

THE MODERN PARADIGM OF RURAL PUBLIC MANAGEMENT: THE CASE OF UKRAINE

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Abstract: *Effective public management is a guarantee for ensuring stable long-term rural development in Ukraine. The aim of this research is to develop a set of directions for improving the efficiency of the public management of Ukrainian rural areas based on the assessment of their development, the identification of problems of rural management, and lessons learnt from the experience of the European Union. The following methods are used: quantitative analysis of statistical data on the socio-economic development of Ukrainian rural areas and agriculture in Ukraine over a 10-year time period using one-dimensional statistical methods (UT) based on dependent, representative, and probabilistic sampling; comparative assessment of public management and state administration by means of literary review; “goal tree”, SMART-technology, and the analytical form of the Boolean algebra logical function used for forming a goal hierarchy of every subject of rural public management in Ukraine, as well as achieving the common general goal of public management in Ukrainian rural areas; formation of an integral indicator for assessing the quality of rural public management within the framework of the developed assessment methodology; and quantitative identification of consumers’ key requirements regarding the services of state and municipal government institutions within the framework of effective rural public management based on the use of panel data. This article reveals trends and problems of rural public management in Ukraine and concludes that it is necessary to improve the efficiency of such management, for which a set of optimization measures is being developed.*

Keywords: *efficiency, public management, agriculture, rural areas, subjects of public management.*

Reikšminiai žodžiai: *efektyvumas, viešasis valdymas, žemės ūkis, kaimo vietovės, viešojo valdymo dalykai.*

Introduction

The current development of the Ukrainian economy is accompanied by an active search for industries and drivers that will become the main components of its recovery after two consecutive economic crises (Pluhaty, Patyk, and Kulyk 2018). Agriculture has significant potential and has demonstrated high growth rates in recent years (State Statistics Service of Ukraine 2020). Ukrainian agriculture adapted best to the crisis that developed in the national economy (Zinchuk et al. 2017). We outline the significant potential of the agricultural sector of the Ukrainian economy, which is not fully realized due to significant socio-economic problems of rural development (Kirieieva and Kostyuchenko 2017; Tomashuk 2017).

Rural areas in developing countries have a significant lag in socio-economic development compared to urban areas. In Ukraine, this is due to significant problems of efficient rural management at the state and local levels (Furdychko and Gnativ 2015; Pavlikha and Khomiuk 2018; Tomashuk 2017). There are significant opportunities for the acceleration of rural social and economic development (Danylenko and Sokolska 2017; Rossokha and Plotnikova 2018), where problems should be solved using the experience of economically developed countries (Atkočiūnienė, Vazonienė, and Aleksandravičius 2018; Valentinov 2008). The creation of effective rural public management in Ukraine is of particular importance (Halanets, Dzyanyy, and Dziurakh 2019; Savkov, Orlaty, and Kucher 2016).

Seroka (1989) studied state management and planning of rural areas in the case of the United States, stressing that challenges of rural planning and state management differ from those encountered in urban planning and state management.

Stathopoulou, Psaltopoulos, and Skuras (2004) focused on the peculiarities of entrepreneurial activity in rural areas in the case of European rural enterprises.

Sarker (2005) examined the relationship between state management, the provision of services by public institutions in rural areas, and the functioning of non-governmental organizations in the case of Bangladesh.

Pollermann, Raue, and Schnaut (2014) focused on multi-level governance of rural development in the European Union. They emphasized that rural development policies should be able to respond to various challenges through flexible measures, including cooperation and the mobilization of various stakeholders. Jairo et al. (2015) investigated the gap between the public management of urban and rural areas in the case of Vietnam.

Thus, Bosak (2010) revealed the essence of public management in a new management model in the public sector. Based on the evolution of this management model in the public sector, the author justified the need for public management in Ukraine, especially within rural management.

Antonov (2010) revealed the implementation features of sustainable rural development, formulating key aspects of strategic plans for rural development and elaborating directions for improving the management system of rural areas.

