

# THE ROLE OF PUBLIC ADMINISTRATION IN THE DEVELOPMENT OF TERRITORIES

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**Abstract.** The article examines the role of state administration in the development of territories in Ukraine. The purpose of the article is to study the role of public management and administration in the development of functional types of territories of communities and regions of Ukraine according to the standards, tools of "Good democratic governance" and development practice of Ukrainian and European regional development, regulatory and legal regulation of territorial and cross-border cooperation, provision of equal opportunities for communities and regions of Ukraine regarding the organization of territorial and cross-border cooperation with communities and regions of the European Union. The main methods used in the article are methods of comparative analysis, methods of analysis and synthesis, as well as generalization. The use of the specified methods contributed to the achievement of the goal specified in the article. The authors of the article, based on their own experience, believe that this request from public administrations of new communities and regions of Ukraine for new concepts of local and regional development can be formed and implemented through the application of standards, identifying themselves as subjects of territorial and cross-border cooperation, creating innovative tools for managing their own development, increasing their own management competencies in the conditions crisis phenomena in economic and social policy. In order to strengthen the institutional capacity of public administrations of communities and territories of Ukraine in the implementation of actions to update local and regional policies based on the principles of effective governance of the Council of Europe to solve the above-mentioned problems of territorial development, the authors of the article propose to create educational programs to improve the qualifications of civil servants in matters of territorial and cross-border cooperation.

**Keywords:** public management and administration, good democratic governance, types of territories, development of territories, European territorial and cross-border cooperation, civil society and non-governmental diplomacy.

**JEL Classification:** R10, R11, O18

**Formulas:** 0; **fig.:** 4; **tabl.:** 3; **bibl.:** 47

**Introduction.** The State Regional Development Strategy of Ukraine for 2021-2027 defines "territory" as an object of regional policy and a potential centre of economic growth, which is characterized by a specific set of social, spatial, ecological and economic features, integrated territorial development projects aimed at reducing the level of interregional and intra-regional asymmetry in the development of territorial communities, regions and improving the quality of human life.

This defined territorial approach is relevant for:

- formation of strategies for the sustainable development of new territorial communities formed within the framework of the administrative and territorial reform and local elections in 2020,
- application of proper governance by integration of the territories of territorial communities of villages, towns, and cities that have merged into a new administrative-territorial unit,
- ensuring the appropriate level of public services, in particular in the field of education, culture, health care, social protection, housing and communal services, taking into account human resources, financial support and infrastructure development of the corresponding new administrative-territorial unit.

The efforts of state authorities, regional and local authorities, scientists, and the public of Ukraine for a long time were focused on the reform of the administrative and territorial system in Ukraine, within the framework of which new territorial communities were created as subjects of regional policy, and their subsequent development and formation as capable communities will depend on the ability of new subjects of regional policy to use standards, tools, organizational forms of territorial development, which are used in the practice of European territorial cooperation development to overcome disparities in the development of territorial communities and regions, creation of investment projects, ensuring a high-quality level of provision of public services to residents of the territorial community and the region [1-7].

Territorial and cross-border cooperation is one of the standards and current tools of "Good democratic governance" in the European Union, a model of polycentric development. Despite the equal opportunities of communities and regions of Ukraine, regardless of their geographical location, regarding participation in the development of territorial and cross-border cooperation, in accordance with the current Ukrainian and European legislation, unfortunately, this direction of the state regional policy of Ukraine still remains not in the focus of priorities in strategic development planning communities and regions of Ukraine, the application of which in the practice of the European Union, as a standard and tool of "Good democratic governance", aimed at reducing disparities, asymmetry in the development of the territories of border communities and regions, with the use of European tools of program and budget planning.

The resolution of this issue should take place in the sphere of implementation of innovative actions, development of institutional cooperation of subjects and interested persons of state regional policy with the aim of developing management policies for the development of functional types of territories, improvement of public administration by regional development of territorial communities and regions of

Ukraine, increasing their competences in the field of development territorial and cross-border cooperation.

