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The Concept of a Community Development in the Cross-Border Space

Abstract. *The article presents the prerequisites and grounds for the development of conceptual foundations of territorial community development in the cross-border space. An asset-oriented approach to the development of the territorial community in the cross-border space is proposed, concentrating on the community's capabilities and resources and stimulating the use of these opportunities to enhance the community's competitiveness. Destructive factors of competitiveness of the territorial community in the cross-border space are demonstrated. The author outlines some ways of increasing the competitiveness of a territorial community in the cross-border space such as organization of the community's life activities in the cross-border space; improving the institutional environment for the development of the community in the cross-border space; modernization of the state or regional support system for cross-border cooperation. The level of convergence of territorial communities is defined as the main criterion for their development in the cross-border space.*

Keywords: *territorial community, development of the territorial community, cross-border space, cross-border cooperation, civil society*

1. Introduction

At the moment the asymmetry of development in the cross-border space between the EU and Ukraine causes resources to flow into a more productive environment. In 2018, Ukraine was 81st in the ranking of competitiveness, in contrast to Poland, which was 39th (Fig. 1) [World Economic Forum 2019]. Therefore, it is important to increase the competitiveness of Ukrainian territorial communities in the cross-border space between the EU and Ukraine. Even if more

resources are available to solve local development problems, they won't disappear at once. Instead, there are new categories of residents/consumers/dependents, which focus only on payments and external intervention, so the problems begin to develop in a new direction. This situation is especially noticeable in some territorial communities that are subsidized or dependent on the operation of one or many monopoly enterprises, which, if closed down, would mean a disaster for the community. If our efforts to solve problems continue to focus only on the needs of the community, we are unlikely to be able to overcome them, because the available resources will always be insufficient. As a result, people are becoming addicted to subsidies and the main task of organizing community life is no longer development but the search for arguments to get more resources, which becomes increasingly harder each year.

◆ Poland ■ Slovak Republic ▲ Hungary ☒ Romania ☒ Ukraine				
Rank overall index	Rank basic requirements	Rank efficiency enhancers	Rank innovation and sophistication factors	
◆ Poland 39		◆ 34		
▲ Hungary 60	◆ 45	45 ▲ 44		
■ Slovak Republic 59	52		☒ 58	◆ 59
☒ Romania 68	64		☒ 70	■ 70
	☒ 72			77 ☒ 79
☒ Ukraine 81				
	☒ 96			
				☒ 107

Figure 1. Rankings for the three subindexes of the Global Competitiveness Index 2017-2018

Source: World Economic Forum, 2019.

We offer an alternative to the traditional (and basically inefficient way of solving problems by only concentrating on them), a new approach, which focuses on the community's capabilities and resources, and involves encouraging the use of these opportunities to enhance the community's competitiveness. In our opinion, community assets include (or may include) shared resources in the

cross-border space, which emphasize the feasibility of an asset-oriented rather than problem-oriented approach to the development of the territorial community in the cross-border space.

The main criterion for the development of territorial communities in the cross-border space is their level of convergence. It refers to the way cross-border convergence of territorial communities occurs in the process of borrowing, reproducing or forming common methods and ways of using/storing/developing shared resources in the cross-border space.

At the same time, some criteria for the effective use of shared resources and capabilities include:

- the degree to which cross-border cooperation opportunities are used (according to the legislation); creation of an asset of a territorial community in the process of using its existing shared resources in the cross-border space of between Ukraine and the EU;
- enhancing the viability of the territorial community in the cross-border space between Ukraine and the EU (criteria for sustainable development);
- creation and efficiency of cross-border cooperation institutions (in particular, cross-border cooperation authority);
- level of formation and implementation of shared instruments, development mechanisms based on assets in the cross-border space (development and realization of joint strategies, programs, etc.).

The focus is on developing the conceptual principles of development of the territorial community in the cross-border space. A territorial community is defined as a community of residents (villages or voluntary associations of rural residents of several villages, towns and cities) who independently resolve local issues on the basis of joint resources or through representative bodies with active participation.

