

## MECHANISMS AND PRINCIPLES OF INTERACTION BETWEEN PUBLIC ADMINISTRATION ENTITIES IN CROSS-BORDER COOPERATION

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### Summary

The article defines “public administration” as a set of principles, methods, forms, and means of impact on the activity of a region and a country as a whole. The operation of the mechanisms of interaction between public administration entities in cross-border cooperation is recommended to be categorized by interaction entities in the public domain, which, in turn, are divided by the number of entities, their composition, role, and participation. The article provides the classification of the mechanisms of interaction between public administration entities in the framework of cross-border cooperation: by the coverage with a legal framework that secures interaction, by the coverage with interaction, by the types of cooperation between interaction entities in a border region where a regional authority is the main entity, by the types of cooperation between interaction entities in cross-border region or space where a regional authority is the main entity, by interaction scope, by the results of interaction, by interaction intensity, by the levels of formalization and public administration, by initiative, by cooperation effect in a border region, and by the duration of cooperation. The mechanisms of interaction between public administration entities in a cross-border region or space are suggested to be divided by the features of interaction, coverage (based on the boundaries of cross-border space), activity sectors, the impact of other entities and institutions operating beyond the public domain, etc. The instruments of cross-border cooperation most frequently used by public administration entities at border areas of Ukraine are outlined, including international agreements, border cooperation agreements, Local Border Movement Agreements, Neighborhood Programs, joint cross-border development strategies, regional development strategies with priorities set on cross-border cooperation, regional cross-border cooperation development programs, new cross-border cooperation forms (Euroregions, clusters, industrial zones and parks, etc.), direct contacts – meetings, events, forums, etc. The article specifies the principles of public administration, including structural principles, principles of process, and principles of the final result.

**Key words:** public administration, interaction mechanisms, cross-border cooperation, cross-border cooperation instruments, public administration principles.

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## 1. Introduction

Cross-border cooperation is impossible in a border area without the structural reconstruction of an efficient public administration mechanism on this territory, determining its entities, objects, and functions, and establishing a relationship between them in the management of socio-economic, environmental, scientific-technical, educational, and cultural processes and volunteering within the border area and cross-border region or space.

The issue of public administration development is widely discussed in scientific studies. The research on the cooperation between the public domain entities and participants of activities in the public domain is also quite comprehensive. The researchers consistently address the public and private sectors of the public domain in their studies. However, the mechanisms and principles of interaction between public administration entities are underresearched in the domestic and foreign literature.

For the purpose of a detailed examination of the real circumstances of interaction between the public administration entities and their impact and coordination in cross-border cooperation, it is worth determining and categorizing the mechanisms and principles of interaction between the public administration entities in cross-border cooperation.

## 2. Major aspects of public administration

In current conditions, public administration proceeds not from opportunities but rather from needs, and it stipulates the expression and application of human skills and risks at the local level, in each territorial unit, depending on their development direction.

Therefore, the offered definition of “public administration” represents a set of principles, methods, forms, and means of impact on the activity of a region and a country as a whole, i.e. it is the management of socio-economic, environmental, scientific-technical, educational, cultural, and military processes by all possible formal and informal entities of the region and the country. In other words, it is the management of the living activity both in individual local units and the country.

In turn, it means that the vertical downward transfer of authorities is being gradually replaced by horizontal links.

The responsibilities between the country as a whole and its regions are divided by the Constitution of Ukraine which stipulates that the Government keeps a limited range of areas it covers (defense, currency issue, postal service, railways, border guard service, etc.). The rest of the issues are covered by the regions. However, in wartime, many charities, voluntary associations, private enterprises, and individuals have taken over the function of provision of material or financial assistance to military funds. So, cooperation between private and public actors has entered another level. Their activity nowadays secures the result-oriented efficiency, harmonization, and coordination of administration.

As we can see, public administration in its classic form stipulates the impact of public authorities on the local level following the general patterns and having the monopoly of operation in the region. However, the reality shows possible active cooperation between governmental entities and private or public sector entities, their consolidation in networks, cooperatives, etc. The common objective, goal, and task accomplishment constitute the final result. Public and private actors are guided by consistency, coordination, and efficiency.

The same situation is observed in the cooperation between the public administration entities in the framework of cross-border cooperation. Therefore, it is worth paying attention to

how the mechanisms of interaction between the public administration entities in the framework of cross-border cooperation work. They can be categorized by the interaction entities in the public domain that, in turn, can be divided by the number of entities, their composition, role, and participation.

