0000-0002-2935-5492

Land Management Institute of the National Academy of Agrarian Sciences of Ukraine

L. R. Skrypnyk, PhD in Economics, Associate Professor

E-mail: liliia.skrypnyk@npp.kai.edu.ua

ORCID: 0000-0001-7349-9496

National University "Kyiv Aviation Institute"

N. F. Ishchenko, PhD in Economics, Associate Professor

E-mail: nataliia.ishchenko@npp.kai.edu.ua

ORCID: 0000-0002-3745-9742

National University "Kyiv Aviation Institute"

Abstract. *The article examines the theoretical and methodological foundations of institutional support for the local regulatory framework as a key factor in the spatial planning and sustainable development of rural territories. The relevance of the topic is determined by the ongoing transformation of land relations in Ukraine, the deepening of decentralization processes, the strengthening role of territorial communities (hromadas) in the system of land resource management, and the pressing need for rural territory recovery in the context of post-war development. The purpose of the study is to substantiate scientific approaches to the formation and integration of local regulatory legal acts into the spatial planning system at the level of territorial communities. The research employs systemic, comparative, and analytical methods, as well as modelling, which ensured the comprehensiveness of the study, accounted for the multilevel nature of spatial development regulation, and enabled a comparison of domestic practice with the approaches applied in European Union member states. The author's conceptual model of institutional support for the local-level regulatory framework is proposed, reflecting the interaction between the state and local levels of regulation and identifying the key institutional linkages and mechanisms for harmonizing regulatory documents of different hierarchical levels. The scientific novelty of the study lies in the development of a conceptual model structured according to regulatory-legal, institutional, information-analytical, and functional blocks. The influence of the regulatory environment on the economic, social, and environmental indicators of territorial community development is substantiated, in particular through enhanced efficiency of land resource use, improved managerial decision-making, and the assurance of spatial development sustainability. The practical significance of the findings lies in their applicability by local self-government bodies in the development of comprehensive spatial development plans and local land use regulations.*

Keywords: *institutional support, local regulatory framework, spatial planning, rural territory development, land use, sustainable development, territorial community.*

Relevance. Rural areas of Ukraine play a strategic role in ensuring the country's food, social, and environmental security, accounting for a significant share of national land resources and shaping the spatial structure of settlement patterns. The full-scale

war, infrastructure destruction, and transformations in the agrarian sector have substantially increased the need for effective land resource management as a factor of recovery and sustainable development of territorial communities [8].

At the same time, decentralization, launched in Ukraine in 2014, transferred powers in the field of land relations to local self-government bodies, which, in accordance with the Land Code of Ukraine [9] and the Laws of Ukraine "On Regulation of Urban Planning Activities" [10] and "On Land Management" [11], were granted the authority to develop comprehensive plans for the spatial development of their territories. However, the system of spatial planning at the local level remains insufficiently coordinated: the gap between state regulatory acts and local land-use regulations leads to fragmented decision-making processes and complicates the adaptation of national-level norms to the specific characteristics of communities [6].

The situation is further complicated by the limited institutional capacity of local self-government bodies to develop their own regulatory frameworks [5]: a significant proportion of councils lack the personnel, methodological, and financial resources required for high-quality local land-use regulations, which exacerbates the imbalance between economic, social, and environmental interests in community development. Under these conditions, the scientific justification of institutional mechanisms for developing local-level regulatory systems represents not only a theoretical but also a practically significant problem, as the quality of spatial planning and the effectiveness of land reform depend on its resolution.

Analysis of recent research and publications. Effective land resource management requires a systemic approach and coordinated integration of regulatory legal provisions at all levels of governance, from the national to the local. Sakal O.V., Kolisnyk G.M., and Kharytonenko R.A. emphasize the necessity of a holistic institutional environment that ensures the transparency, predictability, and stability of land-use rules [1, p. 71]. Butenko E.V. and Kharytonenko R.A. highlight the importance of natural-agricultural zoning for adapting national-level standards to the specific characteristics of territories [2]. Bepalko R.I. and Vroniuk Y.Y. demonstrate the dependence of the investment attractiveness of agricultural land on the

stability of the regulatory legal environment [3]. Stupen R.M., Rii I.F., Kolodii P.P. and Ryzhok Z.R. emphasize that the harmonious combination of state and local regulatory mechanisms increases the efficiency of land use and the investment attractiveness of territories [4].

