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# CHAPTER 1

## MODERN TRENDS IN PUBLIC ADMINISTRATION

### INTERMUNICIPAL COOPERATION AS A KEY TOOL IN THE FORMATION OF A MODEL OF MULTIPLE MANAGEMENT OF REGIONAL DEVELOPMENT

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**Abstract.** In Ukraine, there have been significant changes in regional development due to the conditions of the war and the need to form new tasks, implement urgent measures, projects to restore the territories of communities and regions, continuing the European integration course of Ukraine, decentralization reform and the implementation of standards, principles and current tools of good governance of the Council of Europe. The purpose of writing the article is to reveal the need for further development of inter-municipal cooperation to create territories of community cooperation, as points of economic growth and regional development, to overcome socio-economic challenges caused by the war, as models of multi-level management, public administration and targeted actions for the restoration of territories of communities and regions of Ukraine during the war and in the post-war period in accordance with European standards and best practices of democratic governance and territorial development. The following methods were used to determine the principles of inter-municipal cooperation in the management of regional development: the method of cognition (for the formation of theoretical principles for determining the essence of inter-municipal cooperation, development strategies); comparative analysis (in order to compare the effectiveness of the development strategy); abstract-logical (for the formation of theoretical generalizations and the formulation of research conclusions); graphic visualization (for the purpose of visualization of results and analysis). The Center for Good Governance Expertise of the Council of Europe, in its Recommendations regarding the formulation of policies on the Local Self-Government Restoration Plan dated June 30, 2022, emphasized the need to implement stronger forms of inter-municipal cooperation based on the principles of "smart" and "green" municipal (spatial) planning to overcome challenges caused by the conditions of the war, the key of which are changes in the population and the economic structure of communities. In the process of forming spaces of inter-municipal cooperation between communities of Ukrainian and European regions, as an important functional space and level of management of regional development, it is important to use the existing

*national and international experience in the development of community cooperation at the local, inter-territorial and international levels, the experience of developing these spaces in the territorial and cross-border cooperation, creating models and tools of municipal management and public administration for the post-war period of development of the territories of communities and regions on the basis of the application of standards, principles and current tools of "Good democratic governance" and the development of civil diplomacy.*

**Keywords:** *public management; administration; inter-municipal cooperation; good democratic governance; regional development; territorial development; European territorial and cross-border cooperation; civil society; diplomacy.*

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**Introduction.** The government's action plan - 2023 envisages actions related to updating the State Strategy for Regional Development, planning the recovery and development of regions, accelerating sustainable economic growth based on 5 main principles, namely: 1. Immediate start and gradual development; 2. Increasing fair welfare; 3. Integration into the EU; 4. Reconstruction of what was better than it was, on a national and regional scale; 5. Stimulation of private investments: Implementation of 17 national programs, 850 projects for a total amount of financing - 750 billion euros by 2032.

The directions of the Recovery Plan of Ukraine have a comprehensive targeted program and project approach, covering such sections as taxation, budget policy, regional development, infrastructure restoration, answering the question "What needs to be done?".

But the existing temporary restrictions on the rights and legitimate interests of individuals and legal entities due to the introduction of martial law in Ukraine, challenges and problems that exist at the local level, in communities, namely: demographic losses in communities affected by military actions, destruction of physical infrastructure, property and business, the economic downturn, which has a significant impact on local budgets, the strengthening of regional disparities, the narrowing of the list of public services, the possibilities of multi-level management of the community territory and the need to continue the reform of public administration and decentralization, etc., require the search for answers to the question, "How is it do?" at the local level.

An urgent problem is the synchronization of the actions of the Recovery Plan of Ukraine with the strategies of the new program and budget period of the EU 2021-2027, the standards, principles, tools of effective governance of the Council of Europe and the principles of the White Book of European governance, on the one hand, and the comprehensive territorial approach of the State Regional Policy of Ukraine for the period until 2027, in which the types of territories that require special attention from the state and the use of special mechanisms and tools to stimulate their development are determined, one of which is inter-municipal cooperation.

**Literature review.** The study of problems of development of inter-municipal cooperation and multi-level management is of interest among domestic scientists

(among them: O. Amosov, N. Gavkalova, E. Syromolot, N. Vnukova, N. Mikula, M. Maksymchuk, S. Klyoba, V. Tolkovanov, V. Kuybida, A. Krupnyk, A. Orlova, A. Tkachuk, M. Izha, P. Nadolishniy, L. Prykhodchenko, S. Sakhanenko, etc.)