**Literature review.** The study of the problems of managing the development of territories through territorial and cross-border cooperation, as a direction of the state strategy of regional development of Ukraine, is of interest among foreign and domestic scientists (among them: I. Artyomov, I. Vovkanych, O. Amosov, N. Gavkalova, N. Vnukova, N. Mikula, V. Tolkovanov, A. Danylyshyn, S. Ustych, A. Dunska, G. Zhaldak, etc.)

At the same time, it is relevant to conduct new research on the problems of state management of territorial development through territorial and cross-border cooperation from the point of view of the reform of the administrative-territorial system of Ukraine, the implementation of the State Strategy for Regional Development of Ukraine for 2021-2027, the implementation of the standard and mechanism "Territorial and Cross-Border Cooperation" Good governance of the Council of Europe for the creation of programmatic and financial instruments for the development of territories of new territorial communities and regions of Ukraine.

**Aims.** The purpose of the article is to study the role of state administration in the development of territories in Ukraine. The main tasks of the article are to determine the role of public management and administration in increasing the development potential of the territories of new territorial communities and regions of Ukraine and to reflect in the strategies and perspective plans for the development of territorial communities and regions of Ukraine innovative solutions of the standard and current tool "Territorial and cross-border cooperation" of the Council of Good Democratic Governance of Europe and a comprehensive approach to the development of functional types of territories of the State Strategy for Regional Development of Ukraine for 2021-2027.

**Methodology.** The main methods used in the article are methods of comparative analysis, methods of analysis and synthesis, as well as generalization. The use of the specified methods contributed to the achievement of the goal specified in the article.

**Results.** The strategic development of new territorial communities in the new program and budget period of the regional development of Ukraine 2021-2027, as subjects of management, ensuring their capacity, requires from officials of state administration and local self-government new theoretical knowledge, the ability to use public administration tools in practical activities and administration of the development of territories based on the study of the best practices of territory development, the creation of own tools of local and regional development through the definition and identification of the functional type of territory of new territorial communities for the implementation of the necessary programs and projects of local and regional development in these territories, interregional integration taking into account regulatory and legal documents of Ukraine and the European Union.

The development of state management tools for the development of functional territories is an urgent direction in the strategic planning of the development of new territorial communities and regions, it requires improvement based on constant monitoring and evaluation of best practices, support mechanisms, attracting financial

resources, developing project activities of functional territories with the aim of increasing competitiveness and attracting investments in projects of local and regional development of new territorial communities and regions.

The priorities of public management of regional development in the State Strategy for Regional Development of Ukraine 2021-2027 are based on the consideration during strategic and spatial planning of key challenges that affect people, infrastructure, the economy and the surrounding natural environment, and will also include building a culture of partnership and cooperation focused on interaction of citizens and public institutions regarding development [8-12]. Regional policy measures will be formed on the basis of the experience gained, collected data, conclusions, recommendations, results of analyzes and evaluation to ensure and maintain high standards of management and implementation of regional policy, which requires the functioning of appropriate specialized analytical tools, databases of policy formation and evaluation.

To define and identify the functional type of the territory of new territorial communities, which is the direction of the state regional policy, it is necessary to outline the types of functional territories according to the Ukrainian and European practice of legislative regulation of regional development, territorial and cross-border cooperation, and to evaluate the public management tools used in the development of functional territories to solve common problems, stimulate economic activity, increase human and social capital, develop partnership between the state and local self-government bodies and business.

Legislation on state regional policy consists of the Constitution of Ukraine, Laws of Ukraine "On Principles of Internal and Foreign Policy", "On Local Self-Government in Ukraine", "On Local State Administrations", "On Cross-Border Cooperation" and other laws of Ukraine, acts of the President of Ukraine, the Cabinet of Ministers of Ukraine, as well as international treaties of Ukraine [13; 38].