The issue of land resource management under decentralization is examined by Pushkar B. and Rudakevych I., who show that the redistribution of powers without adequate regulatory and methodological support creates risks of irrational land use [5]. Manaenko I.M. and Holiuk V.Y. substantiate the need for a unified methodology for comprehensive planning that integrates state and local regulatory requirements [6]. Tretiak A.M. defines the conceptual apparatus of land-management "institutions" and the principles of territorial-spatial planning of amalgamated communities, analyzing the shortcomings in the coordination of the regulatory framework [7, 12–14]. Shulha M.V., Ihnatenko I.V., and Malokhlib O.S. emphasize that, at the local level, priority regulatory attention is required for ensuring an appropriate cartographic basis for the development of comprehensive plans, entering the relevant data into the land and urban-planning cadastres, and establishing, at the legislative level, new restrictions on land use in territories affected by occupation [8].

At the same time, the issues of conceptual modelling of institutional support for the local regulatory framework as a holistic system combining the regulatory-legal, institutional, information-analytical, and functional dimensions of the spatial planning of rural territories remain insufficiently studied, which determines the need for further scientific inquiry.

Purpose of the study. The purpose of the study is to substantiate the scientific foundations of institutional support for the local regulatory framework as an instrument of spatial planning for rural territory development, and to develop a conceptual model of its functioning within the land resource management system.

Materials and methods of research. The methodological basis of the study is a systemic approach, which made it possible to consider the local regulatory framework as a component of the institutional environment of land resource management and territorial spatial development. The information base comprised the Land Code of

Ukraine [9], the Laws of Ukraine "On Regulation of Urban Planning Activities" [10] and "On Land Management" [11], as well as works by domestic and foreign researchers on this subject [1–8; 12–16].

The method of analysis and synthesis was used to generalize scientific approaches to the formation of regulatory support for land use. The comparative method was applied to compare the interaction between the state and local levels of regulation, as well as domestic and European practice. The modelling method was used to develop the conceptual model, and the grouping method was used to systematize the regulatory requirements for functional zones and the expected effects of institutionalization.

Presentation of the main research material. Institutional support for the local regulatory framework involves the formation of a system of stable and transparent rules governing the use of land resources, the spatial organization of territories, zoning, and environmental protection [1; 4; 7]; its purpose is to ensure the coherence of national requirements with the local needs of communities. In theoretical terms, institutionalization is a transition from fragmented regulation to a stable system of formal norms and informal practices that acquire independent regulatory significance [13].

Within the framework of the study, a conceptual model of institutional support for the local regulatory framework is proposed (Fig. 1), which is based on a systemic approach to the organization of land resource management and reflects the interrelationship between regulatory-legal regulation, institutional activity, information support, and land-use practice. The main purpose of the model is to ensure coherence between state regulatory requirements, the local needs of the territorial community, and the interests of the subjects of land relations in the process of shaping conditions for the sustainable development of territories. Structurally, the model comprises regulatory-legal, institutional, information-analytical, and functional blocks that interact through mechanisms of direct influence, feedback, partnership, and bottom-up initiatives. The regulatory-legal block is represented by regulatory legal acts at the state and local levels. The state level forms the general legal foundations for

regulating land relations, spatial planning, and environmental policy through the laws of Ukraine, resolutions of the Cabinet of Ministers of Ukraine, state standards, spatial documents, environmental norms, and the regulatory requirements of the European Union. The local level ensures the adaptation of national provisions to the specific characteristics of a given territorial community through decisions of local self-government bodies, development strategies, spatial plans, zoning rules, and community statutes. Interaction between these levels is carried out according to the principle of harmonization of regulatory requirements, which ensures the coherence of state policy and local governance mechanisms.