Prerequisites and accounts for the elaboration of conceptual foundations for territorial community development in the cross-border space include:

- the existence of common resources in the cross border space between Ukraine and the EU, including natural resources with access on both side of the border, which are of considerable interest. They need to be preserved to ensure sustainable development through cooperation in the area of resource management, protection and use; financial resources with shared access of subjects and participants of cross-border cooperation, etc.;
- the territorial community is the subject of cross-border cooperation;
- membership in the Council of Europe. Ukraine, as a member of the Council of Europe, has pledged to support and promote cross-border cooperation, joining the European Outline Convention on Transfrontier Cooperation between territorial communities or authorities, namely to ensure that laws and regulations and policies have not prevented cross-border cooperation, and maintain or develop

appropriate mechanisms and procedures to raise awareness of this in the country, and within all concerned institutions. Effective enforcement of public policies aimed at facilitating and promoting cross-border cooperation and initiatives means reviewing existing legislation and practices, identifying legal and illegal obstacles, and modifying or prohibiting procedures, requirements and conditions that directly or indirectly interfere with, or *de facto*, make cross-border cooperation extremely difficult for territorial communities, public associations, residents, etc.;

– the strategic policy of the state geared towards Ukraine’s full membership in the European Union. According to the EU-Ukraine Association Agreement [Verkhovna Rada 2015], our state is obliged to support cross-border and inter-regional cooperation, namely: to foster mutual understanding in the field of regional policy on the methods of formulating and implementing regional policies, in particular multi-level governance and partnership, with particular emphasis on the development of retarded territories and territorial cooperation; to create communication channels, enhancing the exchange of information between state, regional and local authorities and self-government, socio-economic entities and representatives of civil society; maintain and strengthen the involvement of local and regional authorities and governments to cross-border cooperation and the related management structures to enhance cooperation by creating favorable legal framework, support and capacity development and strengthening of cross-border economic ties and business partnerships; to strengthen and encourage the development of cross-border cooperation components such as transport, energy, communication networks, culture, education, tourism, health and other areas containing cross-border cooperation elements; facilitate the development of the cross-border cooperation on the modernization, provision of equipment and coordination of assistance services for emergencies.

For reference, the support of the European Union is aimed at [European Commission 2018]:

– promoting respect for human rights and fundamental freedoms, the rule of law, the principles of equality and combating discrimination in all its forms, establishing a deep and stable democracy, promoting effective governance, combating corruption, strengthening institutional capacity all levels and development of a prosperous civil society, including social partners;

– achieving progressive integration into the Union’s internal market and enhanced sectoral and cross-sectoral cooperation, including through approximation of legislation and regulatory approximation with the European Union and other relevant international standards, as well as improving access to markets, including deep, comprehensive and comprehensive free trade areas related to institutional development and investment, also including investments into the interconnections; creation the conditions for the better organization of legal migration and the promotion of well-managed mobility of people, the implementation of exist-

ing or future agreements concluded under the Global Approach to Migration and Mobility, and for the promotion of people in contacts, in particular with regard to cultural, educational, professional and sporting activities;

- support for smart, sustainable and inclusive development in all aspects;
- poverty reduction, including through the development of the private sector and the reduction of social exclusion;
- promoting capacity building in science, education, in particular higher education, technology, research and innovation; promotion of internal economic, social and territorial unity;
- promoting rural development; promotion of public health;
- support for environmental protection, climate action and disaster resilience; building trust, good neighborly relations, etc. that promote security in all its forms, as well as preventing and resolving conflicts, including long-term ones; strengthening the subregional, regional and European neighborhood region.

The following destructive factors of development of the territorial community in the cross-border space have been identified:

- underestimating the importance of the territorial community as a subject of cross-border cooperation;
- lack of mechanisms for managing/using/maintaining the development of shared resources in cross-border space;
- strengthening local community threats of life in the cross-border area;
- low efficiency in the use of mechanisms and instruments for cross-border cooperation;
- poor living conditions of territorial communities compared to EU standards;
- underdeveloped local civil society;
- conflict of interests, in particular the interests of representatives of the territorial community (representative bodies) and the common interests of residents – members of the territorial community;
- ineffective interaction of public authorities and local self-government bodies with the public; the influence of cross-border factors (opening of a crossing point, functioning of cross-border markets, mutual facilitation of border crossing) on the transformation of interests of residents – members of the territorial community, which are both positive and negative for the development of the latter.