The issue of establishing horizontal interaction (cooperation, cooperation, partnership) between local self-government bodies in Ukraine for the sake of economic development and investment attraction in the regions is insufficiently studied. Only recently, with the support of a number of international projects, several round tables and seminars on this topic have been held in Ukraine, but there are no in-depth comprehensive studies and scientific publications on this topic. In particular, such authors as V.S. Kuybida, V.V. Tolkovanov [16; 42] and Bilokon Yu.M. [17] and solving problems of inter-municipal cooperation.

Such researchers as V. Tolkanonov, N. Kostina, and M. Shkilniak paid a lot of attention to the creation of a methodological and methodological basis for the cooperation of territorial communities [20; 41; 43].

It is clear that everything new needs some time to understand its meaning, to find opportunities for implementation. Therefore, researchers focus more on the applied aspects of establishing community cooperation [44], and only in recent years have scientific articles appeared devoted to the possibilities of economic growth of communities based on cooperation [6]. There is very little research on the use of such forms of cooperation as the delegation of tasks and the formation of joint management bodies.

The conceptual basis of the study of the institute of territorial communities is sufficiently comprehensively covered in the publications of O. Bobrovska [18], I. Degtyareva [21, p.141-148], V. Nebrat [35, p.34-49], K. Tyshchenko [41] and other domestic and foreign researchers. Institutional-legal and institutional-organizational aspects of the formation and development of the institution of territorial communities, including in Ukraine, are presented in the works of S. Grab [7, p.25-30], Yu. Kyrychenko [30, p.451-457], V. Nakonechny [36, pp. 283-289] and other scientists. Methodological and applied aspects of the functioning of the institute of territorial communities and its role in ensuring local development are analyzed by R. Lupak and A. Didych [32, p.248-252], K. Popova [21, p.290-297], S. Lipset [33, pp. 1-22], T. Vasylytsiv, I. Biletska, and O. Mulska [46, pp. 276-287].

At the same time, the challenges and problems of the development of community cooperation in the conditions of war and in the post-war period require a new theoretical justification and a reflection of their place in measures to restore communities and regions of Ukraine.

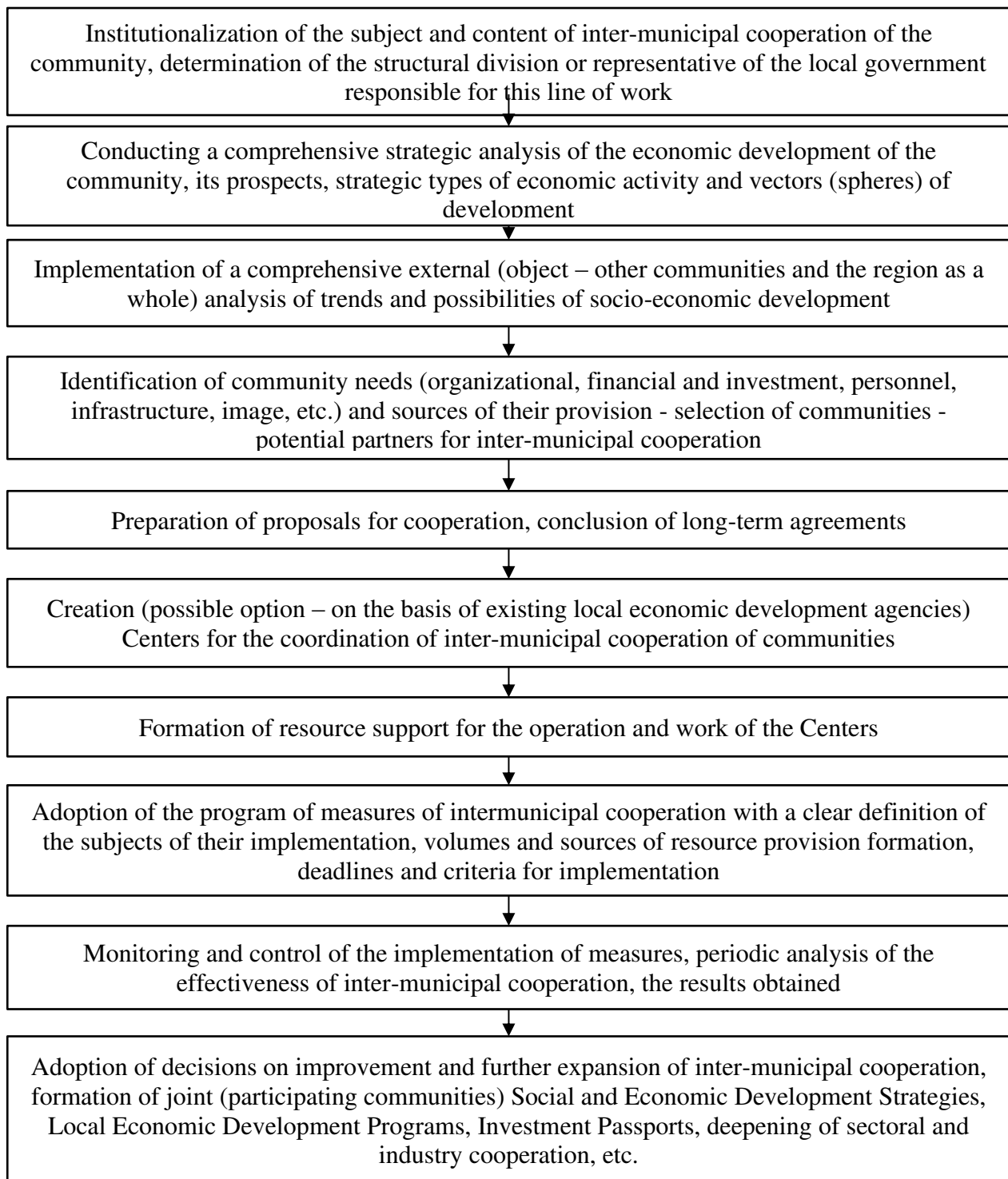
**Aims.** The purpose of writing the article is to reveal the need for further development of inter-municipal cooperation to create territories of community cooperation, as points of economic growth and regional development, to overcome socio-economic challenges caused by the war, as models of multi-level management, public administration and targeted actions for the restoration of territories of communities and regions of Ukraine during the war and in the post-war period in accordance with European standards and best practices of democratic governance and territorial development.