The institutional block covers the main participants in the process of sustainable community development: state authorities, local self-government bodies, civil society institutions (residents, civic organizations, expert community), and subjects of land use (landowners, land users, agricultural enterprises, investors), which ensure public participation in managerial decisions and the practical implementation of the regulatory framework. The information-analytical block ensures the functioning of the model based on cadastral data, land monitoring, and environmental information, serving as the basis for managerial decisions. The functional block implements regulatory provisions through planning, zoning, and land use. The central element is the sustainable development of the community, which integrates the economic, environmental, and social components through the coordinated interaction of regulatory mechanisms, institutional participants, and information support.

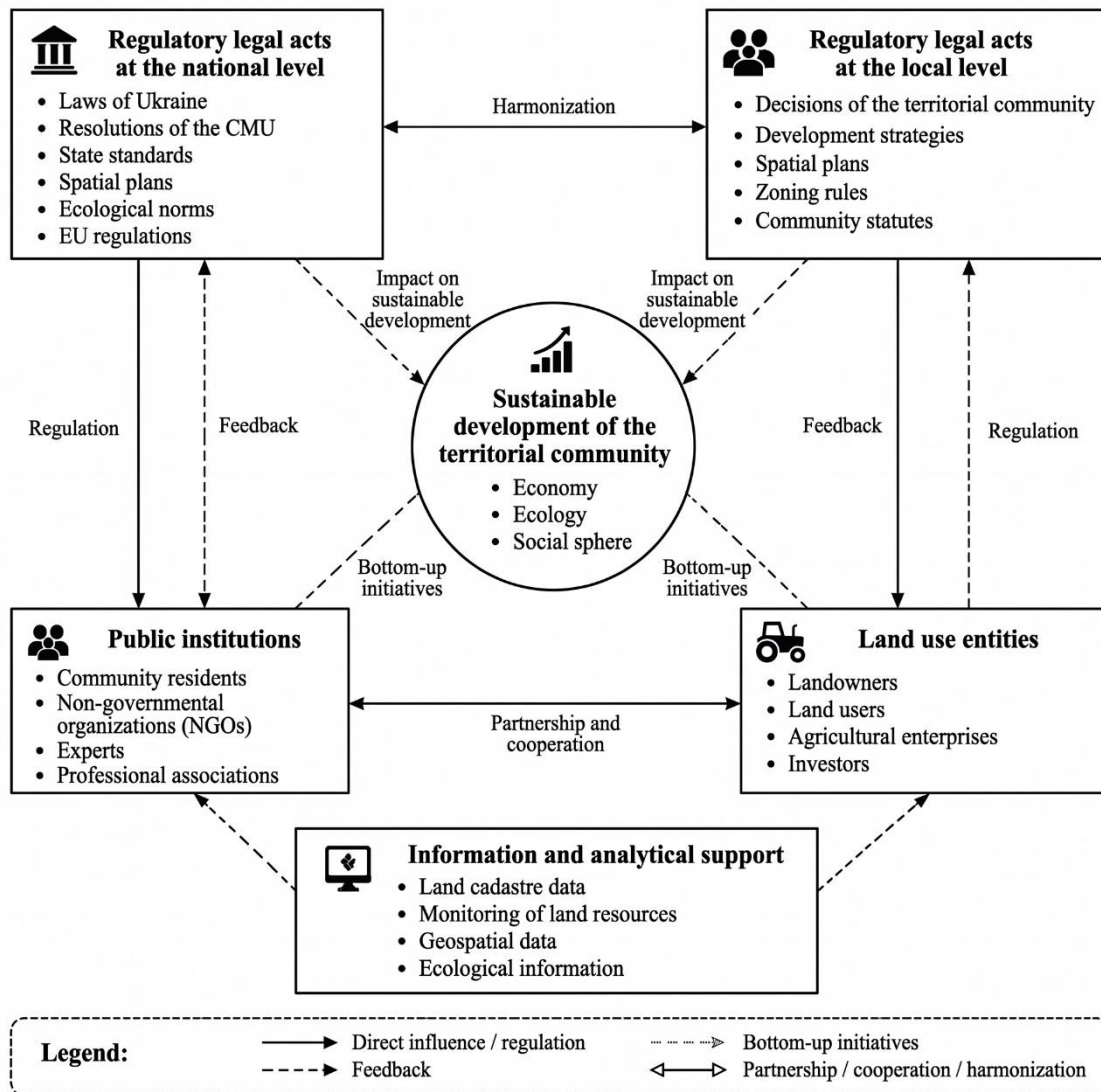


Fig. 1. Model of institutionalization of the local regulatory framework

Source: developed by the authors

A distinctive feature of the proposed model is the presence of a feedback mechanism that ensures its adaptability and dynamism. The effectiveness of this mechanism and of "bottom-up initiatives" is ensured through the implementation of participatory methods that require the mandatory involvement of all interested parties in land-management decision-making. Under conditions of decentralization, it is precisely this approach that guarantees a balance of interests among the various participants in land relations. In practice, this feedback should be realized not only through traditional public discussions but also through e-democracy tools (local spatial petitions), the establishment of urban-planning expert councils under local self-

government bodies, and the application of participatory budgeting to finance local land-management projects. The concept of spatial planning, implemented through the integration of land-management data, the urban-planning cadastre, and environmental monitoring into a single open geographic information system of the territorial community, serves as the foundation for such oversight.

In the context of post-war recovery, the functioning of the proposed model involves adaptation to the requirements of affected and de-occupied communities. This is achieved by including in the information-analytical block geospatial data on mine hazards, infrastructure destruction, and population displacement, and in the regulatory block, temporary adaptive regulations restricting land use.

Effective land resource management within rural territories requires a comprehensive approach to spatial planning that involves coordinating the functional designation of territories, regulatory requirements, and the strategic goals of community development. The main elements of spatial planning are strategic planning, functional zoning, land-use regulation, environmental and investment planning, information-analytical support, and public participation, the interaction of which forms a unified system for regulating land relations.

