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ANALYSIS OF EUROPEAN PRACTICE IN PUBLIC ADMINISTRATION BY THE DEVELOPMENT OF RURAL AREAS AND COOPERATION

Introduction. In European countries, rural area development is of great importance. During a long period of time, the search for new directions of rural area development, development and implementation of effective approaches having undergone a significant transformation (from food security by intensifying agricultural production to diversifying the rural economy, developing rural infrastructure, increasing social and economic potential, as well as improving and protecting the natural environment) have been continuously implementing. Statistical indicators show that the demographic potential of rural areas has been characterized by a decline in the number of rural populations around the world in recent decades. On the one hand, it is the result of the intensification of urbanization processes and, on the other hand, it poses a threat to the functioning and development of a village [7]. More than 56% of the population of EU member states lives in rural areas (91% of the EU) [5].

Beginning in the 1990's, the evolutionary process of the EU agrarian policy is characterized by diversification changes. Thus, at first the main attention was paid to the organization of the common market, on the turn of the century the role of compensations increased and in the beginning of the XXI century the development of rural areas has become a priority [1]. An effective agrarian policy of the EU aimed at creating balanced rural development is an example of a successful model. It consists of an effective mechanism, effective forms, methods and tools for its implementation. The predominance of the agricultural sector in the structure of the rural economy which is an important sector of the world economy, as well as directly affects the standard of living of the population and food security of the country, determines the special role of

rural areas in the development of the world community.

An analysis of foreign practice of public administration in the field of rural area development enables to identify weak and strong sides of organizational measures aimed at solving social and economic problems of these territories. The role of rural areas in the development of the European Union (EU) is growing due to the tendency to update the issues of environmental protection and food security which is an integral part of national security. The significance of these areas is also conditioned by the implementation of important multi-directional functions.

In addition, the importance of agricultural service cooperatives in the development of rural areas of the EU is growing. There are stable trends of the sustainable development due to their widespread distribution in the agrarian sector. Cooperatives play an important role in the development of rural areas, create new jobs and provide income for members in remote rural areas. In Ukraine, rural areas also have a lot of systemic social and economic problems. In this regard, the search for new ways of developing these areas, including through the expansion of service cooperatives, should become one of the priorities of the state agrarian policy.

Problem statement. The study of the European practice in the field of public administration policy for rural area development is an important issue. The use of managerial ideas and practical experience of the EU countries will enable the Ukrainian public administration system to avoid errors in the process of implementation of administrative and management policy of rural areas, in particular at the regional level.

Unresolved issues. Actuality of issues of the territorial economic development has intensified relevant research in this direction. Its main task is to substantiate the foundations of the sustainable development of rural areas. The research of references and comparison of the practice of implementing the policy of public administration for the development of rural areas between the European Union and Ukraine revealed a significant discrepancy in determining priorities of the agricultural sector development. Under such conditions, the issue of using European experience for the development of the Ukrainian rural areas becomes acutely updated and requires further in-depth research.

Actual scientific research and issue analysis. Theoretical and practical issues regarding public administration are shown in the writings of many scholars, in particular Boryslavskaya O.M. [1], Delors J. [2], Lazor O.Y. [4], Shikerinets V.V. [4],

Shkolyk A.M. [1], Zaveruha I.B. [1] and others. Among the works that study the issue of using the European experience in the field of public management of the sustainable development of rural areas, it is necessary to mention the works of Dinan D. [3], Goulet R. [4], Guevara J.R. [7], Lelechenko A.P. [6], Noguchi F. [7], Yorozu R. [7], Ziller J. [10] and others. However, despite the significant contribution of scientists, the research of the European experience in the field of public administration policy in the development of rural areas requires further analytical studies.

The aim of the research is to analyze conceptual provisions, approaches and programs of the rural area development in the European Union, as well as to define main principles of their sustainable development policy based on the use of the European experience for the adaptation to the present Ukrainian realities.

In the research, such general scientific **methods** were used as comparison and generalization methods, abstract-logical and analytical methods and other methods based on the application of the functional and logical approach to the studied object.

Research results. The study of the experience of the European countries in providing strategic planning processes and development of rural areas which effectiveness is confirmed by the achieved social and economic results shows that the agrarian policy of the EU is a priority area of public administration. Within the framework of the unified agrarian policy in 2014-2020, the total amount of budget financing is increased in comparison with the level of the reporting period (2016-2017) which is about 420 billion euros. At the same time more than 75% is the grant of direct subsidies and over 24% is funds for the development of rural areas [8].