The number of interaction entities can be determined by two or more representatives that take common actions to solve the problems of the legal, economic, organizational, etc. nature of cross-border cooperation. They can include the entities of cross-border cooperation of adjoining border areas of neighboring countries, cross-border cooperation entities operating in the cross-border region, cross-border cooperation entities operating in the cross-border space where the area covered by the operation of one of the participants adjoins the border region while the other entity covers the border area of the neighboring country.

According to the Law of Ukraine “On cross-border cooperation”, cross-border cooperation entities include territorial communities, their representative authorities, and local executive authorities of Ukraine. Legal entities, individuals, and NGOs are the participants in this cooperation. The reality shows that cross-border cooperation entities and participants stipulated in the Law of Ukraine “On cross-border cooperation”, business entities, offices of cross-border cooperation organizational forms, analytical and monitoring entities, scientific institutions, volunteering organizations, individuals, etc. can be the public administration entities in cross-border cooperation.

### **3. Classification of interaction between the public administration entities in cross-border cooperation**

The mechanisms of entities’ interaction can be divided into main and indirect by their role in cross-border cooperation. Usually, the main role in cross-border cooperation belongs to public authorities, local governments, and executive authorities in the institutional domain, NGOs in project management, volunteering organizations and business entities in verbal agreements and preliminary connections, etc. Regarding the technical, financial, and organizational framework, the role of the public administration entities in cross-border cooperation can differ.

By the legal regulation, the mechanisms can be the following:

- legislated – an interaction mechanism when cooperation between the public administration entities and interested parties takes place in compliance with the current legislation of both parties, generally accepted international law, European Union standards, etc. The development of EU regulations, directives, and decisions that coordinate the functioning of Cross-Border Cooperation Programmes within the European Neighborhood and Partnership Instrument (called the European Neighborhood Instrument since 2014) that cover Ukraine is an example of such cooperation.

- traditional – cooperation between entities and interested parties takes place at the level of family and personal relations or in the form of random meetings, discussions, negotiations, etc. Nowadays, in times of the Russian invasion of Ukraine, this type of interaction is widespread among the representatives of volunteering organizations, business entities, regional executive authorities, and local governments.

- illegal (shadow) – cooperation between entities and interested parties beyond the legislation of both countries. The cooperation can be short-term, long-term, or one-time. This type is most common for border trade at the regional level in the framework of cross-border cooperation. It is called smuggling on a larger scale or state level.

By impact, the mechanisms of interaction between the public administration entities are divided into:

- direct – when the interaction between the cross-border public administration entities directly impacts the object through the use of respective regulators, namely the respective agreements, orders, programs, and other tools of the mechanism that express the will of the respective cross-border interaction entities. The object can be impacted in all development sectors: infrastructure, culture, education, social protection, etc.

- indirect – when the interaction between the cross-border public administration entities enables the impact on the cross-border cooperation object through the introduction of respective amendments into its functioning conditions through functions, interests, and stimulation. It necessarily stipulates the opportunity to choose behavior. By using these tools, cross-border cooperation entities do not directly change anything in the mechanism. They only create preconditions for changes.

Since the countries have different legal frameworks and functional provisions of the cross-border cooperation public administration entities, it is hard to detect their clear direct or indirect impact on objects. Moreover, joint agreements on cross-border cooperation, orders, and respective amendments are often of declarative nature.

By the stages of the living cycle, the interaction between the public administration entities is observed in:

- the forming of cross-border interaction between the public administration entities. This stage stipulates formal and informal meetings between the representative offices and organizations of border areas of neighboring countries, representatives of governmental entities of these countries, their acquaintances, etc.

- the increase in cross-border interaction between public administration entities due to signing cooperation agreements, memorandums, etc.

- the maturity of cross-border cooperation between public administration entities. Direct participation and implementation of various joint projects within the cross-border cooperation, etc. are usually observed at this stage.

- the decline of cross-border interaction between the public administration entities – an expression of no-confidence in one of the cross-border interaction entities. These examples most often occur after inefficient implementation of cross-border projects.

In Ukraine, the interaction between the public administration entities within the cross-border cooperation at all stages of the living cycle is clearly observed and manifested. The mechanism is well-developed and structured.

Meanwhile, cooperation or interaction between the public administration entities within the cross-border cooperation can be categorized by features of expansion, importance, result, level of interaction formalization, etc., which is shown in Table 1.

The development of joint mechanisms of interaction between public administration entities based on the given categorization can contribute to the establishment of efficient cooperation in the framework of cross-border cooperation. In turn, it stipulates the high level of cooperation between them and similar entities of border areas of neighboring countries. The improvement of these mechanisms can help establish cooperation in the framework of cross-border cooperation with NGOs, businesses, and other organizations and institutions of adjoining border areas.

Therefore, in fact, the mechanism of interaction between public administration entities in a border area seems to be a long-ago-formed algorithm of actions aimed at the creation of a product in various activity domains governed by the current legislation of Ukraine.