Strategic planning determines the long-term priorities of land use, taking into account economic, social, and environmental factors, while spatial planning shapes the balanced allocation of residential, industrial, social, and nature-protection infrastructure. Functional zoning differentiates territories by type of use; land-use regulation ensures the observance of owners' rights and compliance control. Environmental and investment planning preserve natural resources and create conditions for investment within established limits, while information-analytical support provides the basis for assessing development. Public participation ensures the transparency of planning and takes into account the interests of different population groups, contributing to the formation of a partnership model of territorial governance.

The analysis of the functional use of land resources within the spatial planning of rural territories is based on the differentiation of territories by zone type and corresponding regulatory requirements. Functional zoning involves dividing a

community's territory into zones in accordance with natural conditions, resource potential, urban-planning characteristics, and development prospects, for each of which priority types of land use, permissible activities, and requirements for the protection of land and natural resources are defined.

Within the framework of the study, a differentiation of rural community territories is proposed according to the following types of functional zones: agricultural, residential-public, industrial, nature-protection, recreational, and infrastructural, each of which is characterized by a specific land-use regime and system of managerial restrictions.

Agricultural zones are oriented toward the production of agricultural output subject to soil protection and the implementation of environmentally safe technologies. Residential-public zones ensure the development of settlements in compliance with planning and environmental requirements. Industrial zones provide for the placement of enterprises subject to sanitary-protection standards and the minimization of environmental impact. Nature-protection and recreational zones are aimed at preserving natural complexes and conditions for public recreation, with special use regimes. Infrastructural zones ensure the functioning of transport, energy, and utility facilities, taking safety requirements into account.

The differentiation of territories by functional zones ensures a systemic approach to the use of land resources that takes into account natural potential, socio-economic needs, and environmental constraints, makes it possible to prevent land-use conflicts and reconcile the interests of various subjects of land relations, and creates the preconditions for a balanced spatial structure of the territory and the achievement of the goals of sustainable development of rural territories.