**Methodology.** The following methods were used to determine the principles of inter-municipal cooperation in the management of regional development: the method of cognition (for the formation of theoretical principles for determining the essence of inter-municipal cooperation, development strategies); comparative analysis (in order to compare the effectiveness of the development strategy); abstract-logical (for the formation of theoretical generalizations and the formulation of research conclusions); graphic visualization (for the purpose of visualization of results and analysis).

**Results.** The Recommendations regarding the formation of regional development policy on issues of the Local Self-Government Restoration Plan of the Council of Europe Good Governance Expertise Center emphasize the direction of actions regarding the implementation of an experimental policy of regional management of decentralization, on a pilot basis, with public participation, taking into account numerous European examples and options at the local or regional level, and actions regarding the development of the type of territories - "metropolitan zones", as a closer form of inter-municipal cooperation, around a large city or in the rest of the territory, with the need to provide financial support for their development in war and post-war times.

"Metropolitan zone" is an analogue of the name "agglomeration", which is reflected as a type of territory in the State Strategy of Regional Development of Ukraine for 2021-2027, namely: Agglomerations are territorial clusters of settlements (primarily cities) that form integral socio-territorial formations with the number population of more than 500,000 people. Agglomerations are areas of concentration of population, capital and business and have intensive economic, labor, cultural and household connections with the surrounding territories, are characterized by a high level of development of infrastructure, economy, and provision of services to the population [19].

Today, inter-municipal cooperation of Ukrainian communities is still not very developed. Thus, on the example of Poltava region, it can be noted that more than half of territorial communities do not participate in such cooperation practices in any way and do not have any agreement in the field of inter-municipal cooperation. Among the functional directions of cooperation (in those communities that still have agreements on cooperation), such a direction as "Coordination of activities and attraction of resources for the implementation of joint projects" became the most widespread (about 66% of agreements). Accordingly, intermunicipal cooperation in the field of local economic development is used very limitedly, which should be considered a significant underperformance of both regional and local authorities, because communities, in fact, underutilize opportunities, as well as resources and assets. which could be additionally localized for such purposes [1-7]. It is necessary to understand that the development of inter-municipal cooperation is a process that someone must manage and be responsible for, to carry out its constant support in accordance with the so-called life cycle of inter-municipal cooperation of the community (Fig. 1).



**Figure 1. The life cycle of the development of intermunicipal cooperation of the territorial community**

*Source: author's development*

Thus, following this set of sequential steps allows all the basic functions of management, such as analysis, planning, organization, motivation and control, to be used, and therefore has a high potential for effectiveness.