Savkov, Orlaty, and Kucher (2016) investigated features of the public management of rural

development in the case of Ukraine. Special attention was paid to the functions, stages of implementation, goals, tasks, subjects, and objects of such management.

Al-Atti (2018) analyzed works on public management in Ukraine, concluding that the problems of implementation and development of rural public management in Ukraine require further research.

The purpose of this research is to develop a set of directions for improving the efficiency of public management of rural areas in Ukraine based on the assessment of their development, the identification of problems of rural management, and lessons learnt from the experience of the EU.

It is necessary to prove or disprove the following hypotheses: the rural areas of Ukraine have positive long-term dynamics of social and economic development; the significant number of problems connected with the introduction of public management in Ukraine and its rural areas is one of the key discouraging factors of the development of the country and its rural areas in particular; the European Union has had significant achievements in the sphere of rural development and the introduction of rural public management, which can be used as a model for Ukraine; and Ukraine requires the development and implementation of a set of directions for improving the efficiency of rural public management.

Materials and methods

The following methods are used in this paper:

- quantitative analysis of statistical data on the socio-economic development of Ukrainian rural areas and agriculture in Ukraine over a ten-year time period using one-dimensional statistical methods (UT) based on dependent, representative, and probabilistic sampling;
- comparative assessment of public management and state administration by means of literary review;
- “goal tree”, SMART-technology, and the analytical form of the Boolean algebra logical function used for forming a goal hierarchy of every subject of rural public management in Ukraine, as well as achieving the common general goal of public management in Ukrainian rural areas;
- formation of an integral indicator for assessing the quality of rural public management within the framework of the developed assessment methodology.

This research methodology is based on the system-functional, historical, and system approaches aimed at revealing and solving problems related to the improvement of the efficiency of rural public management in Ukraine. The system-functional approach allows the impact of public management on rural development in Ukraine to be identified. The historical approach is used to analyze the socio-economic development of rural areas and agriculture in Ukraine.

Data were collected and an empirical analysis was carried out regarding the dynamics of the socio-economic development of Ukrainian rural areas and agriculture during 2009–2018, according to the statistical data of the State Statistics Service of Ukraine. Public management in the EU was evaluated individually according to the statistical data of the European Commission and European Parliament.

Results

The assessment of rural socio-economic development in Ukraine

The basis of agricultural growth is rural development. The socio-economic development of rural areas forms key factors that influence all components of the business environment, including agriculture. There is a gap between the growth of agricultural production and rural development

in Ukraine that has increased in recent years. We analyzed the socio-economic development of Ukrainian rural areas and the key parameters of Ukrainian agricultural development over the past 10 years, for which there is statistical information.

Table 1 shows an increasing gap between the agricultural development and socio-economic development of rural areas in Ukraine, with the exception of 2017–2018. The share of the agricultural sector in Ukrainian GDP increased by 2.9% over the years researched, reaching 10.1% of Ukrainian GDP in 2018. After growth in 2009–2015 (excluding 2012), in 2016–2018 we observe a negative trend in the share of the agricultural sector in Ukrainian GDP.

Table 1. Analysis of the socio-economic development of Ukrainian rural areas and the agricultural sector for the 2009–2018 period (State Statistics Service of Ukraine 2020)