European practice in forming the regulatory framework for spatial planning is based on a clear delineation of powers among the national, regional, and local levels while preserving unified methodological standards. In Germany, the "Raumordnung" system coordinates local land-use plans (Flächennutzungsplan) with regional development programmes (Raumordnungsprogramme), ensuring vertical regulatory coherence [16]. In the Netherlands, "Ruimtelijke Ordening" is implemented through

structural visions (structuurvisies) that integrate the economic, social, and environmental priorities of territorial development at every level of governance [16]. The key distinction of the European approach is the institutionally entrenched procedures for the mandatory coordination of local regulatory acts with higher-level documents, whereas in Ukraine such procedures are mostly advisory in nature (Table 1).

Table 1.

Comparative characteristics of approaches to institutional support for the regulatory framework of spatial planning

Criterion	Ukraine	EU countries (Germany, Netherlands)
Mandatory nature of coordination between local and state norms	Mostly advisory	Legally mandatory
Main local-level planning document	Comprehensive spatial development plan of the territorial community	Flächennutzungsplan / structuurvisie
Institutional responsibility for compliance monitoring	Dispersed among several bodies	Centralized (regional planning bodies)
Integration of environmental restrictions	Partial, mostly declarative	Systemic, legally entrenched

Source: developed by the authors

Taking this experience into account is advisable for improving domestic practice. This is precisely where the key aspect of the study's scientific novelty lies: the substantiation of institutional mechanisms for harmonizing local regulations with the state regulatory framework at the stage of spatial planning. The developed conceptual model not only structures the institutional environment according to key blocks but also conceptualizes the adaptation of European experience (the Raumordnung and Ruimtelijke Ordening systems) to the realities of Ukrainian communities, making it possible to transform land management into an effective institution that performs a coordinating function and ensures the implementation of unified standards of sustainable spatial development at the local level.

Institutional support for the local regulatory framework in Ukraine is an important mechanism for improving land resource management and the spatial development of communities, ensuring a transition from situational regulation to a comprehensive management model based on the principles of transparency, predictability, and sustainability. The expected effects are: improved spatial organization of territories, more efficient land use, a better investment climate, and higher environmental safety.

Institutional support for the local-level regulatory framework establishes uniform rules for land use, defines the powers of governance subjects, and creates conditions for integrating environmental restrictions into spatial planning (Table 2).

The results presented in Table 2 reflect the general trends in changes to key indicators of territorial community development under conditions of improved institutional support for land use: growth in investment attractiveness, increased efficiency of agricultural production and land use, and improved environmental characteristics of the territory.

Table 2.

Expected effects of forming institutional support for the local-level regulatory framework in the management of territorial community development

Area of institutional support	Mechanism of influence	Expected effect for the territorial community
Improvement of regulatory-legal support	Formation of a system of local regulatory acts and land resource management procedures	Increased transparency of land relations; coherence of state requirements and local needs
Optimization of spatial planning	Comprehensive approach to territorial planning, functional zoning, and defining land-use regimes	Rational spatial structure of the community; fewer land-use conflicts; more efficient use of potential
Increased efficiency of land resource management	Procedures for land use, control, monitoring, and managerial decision-making	Rational land use; preservation of potential; more efficient managerial processes
Development of the investment potential of territories	Clear rules for implementing investment projects and permissible directions of land use	Higher investment attractiveness of the community; attraction of

Area of institutional support	Mechanism of influence	Expected effect for the territorial community
		resources for territorial development
Strengthening the environmental component of management	Environmental protection requirements, environmental restrictions, and land-protection measures in the community's regulatory system	Reduced anthropogenic load; prevention of land degradation; environmental resilience of territories
Development of information support	Cadastral data, land monitoring results, geospatial information, and analytical materials	More substantiated managerial decisions; control over changes in land use
Strengthening institutional interaction	Coordination of authorities, civil society institutions, and land-use subjects	Partnership governance model; greater public participation; reconciliation of participants' interests
Ensuring sustainable community development	Integration of economic, social, and environmental goals into local regulation	Balanced model of territorial development taking into account the community's long-term needs

Source: developed by the authors

The results obtained indicate a positive dynamic in the economic, resource, and environmental development of the community under conditions of an improved regulatory-institutional environment; the noted changes are indicative in nature and are used for a generalized assessment of the directions of institutionalization.