On the other hand, we are talking about more systemic advantages that the community receives in case of intensification of inter-municipal cooperation practices, namely:



- increasing the investment attractiveness of territories;
- improvement of prerequisites for creation of industrial parks, clusters, etc.;
- strengthening of benefits under the condition of participation in regional project competitions, grant and other programs of the state, region, international funds of external technical assistance;
- dissemination of relevant practices for participation in cross-border cooperation projects, cooperation of sister cities/territories, etc.;
- the transformation of economic cooperation into the implementation of joint projects for the development of social infrastructure, cultural and social development [22-24].

It should be noted a number of project initiatives for the recovery of Ukraine with the participation of leading European institutions, which promote and support the development of inter-municipal international cooperation between cities and communities of Ukraine and the EU, namely:

-The project "Promoting the comprehensive development of communities through analytics, dialogue and international cooperation", financed by the German Society for International Cooperation (GIZ) as part of the Support for Decentralization Reform in Ukraine (U-LEAD with Europe), the purpose of which is to promote the establishment of international cooperation between the cities of Ukraine and of EU countries, organization of study visits, creation of analytical manuals and assistance in the implementation of joint community projects;

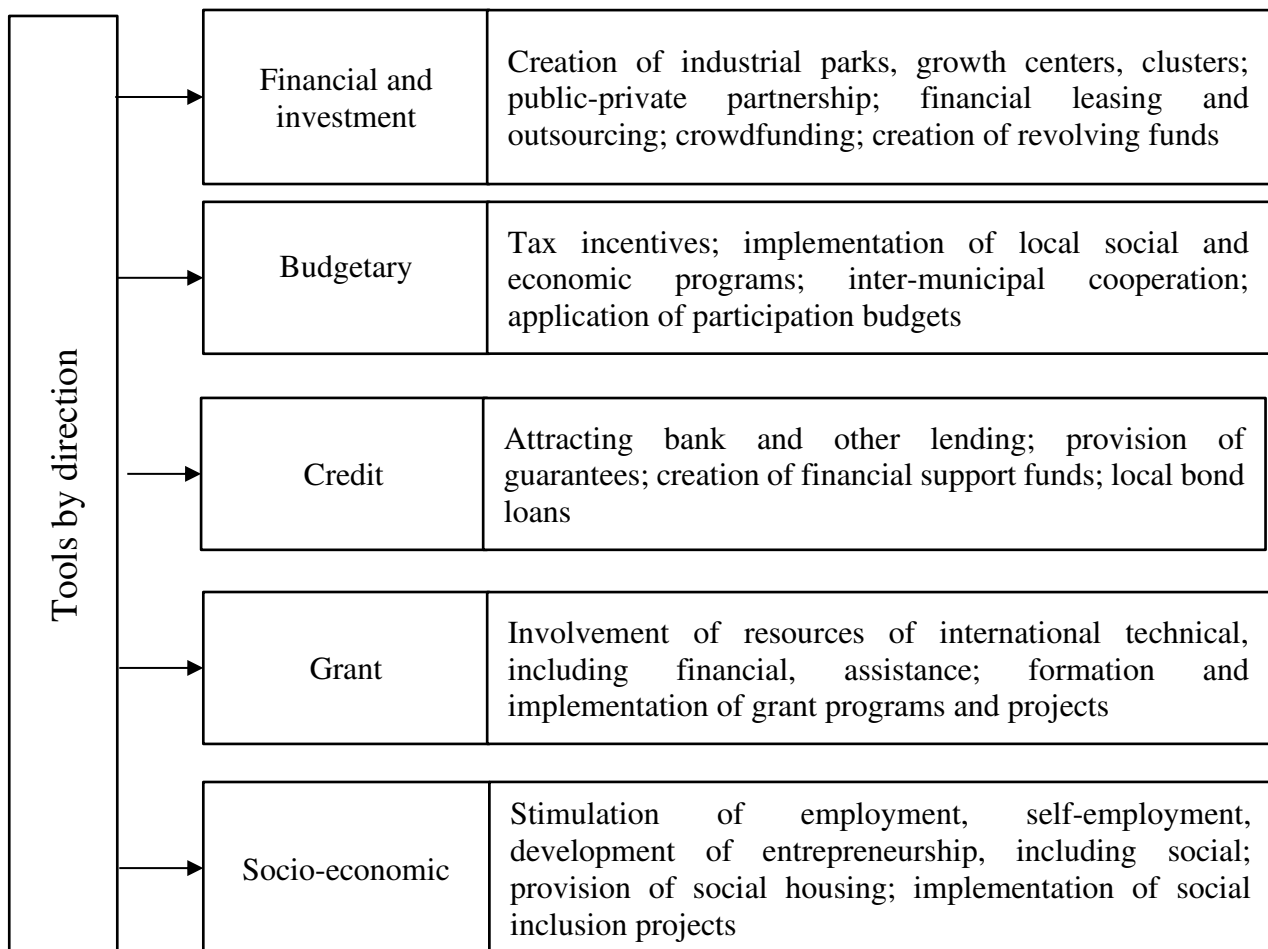
-The "Bridges of Trust" initiative of the Council of European Municipalities and Regions (CEMR) together with the Association of Cities of Ukraine and with the support of "U-LEAD with Europe", under which 10 associations of local and regional authorities from EU member states as part of CEMR will contribute to the creation of 30 of new municipal partnerships for the reconstruction of Ukraine.