The implementation of a comprehensive approach to rural area development in the EU requires full interaction at the institutional and functional level of all public authorities, as well as fulfillment of important tasks aimed at increasing the level of self-organization of the territorial community and the development of their joint activities, in particular:

- Involving various social groups of the rural population in developing a strategy that, on the one hand, can identify their needs and balance interests and, on the other hand, apply experience, skills and knowledge that will help to identify effective and optimal areas of activity, as well as transparency of procedures for management decisions aimed at rural development;

- Information exchange and advisory support among different participants in

solving problems in rural areas have a positive effect on the development of the initiative and idea generation. A collective decision on the implementation of infrastructure, investment social and other projects is taken with its help, on the basis of mutual actions and efforts.

- Consideration of different social and economic needs and interests of the rural community and mobilization of their resources is an important prerequisite for balanced development through the achievement of qualitative improvement of living conditions of rural areas.

The EU rural development policy is being pursued in three directions:

- Increasing the competitiveness of the agrarian sector;
- Improvement of the environment;
- Improving the quality of life of rural residents and encouraging them to engage in various activities.

At the same time, the EU members are obliged to provide a balanced rural development approach based on financing in all three directions. An additional requirement is the obligation to fund LEADER projects initiated by rural communities [4, p.165]. The European LEADER program is a key area for the development of rural areas within the framework of a single agricultural policy. The periods of program implementation of this model include sequential measures. Their implementation allows us to solve existing problems with limited resources and stimulate further development of areas [4, p.165]. It ensured application of new approaches in the rural area development policy and aimed at supporting joint projects in rural areas. The initiation and implementation of joint projects is carried out by interested persons at the local level. The LEADER program is being implemented not only in those European countries for which regional decentralization is a common phenomenon but also begins to be implemented in Ukraine.

The EU rural development policy, taking into account the use of LEADER's capabilities, is also aimed at supporting cooperation in the agricultural food sector, as they are an important component of the rural area development. In the EU, 6.2 million out of 13.0 million farmers belong to 22 thousand agricultural cooperatives. Their volumes of processing and trade are 40.0% of the total turnover. The European cooperatives provide 660 thousand jobs and their total turnover is 350 billion euros [11]. Cooperatives support income, employment in remote areas and community-based

ideas, participate in human capital development and protect the environment. Cooperatives play an important role in promoting and lobbying for public programs, including subsidies that benefit the region. In some cases, cooperatives develop their own business strategy related to the regional features of rural areas, for example, creation of regional products or the development of rural tourism. In some regions, agricultural service cooperatives are not only an important element of agriculture and rural community life but also fulfill an important social function as a place for meetings, studying and communication [12]. Taking into account the significant spread of cooperatives and their social significance, there is every reason to believe that the European Rural Development Policy is aimed at supporting cooperation as an integral part of the integrated development of rural areas.

The key directions for the European Union to implement the rural development policy are increasing competitiveness of rural areas and production of high-quality goods. In this case, a significant role is played by the human capital development.

The policy of the sustainable rural area development in the EU is closely linked to the policy of spatial development which is based on the principles:

- Ensuring territorial unity through balanced social and economic development of regions;
- Strategic development by maintaining balance between the city and the village;
- Improvement of logistics services and transport highways;
- Improving access to information and knowledge;
- Protection of natural resources and the environment;
- Reducing harm to nature, improving the environment and rural areas;
- Conservation and enhancement of cultural heritage [6].

In the EU, rural area development issues are addressed in accordance with the National Strategy and various programs involving a wide range of representatives from various fields [5].

An analysis of conceptual approaches to the rural area development in the EU indicates that their development and implementation is in a continuous transformation and improvement. In this regard, it can be concluded that ways of solving problems of rural development have different tools both at the level of theoretical research and implementation of regional policy of rural areas. At the same time, the dynamic nature

of the process of improving conceptual approaches of rural development in the European countries makes it possible to identify main directions of rural development:

- Sectoral direction identifies rural development with improvement and development of the agricultural sector structure;

- Distributive direction means equalization of social and economic development of rural areas by providing financial support to the least developed regions;

- Territorial direction implies a systematic approach to ensuring integrated rural development on the basis of effective use of the internal resource potential of rural areas.

The conceptual foundations of state support for the rural area development are divided into the following types:

- 1) Conditions and procedure for state support are carried out within the framework of a regulated single legal act;

- 2) There are several documents regulating support mechanisms which are implemented independently of each other [8].