The self-preservation of each territorial community in the cross-border space is relevant. Community self-preservation (according to the law of self-preservation) depends on the external and internal environment, assets, quality of management, etc. Self-preservation is based on the dualism of territorial community development: on the one hand, in the community as an open system, there are always phenomena of entropy, decay, differentiation, and on the other – non-entropic tendencies – increasing the organization and order, which are underlying evolutionary development. The very survival of the territorial

community (a non-institutional approach) is a certain imperative, which must be achieved whatever the cost. Community resilience is relative: a system that is stable in some conditions will be unstable in others.

However, it is important to focus on improving the competitiveness of local communities in the cross-border space. It should be noted that the basic level of competitiveness of a territorial community is its viability based on the principles of sustainable development: respect and concern for all communities; improving the quality of human life; maintaining viability; ensuring the sustainable use of renewable resources; minimizing the depletion of non-renewable resources; change of individual positions and activities. Negative trends in Ukraine, such as the outflow of human resources into a more productive environment in the cross-border space, (abroad), indicate the need to develop/improve the competitiveness of territorial communities of Ukraine in the cross-border space.

2. Improving the competitiveness of territorial communities in the cross-border space

The following directions for improving the competitiveness of territorial communities in the cross-border space can be distinguished (Fig. 2):

1. Organization of the vital activity of the territorial community in the cross-border space;
2. Improvement of the community's institutional environment of development in the cross-border space;
3. Modernization of state/regional support cross-border cooperation.

The organization of life of the territorial community in the cross-border space should involve the following:

1. Identification of shared resources in the cross-border space and specification of ownership.
2. Establishment of new or reorganization (improvement) of existing institutions that realize the interests of the territorial community or the common interests of territorial communities in the effective use of shared resources in the cross-border space (body of cross-border cooperation, civil society institutions, Euroregions, local organizations, associations). This includes staff training to provide organizational support of these institutions and enhance cross-border cooperation.
3. Establishment of coordination mechanisms of the local community in the cross-border space viability through algorithms of decision-making, creating communication channels, accounting system and reporting feedback.
4. Construction of the mechanisms of management, use, preservation/restoration, creation, development of shared resources in cross-border space. Using