Indicators	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	Deviations	
											Abs.	Growth rate, %
Share of agricultural sector in GDP, %	7.2	7.5	8.2	7.8	8.8	10.2	12.1	11.7	10.2	10.1	2.9	140.3
Share of agricultural exports, %	24.0	19.3	18.8	26.0	26.8	30.9	38.3	42.0	41.0	39.4	15.4	164.2
Share of agricultural imports, %	10.9	9.4	7.8	8.9	10.7	17.2	9.4	9.9	8.9	8.9	-2	81.7
Share of capital investments in agricultural sector, %	4.2	5.6	6.4	6.4	7.0	8.4	11.1	13.8	14.0	12.5	8.3	297.6
Share of FDI in agricultural sector, %	1.5	1.7	1.6	1.5	1.4	2.0	1.6	1.6	1.9	1.8	0.3	120.0
Share of unprofitable enterprises in agricultural sector, %	30.3	30.5	17.0	21.7	20.1	15.8	11.5	12.2	13.8	13.7	-16.6	45.2
Share of depreciation of fixed assets in agricultural sector, %	39.6	40.8	32.6	34.6	35.8	38.8	38.9	37.3	36.4	35.3	-4.3	89.1
Share of employed in agricultural sector, %	15.6	15.4	16.8	17.2	17.6	17.1	17.5	17.6	17.7	18.0	2.4	115.4
Share of unemployed in rural areas, %	7.2	7.1	7.5	7.4	7.3	9.5	9.4	9.7	10.4	9.6	2.4	133.3
Difference in rural and urban household income, %	12.5	13.1	14.1	14.5	14.4	13.6	11.4	10.5	10.6	10.3	-2.2	82.4
The share of wear of rural road infrastructure, %	64.2	65.0	67.8	69.3	70.4	72.1	75.9	77.2	78.0	79.5	15.3	123.8
Shortage of rural educational institutions, %	7.6	7.5	8.1	9.6	10.1	10.5	12.4	14.0	16.7	19.3	11.7	253.9
Shortage of rural health care facilities, %	15.3	15.0	16.2	16.9	18.0	18.3	20.1	22.4	23.1	22.9	7.6	149.7
Shortage of rural sports facilities, %	43.2	44.0	45.5	46.3	46.9	47.8	49.5	50.2	51.7	51.5	8.3	119.2

The reasons for this were the acceleration of recovery from the 2014–2015 crisis in other sectors of the national economy, as well as a set of constraints on the development of agricultural production, which includes rural development (Kirieieva and Kostyuchenko 2017; Kvasha, Sokol, and Zhemojda 2017). The agricultural sector showed the highest growth rates in the Ukrainian economy during the crisis, which indicates its stability and adaptability to economic crises.

This can be attributed to the share of agricultural exports, with certain exceptions, as can be observed by the active growth of this share in the crisis and post-crisis periods of the national economic system. In 2016–2018, there was also a negative trend of reducing the share of agricultural exports compared to total exports. It is necessary to observe the increase in agricultural exports in Ukraine during the research period and its extremely high values in 2015–2018, which is associated with problems in the export structure and crisis in the economy. This signifies the importance of agricultural exports in the development of the Ukrainian economic system, and its dependence on exports.

Amidst an increase in the share of agricultural exports, the share of agricultural imports compared to the total volume of imports of Ukraine decreased, showing a negative trend in 2014–2018 (excluding 2016). This situation was caused on the one hand by increased competition from domestic agricultural producers, and on the other by a decrease in the purchasing power of the population and business units of the country, taking into account the devaluation of the national currency.

A positive, increasing trend in the share of capital investments in the agricultural sector in comparison to the total volume of capital investments in Ukraine is observed. However, two aspects of this situation are of concern: change in this trend in 2018; and the predominant growth of this share due to a decrease in the total amount of capital investment in the country, as well as the impact of inflation and devaluation (especially in the 2014–2017 period).

We would also highlight the critically low share of the agricultural sector in foreign direct investment in Ukraine. This share did not exceed 2.0% of the total volume of FDI, as a result of the low investment attractiveness of the Ukrainian agricultural sector for foreign investors, which is caused by problems in regulating the ownership of agricultural land in the country and difficulties in business management in this sector.

A positive trend is observed in the depreciation of fixed assets in agriculture, with this indicator of this sector holding one of the best positions among other sectors of the national economic system (State Statistics Service of Ukraine 2020). Simultaneously, we must consider the significant share of depreciation of fixed assets of agricultural producers during the entire period of this research.

Separately, we underline a positive trend and a high share of employed persons in the agricultural sector compared to the total number of people in employment in Ukraine (Bezpiata 2016; Zinchuk et al. 2017). The difference in rural and urban household incomes remains high, despite its gradual decrease (–2.2 % over 10 years).