Since theoretical aspects of rural development policy development influence the formation of priority strategic directions and effectiveness of the measures taken to solve urgent tasks of rural development, they are crucial for the stability of the rural regional system [3, p.158].

The EU applies a multilevel and interagency system for managing and financing rural areas. The implemented system of development support measures consists of institutions that provide assistance to villagers in adapting to changing environmental conditions, developing and presenting projects, etc. [9, p. 52].

Also, one of priority directions of the EU rural development policy is to improve the environment by optimizing land use systems and using forest ranges.

Taking into account the prevailing social and economic situation in rural areas of the EU, as well as diverse rural development problems and limited budget resources, the analysis of implementation of development policy and use of effective tools in different periods allow us to identify main positions that are important in the development of rural areas:

- Free determination and taking into account the opinion of the inhabitants of the rural area;

- Existence of local resources as the basis for the development of the area;
- Taking into account all possible forms of work.

In order to reduce the outflow of population from rural areas, conceptual approaches to rural area development in the EU countries are focused on:

- Structured reorganization and implementation of innovation and information processes in the agrarian sector;
- Subsidizing of economic entities in agriculture;
- Mastering innovative forms of production and expansion of assortment of products;
- Reorientation of sales markets in order to reduce threats and ensure economic stability of agricultural producers;
- Provision of state assistance to socially vulnerable groups of the population which percentage in the village is greater than in the city;
- Development of transport, cultural, information and tourist infrastructure [10].

The principle of integrated development that is used in the EU in implementing the rural area development policy implies the integrated development of areas and existing potential in all sectors of the rural economy. At the same time, much attention is paid to the active participation of the local population in the development of rural areas. An important condition for the functioning of rural areas is effective regional management as a strategic management tool. It provides the interconnection between public and governmental management institutions and other regional representatives [7].

The principle of subsidiarity should be highlighted in the institutional authority hierarchy and in the field of public administration of rural areas. This principle determines the priority of interests of the territorial community to interests of the regional or national level and is realized through the mechanism of empowerment of the lowest level. It involves the implementation of managerial functions at the lower level of the power pyramid. The ideology of the principle of subsidiarity belongs to J. Delors. In his opinion, the best way to eliminate bureaucratic barriers is to convince citizens that the local community can be useful in promoting activities that promote the sustainable development [2]. The absence of a clear definition of the subsidiarity principle in the EU documents does not allow it to be regarded as a legal norm. This is a political principle on the basis of which, first of all, the regional problems are solved.

The region is an important level of the EU structure since at whatever level of government community decisions are made they will be implemented directly in a certain place [2].

The role of the public sector in the rural area development is constantly growing and is an important factor contributing to improvement of final results and effectiveness of the implementation of the regional development policy.

Analyzing the European experience of the policy of sustainable development of rural areas, it is necessary to determine main approaches to its provision:

- Regional policy requires a long-term strategic vision of the goals to be achieved;
- Method of attracting and distributing regional (local) resources must be purposeful and objective;
- It is important to adhere to the principles of legality and law that govern implementation of the strategy from individual decisions to the project as a whole;
- Making decisions on support for integrated programs or support for individual projects;
- A scale of assessment of actions and a continuous monitoring policy should be developed to demonstrate the value of individual beneficiaries and taxpayers.

The analysis of conceptual approaches to rural development by the EU program shows that the sectoral model of development is focused on strengthening the agrarian sector of the economy by creating conditions and implementing measures aimed at active investment support of this branch. It provides financial support for all stages of the production cycle, improving structure of agricultural production and enhancing competitive advantages of agriculture. Over time, the state support was focused on improving working conditions and quality of human resources, in particular reducing the age limit for retirement and organizing an advanced level of qualification.

Consequently, the study of the European Union practice in rural area development makes it possible to conclude that it is formed on the basis of targets set by the Lisbon Strategy and is quite effective.

Conclusions. The analysis of the EU experience of rural area development enabled us to identify conceptual approaches in the field of public administration. They are to ensure the sustainable development of rural areas through the effective use of their internal resources. In general, the experience of the EU countries in the

functioning of the system for sustainable development of rural areas contains excellent examples. Their adaptation and application will effectively influence the development of the public administration institution aimed at ensuring the integrated development of villages in Ukraine.

It is determined that service cooperation plays an important role in ensuring sustainable development of rural areas of the EU and helps in promoting and lobbying public programs, including receiving subsidies for the region, fulfilling a social function for villagers.

Adoption and application of the experience of public administration in the EU is extremely important with a view to sustainable development of the Ukrainian rural territories and cooperation.

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