As you know, the cooperation of territorial communities is interpreted as relations between territorial communities, which are carried out on a contractual basis, based on the pooling of resources of cooperation subjects with the aim of solving common problems of local development [8-15; 25; 47]. Legislatively defined forms of inter-municipal cooperation are defined as: delegation to one of the subjects of cooperation by other subjects of cooperation to perform one or more tasks with the transfer of relevant resources to him; implementation of joint projects, which involves the coordination of the activities of cooperation subjects and their accumulation of resources for a specified period in order to jointly implement relevant measures; joint financing (maintenance) by subjects of cooperation of enterprises, institutions and organizations of communal form of ownership, infrastructure facilities; formation by subjects of cooperation of joint communal enterprises, institutions and organizations, joint infrastructure objects; formation of a joint management body by the subjects of cooperation for the joint performance of powers defined by law.

At the same time, it should be noted that local state authorities and local self-government bodies still have certain opportunities to intensify their influence on the processes of inter-municipal cooperation and strengthen the regional component of their own economic policy [26-29; 46; 48]. First of all, it concerns the establishment of an effective system of communications between local government organizations and

their executive bodies in order to form a common position regarding the strategy and tactics of economic development and its individual aspects. The main means for this is the regular holding of field meetings and round tables, the discussion of problematic issues, the creation and functioning of working groups. Separately, it should be emphasized the collegial participation in such events of all their participants, which would make it possible to eliminate one of the biggest shortcomings of the current interaction between various local authorities - the hierarchical component [37-39]. An important direction for the activation of inter-municipal cooperation in the field of local economic development is the implementation of educational projects, internships of relevant employees in the structural divisions of regional state administrations, the establishment of regular programs of professional development and retraining of personnel in the field of inter-municipal cooperation and international economic activity of communities (preparation of investment proposals, cooperation with investors, preparation of technical documentation for participation in projects, etc.).

At the same time, it is necessary to understand the entire spectrum of tools that can be involved by communities within the framework of the preparation and implementation of projects for the activation of inter-municipal cooperation in the field of local economic development (Fig. 2).



**Figure 2. Toolkit for expanding inter-municipal cooperation of communities in the field of local economic development**

Source: author's development

Thus, there is a sufficiently wide toolkit of activation and achievement of high efficiency of inter-municipal cooperation of territorial communities in terms of activation of local economic development of territories.

The Declaration of the Alliance emphasizes, among other things, the focus on the principles of the European Charter of Local Self-Government, the State Strategy for Regional Development of Ukraine for 2021-2027, the improvement of proper local/regional governance, the provision of the opportunity for local self-government to assume a leading role in restoration and reconstruction together with the government of Ukraine, the EU and other international partners, in particular in the assessment of reconstruction needs, further planning and implementation of reconstruction strategies based on integrated planning at the territorial level, using systemic approaches for ecological, green, smart and inclusive territories, organized according to the principle of "rebuild better", further European integration and access of local and regional authorities of Ukraine to European networks [19].

Intermunicipal cooperation (IMC) is a special form of interaction, a system of legally established mutually beneficial relations between two (three - in the case of their creation of a local Association of Territorial Communities) and more territorial communities bordering each other, implemented through relevant local self-government bodies with the participation of local executive power and aim to achieve certain common goals for improving the quality of life of communities and economic growth.