The problems of rural areas connected with the deterioration of road infrastructure, especially roads for automobile transport, are critical. This has become a key element of agricultural logistics amidst growing issues of railway transport and the rather slow recovery of water transport (Bukharina and Biriukov 2018; Stroiko and Bondar 2017).

Most functioning institutions were opened at the time of Ukraine's entry into the USSR, and have not been renovated since then. Some improvements were observed in 2017–2018 as a consequence of territorial reform and growth in the activity of united territorial communities.

Thus, the above confirms the views of scientists regarding the poor development of rural infrastructure and the lag in rural socio-economic development compared to the development of agriculture in Ukraine in general (Tkachuk 2013; Tomashuk 2017). The above points to the extremely inefficient management of such territories by the state and local authorities, while also highlighting some improvements due to territorial reform and the introduction of public management in the country and its rural areas. We therefore consider it appropriate to investigate the problems of implementing this type of management in more detail in the case of Ukraine, and its rural areas in particular.

Bottlenecks of introducing public management in Ukraine and its rural areas

The socio-economic development of Ukraine and its rural areas indicates that state and municipal management have been key negative factors during independence. Under these conditions, the country in general and its rural areas specifically require the introduction and implementation of modern management concepts in the field of state management, which include the concept of public management. According to Keeling (1972), public management began to actively replace state administration in economically developed countries and a number of developing countries. We also note significant international scientific interest in public management (Bouckaert 2002).

Taking into account the above, we consider it appropriate to highlight the key features of public management as an economic category: the management of state and municipal government institutions; the interaction of state and municipal government institutions with consumers (legal entities and households); a foundation on the principles of democracy, openness, transparency, and impartiality; and an aim that focuses on the maximum satisfaction of consumers and their demands for the services of state and municipal government institutions.

The combination of the above features, in our opinion, forms a modern definition of public management which may be used by state and municipal government institutions in Ukraine, including those in rural areas.

We emphasize significant interest in the disclosure of the essence and components of public management by Ukrainian scientists (Al-Atti 2018; Bosak 2010), including its implementation in rural areas (Danylenko and Sokolska, 2017; Rossokha and Plotnikova 2018; Savkov, Orlatyi, and Kucher 2016). Additionally, there are a significant number of practical problems in implementing public management in Ukraine and its rural areas.

In view of the above, we highlight the need to improve the efficiency of the public management of rural areas in Ukraine. In our opinion, it is important to study and implement the experience of the European Union for this purpose.

Experience of the European Union in rural development and the introduction of public management

Considering the problems of introducing public management in Ukraine and its rural areas, our country requires the study and use of foreign experience of the implementation of such a form of management, especially in rural areas. In this regard, we consider it appropriate to analyze the experience of the EU, which develops and implements public management, including in rural areas. It should be noted that the EU has paid considerable attention to rural development since 2010, and programs for the development and support of agriculture and rural areas have been developed and implemented since its creation. They include programs on the introduction and development of rural public management (Samoggia, Bertazzoli, and Ruggeri 2019).

The Common Agricultural Policy (CAP) is a key tool for public management of the European Union within the framework of rural and agricultural development. Its new version was

developed for the 2014–2020 period (European Commission, n.d.), and includes financial assets amounting to 408 billion euros.

Research into public management practices in the European Union and its rural areas allows us to distinguish its advantages (Fig. 1). We should first highlight the high-level, ramified structure of public management in EU rural areas, which requires imitation by Ukrainian government institutions at the national and regional levels.