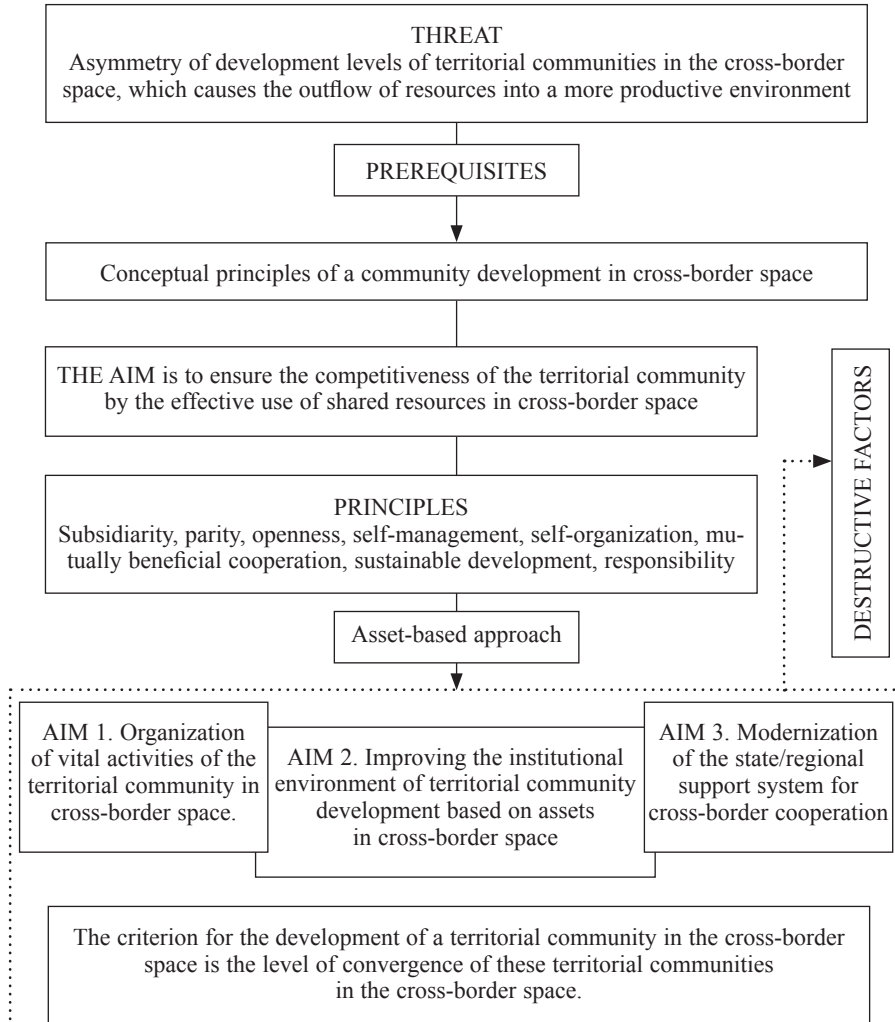


Figure 2. Conceptual principles of a community development in cross-border space

Source: own elaboration.

a constructive approach will create a mechanism of interaction in which selfish actions of particular entities will jointly lead to a solution that is optimal in terms of the overall objective function. It should be emphasized that there is no one model of collective action.

The transformation of assets into capital begins with the identification and ordering of the most useful in economic and social terms assets of the territorial community, since without a formalized system of ownership, which extracts the economic potential of the assets and transforms it into a from which is conveni-

ent for transactions and control, the assets of the territorial community remain only potentially useful. The following effects of a formalized ownership system can be distinguished: expression of the economic potential of assets; integration of scattered property information should be standardized and publicly available; liability of owners; increase of liquidity of territorial community assets; developing social connections; safety of arrangements.

It is advisable to focus on an architecture of choice that reflects a good understanding of the behavior of residents – members of territorial communities, namely, to create a comfortable environment that will improve community living conditions. R. Thaler distinguished the following principles of good and bad architecture of choice [Thaler, Sunstein 2008: 24]: the default option; expected error; providing feedback; “comparison”; structuring difficult choices; incentives.

Therefore, efforts to foster competitiveness of the territorial community in the cross-border space should focus on improving the institutional development environment, which involves the following:

1. Institutionalization of the cross-border network, which covers three components: shared resources in the cross-border space, subjects and their actions on appropriate resources that involve the use, storage/recovery and development of common resources in the cross-border space. Identification of shared resources in the cross-border space, level and degree of access to them by economic subjects; definition of subjects of ownership (in the subjective aspect, ownership is a set of powers and responsibilities).

2. Strengthening the institutional capacity of the territorial community as a subject of cross-border cooperation.

3. Formation of a system for monitoring the features of life of territorial communities on the basis of common resources in the cross-border space.

4. Forming a system for monitoring the efficiency of sharing resources.

Given that the territorial community is the subject of cross-border cooperation, it is important that the state supports the development of cross-border cooperation, which includes:

- determination of priority directions of state support for the development of cross-border cooperation;

- selection of cross-border cooperation projects (programs), which are in need of state support;

- development and implementation of state programs for the development of cross-border cooperation;

- providing legal, organizational, methodological, information assistance and support to the subjects and participants of cross-border cooperation of Ukraine.

Territorial communities, as subjects of cross-border cooperation [Verkhovna Rada 2018]:

- organize and coordinate the work on preparation and implementation of projects (programs) of cross-border cooperation;
- participate in the development of conjoint projects (programs) and coordinate their implementation;
- develop or participate in the development of national programs for the development of cross-border cooperation;
- provide, within their competence, the allocation of funds for the development of cross-border cooperation in the prescribed manner from local budgets.