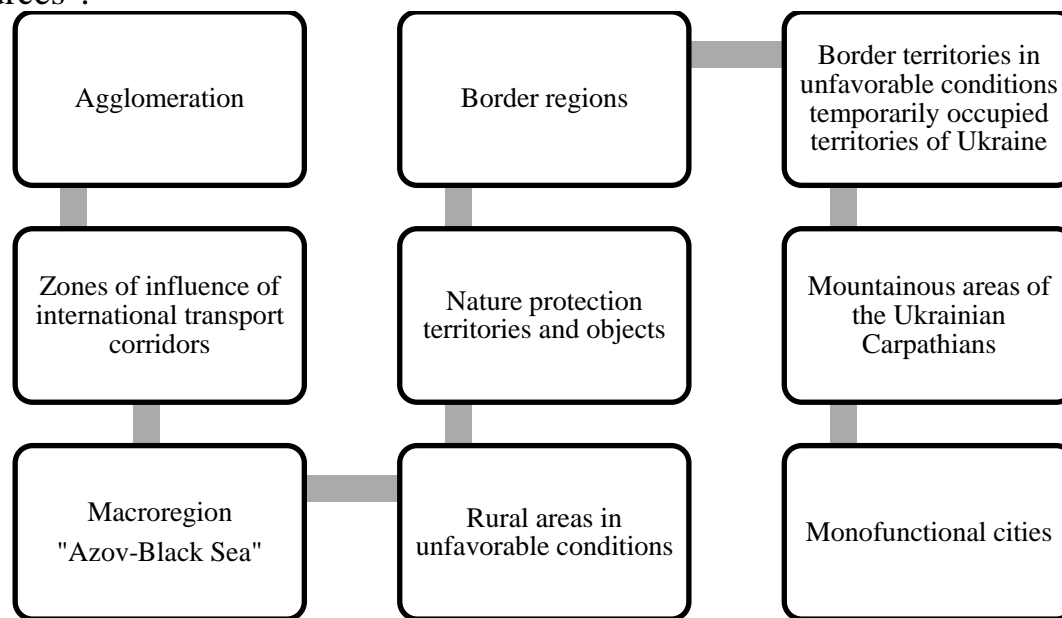
According to the Law of Ukraine "On the Principles of State Regional Policy" of Kyiv, February 5, 2015 No. 156-VIII, functional types of territory are defined, namely - macroregion, microregion or territorial community, which are characterized by a set of common social, spatial, ecological, economic, security and other features.

The State Regional Development Strategy of Ukraine 2021-2027 defines the types of territories that require special attention from the state and the use of special mechanisms and tools to stimulate their development, namely, agglomerations; - cities; - monofunctional cities; - rural areas in unfavorable conditions; - mountainous areas of the Ukrainian Carpathians; - macro-region "Azov-Black Sea"; - zones of influence of international transport corridors; - border regions; - border territories in unfavourable conditions temporarily occupied territories of Ukraine; - nature conservation areas and objects (Fig. 1).

The development of the State Strategy for the Regional Development of Ukraine for 2021-2027 and the plan of measures took place on the basis of "Smart Specialization", as a new approach in managing the development of the territories of the European Union's cohesion policy aimed at economic growth in the regions through better disclosure of its potential based on the analysis of the strengths of the economy

and innovative development of territories with wide involvement of interested parties, their interaction and cooperation at the local, regional, national and international levels.

The creation by private and state actors of a management model of intelligent specialization in the development of territories should be guided by the following approaches, namely: - "Clear distribution of responsibility and political support", "Horizontal and vertical coordination", "Availability of appropriate skills and resources".



**Figure 1. The types of territories, State Strategy for the regional development of Ukraine 2021-2027**

*Source: developed by authors*

Cohesion policy is the main investment policy of the European Union and provides benefits for all EU regions and cities and supports economic growth, job creation, business competitiveness, sustainable development and environmental protection.