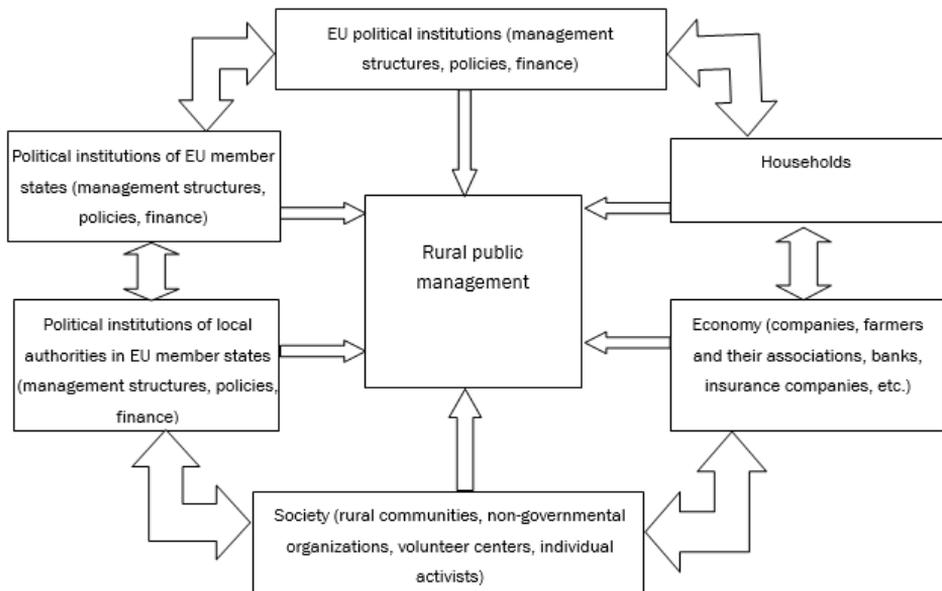


Fig. 1. The interrelation of public management subjects in EU rural areas

Directions for enhancing the efficiency of the public management of Ukrainian rural areas

The public management of rural areas in Ukraine requires improvement. Furthermore, key directions for improving the efficiency of public management in Ukrainian rural areas are:

- the clear definition of a goal hierarchy;
- the involvement of all subjects in management;
- the formation of an effective methodology for assessing management quality.

As part of the first direction for improving the efficiency of rural public management in Ukraine, it is necessary to use SMART-technology and a multi-level system for forming management goals with the consideration of the peculiarities of the management activities of management subjects. In addition, every subject of management activities related to rural public management should develop general, strategic, and tactical goals of such management using the “goal tree” method (Fig. 2).

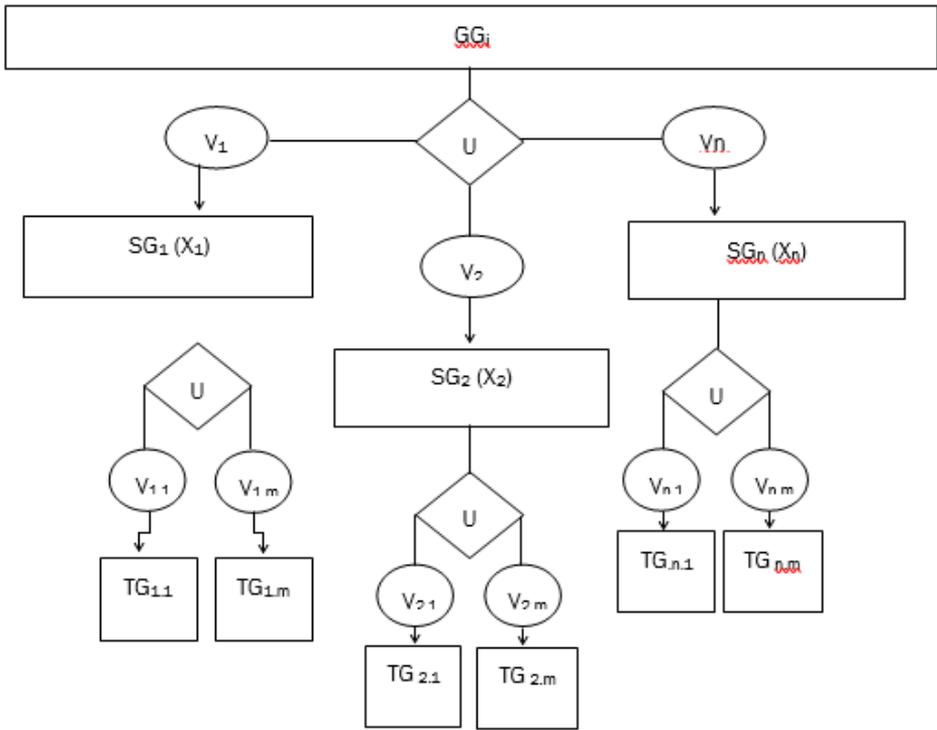


Fig. 2. The formation of a goal hierarchy by every subject of rural public management in Ukraine using the “goal tree” method