Modernization of state/regional support system for cross-border cooperation should involve:

1. Strengthening the territorial community's active role in the system of cross-border cooperation;
2. Improving instruments for the implementation of the State Regional Policy in the field of cross-border partnership development;
3. Creation of bodies of cross-border cooperation;
4. Development of common tools for the development of territorial communities in cross-border space (Common Strategy for Smart Specialization);
5. Co-financing of cross-border cooperation projects.

The expected results of the modernization of the state/regional support system for cross-border cooperation should be identified and measured in the following areas:

- development and effective and timely implementation of common tools/mechanisms/initiatives for the use of shared resources in the cross-border space;
- ensuring increased responsibility of subjects and participants of cross-border cooperation;
- providing ways of improving coordination between local, regional and national development plans;
- ensuring the implementation of appropriate and effective cross-border cooperation projects that will benefit both sides of the border;
- increasing the prosperity, stability and security of territorial communities through enhanced cross-border cooperation;
- strengthening sustainable development; increased mobilization of resources from both internal sources and external support;
- increasing attention to good organizational practices and management; improving mobility, border crossing and border functioning; effective and balanced actions of conjoint projects on both sides of the borders;
- improving capacity to address local priorities; reducing the level of isolation of border territorial communities with improvement of socio-economic development of border area;
- strengthening regional participation and participation in identifying regional and subnational priorities of common interest;

– creating and understanding of sustainable networks and cooperation platforms, capable of providing a real contribution to solving the problems.

3. Conclusion

Summing up the above considerations, it is necessary to:

– develop common smart specialization strategies across the EU-Ukraine cross border space, which will enable a coordinated response to common challenges that can be more effective together, as well as to mobilize new initiatives, projects and attract funding from specific sources;

– institutionalize the cross-border network including three components: joint resources in the cross-border space, entities and their actions on appropriate resources, which involve the use, storage and development of joint resources in the cross-border space; this will help to formalize the ownership system in order to extract the economic potential of the assets and transform them into a form that is convenient for transactions and control, while the total assets at the moment are only a dead stock of potential energy;

– create cross-border cooperation bodies in accordance with the law, which will make it more efficient to coordinate such cooperation. It is important to add the priority of strengthening the institutional capacity of territorial communities to the State program for the cross-border cooperation development, in particular through the establishment of bodies of cross-border cooperation.

– develop the local civil society through improving legislation on the use of public participation instruments, in particular on local referendum and self-organization bodies; formation and implementation of the state information and educational policy in the field of promoting the development of civil society and public participation in solving issues of local, regional and national importance; the creation of a single e-democracy platform; access of civil society organizations to public financial support.

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Koncepcja rozwoju społeczności w przestrzeni transgranicznej

Streszczenie. *W artykule przedstawiono warunki wstępne i podstawy rozwoju koncepcyjnych podstaw rozwoju społeczności terytorialnej w przestrzeni transgranicznej. Proponuje się zorientowane na aktywa podejście do rozwoju społeczności terytorialnej w przestrzeni transgranicznej – koncentrując się na zdolnościach i zasobach społeczności oraz stymulując wykorzystanie tych możliwości w celu zwiększenia jej konkurencyjności. Przedstawiono niszczące czynniki konkurencyjności społeczności terytorialnej w przestrzeni transgranicznej. Ujawniono kierunki zapewnienia konkurencyjności społeczności terytorialnej na obszarze przygranicznym: organizacja żywotnej działalności społeczności terytorialnej w przestrzeni transgranicznej; poprawa otoczenia instytucjonalnego dla rozwoju społeczności terytorialnej w przestrzeni transgranicznej; modernizacja państwowego/regionalnego systemu wsparcia współpracy transgranicznej. Poziom konwergencji społeczności terytorialnych określa się jako główne kryterium ich rozwoju w przestrzeni transgranicznej.*

Słowa kluczowe: *wspólnota terytorialna, rozwój społeczności terytorialnej, przestrzeń transgraniczna, współpraca transgraniczna, społeczeństwo obywatelskie*