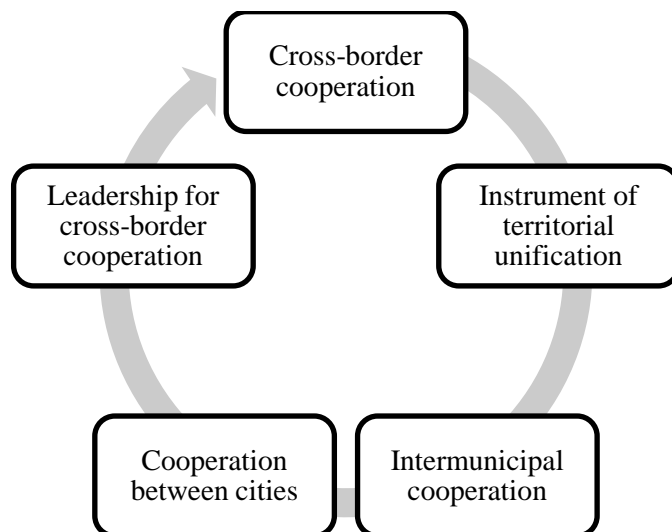
In the new program and budget period of the EU for 2021-2027, the development of European territorial cooperation is aimed at solving problems and joint development of the potential of various territories and is ensured through "Cross-border cooperation", "Transnational cooperation"; "Interregional cooperation"; "Cooperation of the most remote regions", "Better management of cooperation".

According to the Regulation of the European Parliament and the EU Council No. 1303/2013 of December 17, 2013, one of the thematic goals of the European Structural Investments and Funds is: - investing in education, training and professional training for professional development and lifelong learning; - promoting the institutional capacity of public authorities and stakeholders, as well as effective public administration.

Chapter 27 "Cross-border and regional cooperation" of Articles NN 446, 477 of the Association Agreement between Ukraine and the European Union defines "Cross-border and regional cooperation" as an important element of the regional policy of

multi-level management and partnership, through the involvement of local and regional authorities in cross-border and regional cooperation.

"Cross-border and territorial cooperation" is an important standard and current tool of good democratic governance, developed by the Council of Europe's Good Governance Expertise Centre, which includes the following tools: - "Intermunicipal cooperation"; - "Instrument of territorial unification"; - "Cross-border cooperation"; - "Cooperation between cities"; - "Leadership for cross-border cooperation" (Fig. 2).



**Figure 2. Current tools "Cross-border and territorial cooperation" of good democratic governance**

*Source: developed by authors*

According to the European practice of territory development and Ukrainian legislation, the following types and forms of territory development should be attributed to the functional type of territories in the development of inter-territorial and cross-border cooperation, namely: - Euroregion; - European Union of Territorial Cooperation; - association of Euroregional cooperation; - cross-border association [14-19; 37].

The problem of socio-economic development of regions in the context of state-wide challenges of the State Strategy for Regional Development of Ukraine 2021 - 2027 in the section "Weakness of public institutions" recognizes that "One of the threats to the security of the state is the weakness of executive authorities, primarily at the regional and local level, and local authorities self-governance, which is often manifested in the lack of initiative, experience and competences in solving problems of regional and local importance, prompt response to emerging challenges, development of measures to accelerate the economic development of territories".

Measures for the implementation of the state regional policy will be aimed at supporting potential centres of economic growth, which can spread their positive influence on the development of neighbouring territories and affect the development of the region as a whole, as well as on the support of integrated projects for the development of territories with special development problems, which should

contribute to reducing the level interregional and intraregional asymmetry in the development of territorial communities and the quality of human life [20-23; 39].

The state policy of Ukraine in the field of development of cross-border cooperation has its own economic and social space of territorial cohesion of Ukrainian border regions and European regions, features and practice of its implementation at the regional level, is based on many years of experience of work and cooperation of subjects and participants of cross-border cooperation, development of the mechanism of non-governmental public diplomacy, has a scientific and normative-legislative base, development priorities and issues, embodied management decisions, and its own apparatus of legal definitions, terms and concepts [31-35; 40].

Among the problems of state management of regional development described in the Study "Synergy of cross-border cooperation programs and regional development strategies in Ukraine - a window of opportunity for border regions", presented on May 18, 2018 during the conference "Regional policy in Ukraine: the European dimension of cross-border cooperation", the following are identified components:

- lack of vision among representatives of local and regional authorities regarding the place and role of cross-border cooperation in the strategic planning of the development of communities and the region,
- insufficient level of knowledge and skills of representatives of local and regional authorities to implement competencies in the field of cross-border cooperation development,
- low level of partnership activity of subjects and participants of cross-border cooperation regarding the generation and lobbying of substantiated proposals that reflect the main development trends of the region and its current interests in cross-border cooperation programs,
- unprofessionalism in the field of project and financial management,
- lack of a single database of cross-border cooperation projects and statistical information on their implementation,
- the declarative nature of bilateral agreements on the development of cross-border cooperation between local authorities of border regions.