In Figure 2: GG represents the general goal of every subject of rural public management in Ukraine; i – number of subjects of rural public management in Ukraine; SG – strategic goals; n – number of strategic goals; V – significance index; TG – tactical goals; m – number of tactical goals; and U – disjunction.

Taking into account the data in Figure 2, we consider it appropriate to identify the main subjects of rural public management in Ukraine: state government institutions (SGI); local authorities (LA); business (B); and society (S).

Based on Figure 2, the formation and achievement of the goal hierarchy can also be represented through the use of mathematical methods, namely the analytical form of the Boolean algebra logical function:

– to achieve the general goal of a separate subject of rural public management in Ukraine:

$$GG_i = SG_1 U SG_2 U \dots U SG_n = (TG_{1,1} U \dots U TG_{1,m}) U (TG_{2,1} U \dots U TG_{2,m}) U \dots U (TG_{n,1} U \dots U TG_{n,m})$$

– to achieve the common general goal (CGG) of rural public management in Ukraine:

$$CGG = GG_{SGI} U GG_{LA} U GG_B U GG_S$$

The second direction of improving the efficiency of rural public management (PM) in Ukraine is to involve all of the above-mentioned subjects of this form of management in management activities in the rural areas of the country (Fig. 3).

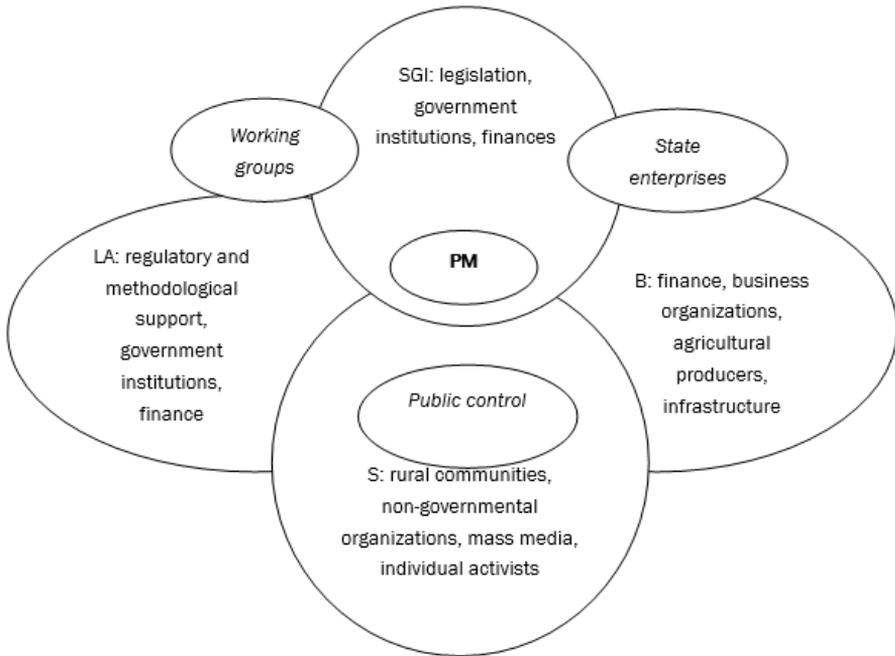


Fig. 3. The interactions between rural public management subjects in Ukraine

The improvement of the effectiveness of rural public management should be based on the assessment of the quality of this method of management using the appropriate methodology, according to which it is necessary to calculate an integral indicator:

$$\Pi_{paqa} = \sum_{j=1}^n CPM_{ji}$$

Where: Π_{paqa} is an integral indicator of the assessment of the quality of rural public management in Ukraine; CPM – separate component of the assessment of the quality of public management in Ukrainian rural areas; i – the number of rural public management subjects (see above); j – components of the assessment of public management in rural areas; and n – the number of components of the assessment of the quality of rural public management.