In general, the following signs of MMS can be identified:

1. The presence of common interests, the desire and the possibility of joint use of resources to increase efficiency.
2. The presence of formally established legal relations between at least two local self-government bodies or at least three, if a local Association of local self-government bodies is created on the basis of the Law [23].
3. Commonality of boundaries between the relevant administrative and territorial units.
4. Availability of legal personality and jurisdiction in the relevant territory. Availability of powers and the ability to exercise them.
5. Only own (self-governing) powers can be the subject of the MMP. Powers delegated by the state can be the subject of MMC only on the basis of relevant legislative acts.
6. Voluntariness of mutual relations (except for cases established by law).
7. Duration of these relations in time and definiteness in space.
8. Mutual benefit, in particular economic and mutual exchange of resources.
9. Sometimes subjects have to voluntarily delegate a part of their own powers to another body or legal entity for the benefit of the common and their own good [22].

"Territorial and cross-border cooperation" is a standard of good governance of the Council of Europe representing the European framework convention on cross-border cooperation between territorial communities or authorities of 1980. Madrid, which provides for the conclusion of standard framework agreements, treaties, statutes on the development of cross-border cooperation in forms in accordance with national legislation Contracting parties, in the Ukrainian legislation in the form of Euroregions, the association of Euroregional cooperation, the European association of territorial

cooperation, the cross-border association, which are essentially a model of multi-level management of regional development, which is based on inter-municipal cooperation of communities of adjacent/non-adjacent regions, which carry out joint actions aimed at establishing and deepening economic, social, scientific, technological, ecological, cultural and other relations [36].

In the draft Law, which was presented by the subcommittee on cooperation of territorial communities and regions of the VRU, on improving the participation of local self-government in cross-border cooperation, it is proposed to define four types of cross-border cooperation, namely:

1. Interregional cooperation is carried out between subjects of cross-border cooperation that exercise executive power in the regions, cities of Kyiv and Sevastopol and/or represent common interests of territorial communities of villages, towns, cities, regions with relevant subjects of such relations of other states within the limits of competence defined national legislation and relevant cooperation agreements;

2. Inter-territorial cooperation is carried out between village, settlement, city councils in Ukraine with the relevant subjects of such relations of other states within the competence defined by national legislation and relevant agreements on cooperation;

3. Cross-border cooperation is carried out between subjects of cross-border cooperation of Ukraine, which exercise their powers on the territory directly adjacent to the state border, and relevant subjects of such relations of neighboring states within the scope of competence determined by national legislation and relevant cooperation agreements. One of the forms of such cooperation can be the Euroregion.

4. The Euroregion is formed in accordance with bilateral or multilateral agreements on cooperation with the aim of establishing and deepening economic, social, scientific, technological, ecological, cultural and other relations between subjects and participants of cross-border cooperation of Ukraine and other states. Euroregions can be reorganized into other forms of cross-border cooperation.

It should be noted that this Draft Law of Ukraine provides for the creation of regional programs for the development of cross-border cooperation as a complex of interrelated tasks and measures of a long-term nature, aimed at the development of cross-border cooperation in the region, which are carried out at the expense of the local budget of Ukraine and other sources, not prohibited by legislation, and agreed according to the terms of execution, composition of performers, resource provision.

**Conclusions.** The development of inter-municipal cooperation, as a standard of proper governance of the Council of Europe and a tool of multi-level management of regional development in Ukraine, has a huge practice and is a magnet for the creation of various models of management of the development of inter-regional, inter-territorial, border, cross-border and international cooperation of communities and regions of Ukraine and the EU.

In the context of the acquisition of the status of Ukraine as a candidate for EU membership, and further steps and actions of the Government of Ukraine, regarding the synchronization of regulatory, legal, program and budget policies of Ukraine and the EU, the development of inter-municipal cooperation can significantly strengthen

the socio-economic development of post-war reconstruction and development of communities and regions of Ukraine, and accelerate the European integration movement of Ukraine.

The renewal of the state regional policy by directing actions to the development of inter-municipal cooperation, and strengthening the participation of local self-government in the development of cross-border cooperation, should be based on the application of multi-level management of the development of the territory on the 12 principles of proper democratic governance; development of tools for development and influence on regional development, based on monitoring challenges and problems in the development of territories and strengthening public participation; development of a training system and development of network partnerships from among experts, officials, beneficiaries within the framework of application of standards, principles and tools of proper democratic governance; the implementation of the methodological approach - the "dynamic triangle" of setting standards,

Continuation of the experimental policy of multi-level management of regional development and projects of territorial and cross-border cooperation, on a pilot basis, including in the format of the Information Center of AEPR at Semen Kuznets National University of Ukraine, will contribute to the realization of the vision of AEPR regarding the development of border regions as a laboratory of European integration.

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

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