It should also be noted the lack of awareness among representatives of local and regional authorities that cross-border cooperation is not only a form of cooperation in geographically adjacent territories, but is a form of cooperation and development of a functional and economic space within which different communities and authorities of non-adjacent territories can cooperate with each other for achievement of harmonious socio-economic development [24; 35].

**Discussion.** Forms of cross-border cooperation are not limited to permanent forms such as Euroregions, an agreement on cross-border cooperation, Euro-regional associations, European groupings for territorial cooperation and are also distinguished: 1. Direct contacts between territorial communities, cities, towns; 2. Cooperation on an informal basis; 3. International seminars, conferences, exhibitions, round tables; 4. Cross-border clusters and cross-border industrial parks; 5. Special economic zones and priority development territories [25-26; 36].

Comprehensive and comprehensive analytical information on the implementation of the "Cross-Border Cooperation" tool is presented in the "Cross-Border Cooperation" Handbook of the Centre for Good Governance Expertise of the Council of Europe.

The Guide provides an important comment on the understanding of cross-border cooperation set out in Protocol No. 2 to the European Framework Convention on Cross-Border Cooperation between Territorial Communities or Authorities, which refers to territorial cooperation, namely that activities in the field of cross-border cooperation can develop even among non-adjacent local authorities geographically distant from the border and located far from each other.

Among the obstacles to the development of cross-border cooperation at the level of regional and local authorities, outlined in the Guide, there is a lack of a culture of cooperation, a lack of understanding of laws and mechanisms, fear of political costs, and a lack of a strong driver [27-30].

In overcoming these obstacles, the first step can be the creation of various forms of development of cross-border and territorial cooperation, educational programs to improve qualifications for representatives of central and local executive bodies, local self-government bodies, and non-state institutions.

The question of raising the qualifications of civil servants in matters of territorial and cross-border cooperation has its genesis, and it should be noted a number of legislative acts that were adopted in relation to this issue, namely the following: - Resolution of the CMU of Ukraine dated April 29, 2002 N 587 "On some issues of the development of cross-border cooperation and Euroregions"; - Decree of the President of Ukraine dated 31.07.2004 No. 854/2004 "On ensuring conditions for wider public participation in the formation and implementation of state policy; - in the measures of the State Program for the Development of Cross-Border Cooperation for 2007-2010; - State Program for the Development of Cross-Border Cooperation for 2021-2027, Decree of the CMU dated April 14, 2021 No. 408.

The model of public management and administration in the field of development of territorial and cross-border cooperation in Ukraine needs further improvement, the active application of the standards and tools of the "Dear Democratic Governance" of the Council of Europe, the definition and identification of functional types of territories in the strategic planning of the development of new territorial communities and regions, taking into account the European development experience forms and types of territorial and cross-border cooperation for the creation of local and regional development projects for participation in activities and projects of the new program and budget period 2021-2027 of the European Union and Ukraine.

**Conclusions.** Territorial and cross-border cooperation in the European Union is a standard and a tool of good democratic governance, promotes the development of functional types of territories of communities and regions, as living laboratories of European integration, points of growth and cohesion, to overcome obstacles, difficulties faced by people, to develop joint initiatives, with financial support, including within the framework of territorial and cross-border cooperation programs financed by the European Structural Funds.



Overcoming obstacles in the development of territorial and cross-border cooperation in the European Union is carried out through the constant development of tools for public management and administration of the development of types of functional territories, the formation of targeted program and budget tools to support projects of territorial and cross-border cooperation.

The directions for reducing the level of inter-regional and intra-regional asymmetry in the development of territorial communities and regions of Ukraine should take place through the improvement of the development of organizational forms of territorial and cross-border cooperation, the creation of effective mechanisms for their targeted financial support from local, regional and national programs of regional development using best practices, standards and tools of "Good democratic governance" of the Council of Europe and creating educational programs to improve the qualifications of civil servants on issues of territorial and cross-border cooperation.

**Author contributions.** The authors contributed equally.

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