Discussion

Ukraine needs to find ways to enhance rural development and solve key problems in its rural areas, where special attention should be paid to the introduction of public management. At

the same time, the introduction of public management in the rural areas of the country requires scientific research and a number of hypotheses to be tested.

Studying the practice of implementing rural public management and conducting a survey of the consumers of the rural management activities of the state and municipal government institutions (legal entities and households) revealed a significant number of problems and confirmed the second hypothesis of this research.

To confirm the fourth hypothesis of this research, we proposed a set of directions for improving the efficiency of rural public management in Ukraine, including three components: a clear definition of goal hierarchy; the involvement of all subjects in management; and the formation of an effective methodology for assessing the quality of management.

The core value of this article is the set of directions for improving the efficiency of rural public management. In this regard, we can highlight some limitations in the application of the results of this article – namely, the need for: a clear definition of the general, strategic, and tactical goals of every subject of rural public management in Ukraine; and the identification of all individual components of the assessment of the quality of public management in rural areas of the country in terms of the developed assessment methodology.

Conclusions

Rural areas are becoming increasingly important for the development of the agricultural sector and the economic system of Ukraine. In addition, it is crucial for Ukrainian rural areas to introduce public management. At the same time, the development of public management in Ukraine and its rural areas faces a significant number of issues that must be identified and solved in the context of the improvement of the efficiency of public management.

Practical implementation of the proposals and conclusions of this article should be considered in the context of their importance for improving the efficiency of rural public management in Ukraine, through identifying problems and implementing the experience of rural management in the European Union.

Prospects for further research based on and with the use of the scientific results of this research would involve finalizing the general, strategic, and tactical goals of every subject of rural public management in Ukraine, as well as identifying all individual components of the assessment of the quality of public management in rural areas within the framework of the developed assessment methodology.

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Šiuolaikinė kaimo viešojo valdymo paradigma: Ukrainos atvejis

Anotacija

Veiksmingas viešasis valdymas yra stabilios ilgalaikės Ukrainos kaimo plėtros užtikrinimo garantas. Šio tyrimo tikslas – parengti Ukrainos kaimo vietovių viešojo valdymo efektyvumo didinimo kryptių rinkinį, pagrįstą jų vystymosi vertinimu, kaimo valdymo problemų nustatymu ir mokymusi iš Europos Sąjungos patirties. Taikomi šie metodai: kiekybinė statistinių duomenų apie Ukrainos kaimo vietovių ir žemės ūkio Ukrainoje socialinę ir ekonominę plėtrą dešimties metų laikotarpio analizė, taikant vienmatį statistinį metodą (UT), pagrįstą priklausoma, reprezentatyvia ir tikimybine imtimi; lyginamasis viešojo valdymo ir valstybės administravimo vertinimas apžvelgiant literatūrą; „tikslas medis“, SMART technologija ir analogiška loginės funkcijos „Boolean“ algebros forma, naudojama kiekvieno Ukrainos kaimo viešojo valdymo subjekto tikslų hierarchijai formuoti, taip pat bendram PM tikslui pasiekti Ukrainos kaimo vietovėse; vientiso rodiklio formavimas kaimo viešojo valdymo kokybei įvertinti pagal parengtą vertinimo metodiką; kiekybinis pagrindinių vartotojų poreikių, susijusių su valstybės ir savivaldybių valdžios institucijų paslaugomis, nustatymas efektyvaus kaimo viešojo valdymo srityje, remiantis paneliniais duomenimis. Straipsnyje atskleidžiamos Ukrainos kaimo viešojo valdymo tendencijos ir problemos. Daroma išvada, kad būtina pagerinti tokio valdymo, kuriam kuriamas optimizavimo priemonių rinkinys, efektyvumą.

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