Conclusions and prospects. Institutional support for the local regulatory framework is an important instrument for effective spatial planning and the balanced development of rural territories. Its key role lies in shaping a coherent regulatory environment that ensures interaction between the state and local levels of land resource management.

It has been established that the economic effect manifests itself in increased predictability of the regulatory environment, which promotes investment attraction, the development of the agrarian sector, and the financial capacity of communities. The social component consists in the transparency of managerial processes and stakeholder

participation in spatial development. The environmental aspect reflects the strengthening of land protection and the long-term environmental resilience of territories, which is important given ongoing degradation processes and growing anthropogenic load.

The developed conceptual model makes it possible to increase the coherence of the regulatory environment, strengthen the efficiency of land resource management, and ensure a more balanced development of rural territories.

Declaration on generative artificial intelligence and AI-based technologies used in the writing process. The authors confirm that, in preparing this manuscript, the AI tools ChatGPT Plus, Claude Sonnet 4.5, and Elicit were used for the meta-search of relevant scientific publications on the topic of the article, for the analysis and summarization of large texts for preliminary familiarization with their content, and for translation and finding better stylistic correspondence and grammatical accuracy in wording. The research results are original and were obtained without the assistance of AI.

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**Р.А. Харитоненко, Н.В. Комарова, В.А. Салюта, Л.Р. Скрипник,
Н.Ф. Іщенко**

**НАУКОВІ ЗАСАДИ ІНСТИТУЦІЙНОГО ЗАБЕЗПЕЧЕННЯ
НОРМАТИВНОЇ БАЗИ ПРОСТОРОВОГО ПЛАНУВАННЯ СІЛЬСЬКИХ
ТЕРИТОРІЙ НА МІСЦЕВОМУ РІВНІ**

Анотація. У статті досліджено теоретико-методологічні засади інституційного забезпечення місцевої нормативної бази як ключового чинника просторового планування та сталого розвитку сільських територій.

Актуальність теми зумовлена трансформацією земельних відносин в Україні, поглибленням децентралізації, посиленням ролі територіальних громад у системі управління земельними ресурсами та потребою відновлення сільських територій в умовах повоєнного розвитку. Метою дослідження є обґрунтування наукових підходів до формування та інтеграції місцевих нормативно-правових актів у систему просторового планування на рівні територіальних громад. У роботі застосовано системний, порівняльний, аналітичний методи та метод моделювання, що дало змогу забезпечити комплексність дослідження, врахувати багаторівневий характер регулювання просторового розвитку та зіставити вітчизняну практику з підходами країн Європейського Союзу. Запропоновано авторську концептуальну модель інституціонального забезпечення нормативної бази місцевого рівня, яка відображає взаємодію державного та локального рівнів регулювання, визначає ключові інституційні зв'язки і механізми узгодження нормативних документів різного рівня. Наукова новизна дослідження полягає у розробленні концептуальної моделі, структурованої за нормативно-правовим, інституційним, інформаційно-аналітичним і функціональним блоками. Обґрунтовано вплив нормативного середовища на економічні, соціальні та екологічні показники розвитку територіальних громад, зокрема через підвищення ефективності використання земельних ресурсів, покращення управлінських рішень та забезпечення сталості просторового розвитку. Практичне значення результатів полягає у можливості їх використання органами місцевого самоврядування під час розроблення комплексних планів просторового розвитку та місцевих регламентів землекористування.

Ключові слова: інституціональне забезпечення, нормативна база місцевого рівня, просторове планування, розвиток сільських територій, землекористування, сталий розвиток, територіальна громада.