Table 1

**Categorization of interaction between the public administration entities  
in the framework of cross-border cooperation (*developed by the authors*)**

Interaction mechanisms	Categorization of features
by the coverage with a legal framework that secures interaction	<ul style="list-style-type: none"> <li>• international,</li> <li>• foreign;</li> <li>• cross-border,</li> <li>• state, regional,</li> <li>• local (district, city, town, village)</li> </ul>
by the coverage with interaction	<ul style="list-style-type: none"> <li>• within two neighboring countries;</li> <li>• within several cross-border regions;</li> <li>• within a Euroregion, cluster, park/zone, etc.;</li> <li>• within a cross-border region;</li> <li>• within two border areas on both sides of the border of a cross-border region;</li> <li>• within two border areas on both sides of the border of a cross-border region and adjoining area not included in the region;</li> <li>• within several district centers of a cross-border region;</li> <li>• within the cross-border region and adjoining administrative-territorial unit;</li> <li>• within the cross-border region and adjoining administrative-territorial units of the country that borders the region;</li> <li>• within adjoining administrative units of neighboring countries of two cross-border regions, etc.</li> </ul>
by the types of cooperation between interaction entities in a border region where a regional authority is the main entity	<ul style="list-style-type: none"> <li>• authorities – authorities</li> <li>• authorities – businesses (in the form of voluntary contributions or charity)</li> <li>• authorities – innovative structures of territorial organization (network structures)</li> <li>• authorities – territorial groupings / NGOs / volunteering associations</li> <li>• authorities – science</li> </ul>
by the types of cooperation between interaction entities in cross-border region or space where a regional authority is the main entity	<ul style="list-style-type: none"> <li>• authorities of country A – authorities of country B</li> <li>• authorities of country A – authorities + network structures of country B</li> <li>• authorities + academy of country A – authorities + academy of country B</li> <li>• (authorities + academy + network structures) x businesses of country A – authorities + academy of country B, etc.</li> </ul>
by interaction scope	<ul style="list-style-type: none"> <li>• culture</li> <li>• economy</li> <li>• environment</li> <li>• infrastructure</li> <li>• healthcare</li> <li>• military supplies</li> <li>• humanitarian aid, etc.</li> </ul>

Table 1 (continuance)

by the results of interaction	<ul style="list-style-type: none"> <li>• joint cross-border strategy</li> <li>• joint cross-border program</li> <li>• joint cross-border cooperation agreement</li> <li>• joint cross-border project</li> <li>• cross-border organizational form</li> <li>• cultural events, exhibitions, fairs in the CBC framework</li> <li>• education, trainings in the CBC framework, etc.</li> </ul>
by interaction intensity	<ul style="list-style-type: none"> <li>• established cross-border cooperation</li> <li>• growing level of cross-border cooperation</li> <li>• lack of cross-border cooperation</li> <li>• emergency aid due to war</li> </ul>
by the levels of formalization and public administration	<ul style="list-style-type: none"> <li>• Formal or regulated interaction between public administration entities in cross-border region or space as relations based solely on current law of two countries and signed cooperation agreements.</li> <li>• Informal interaction between public administration entities in cross-border region or space due to the lack of government regulation and availability of various arrangements not fixed in any protocols, framework agreements, etc., and based on personal relations.</li> </ul>
by initiative:	<ul style="list-style-type: none"> <li>• active</li> <li>• passive</li> </ul>
by cooperation effect in a border region:	<ul style="list-style-type: none"> <li>• vertical or subordination</li> <li>• horizontal</li> <li>• crossed</li> <li>• coordination</li> <li>• rearrangement</li> <li>• chaotic</li> </ul>
by the duration of cooperation:	<ul style="list-style-type: none"> <li>• long-term</li> <li>• short-term</li> <li>• one-time</li> </ul>

The mechanism of interaction between public administration entities within a cross-border region or cross-border space constitutes the procedure or algorithm of actions in various activity domains performed stage-by-stage between public administration entities of border areas of neighboring countries based on the tools provided by cross-border cooperation and with the view to create a cross-border product (*Tsisinska, 2015:145*).

The mechanisms of interaction between public administration entities within a cross-border region or space can be divided by the features of interaction represented in Table 2.

The mechanisms can also be divided by *area* (based on the boundaries of cross-border space (*Mikula, 2014: 241*), *activity*, *the impact of other entities and institutions operating beyond the public domain*, etc.

#### 4. The tools of the cross-border cooperation institutional framework

Ukraine doesn't have any legal mechanism of interaction between public administration entities of Ukrainian border areas with public administration entities of the neighboring

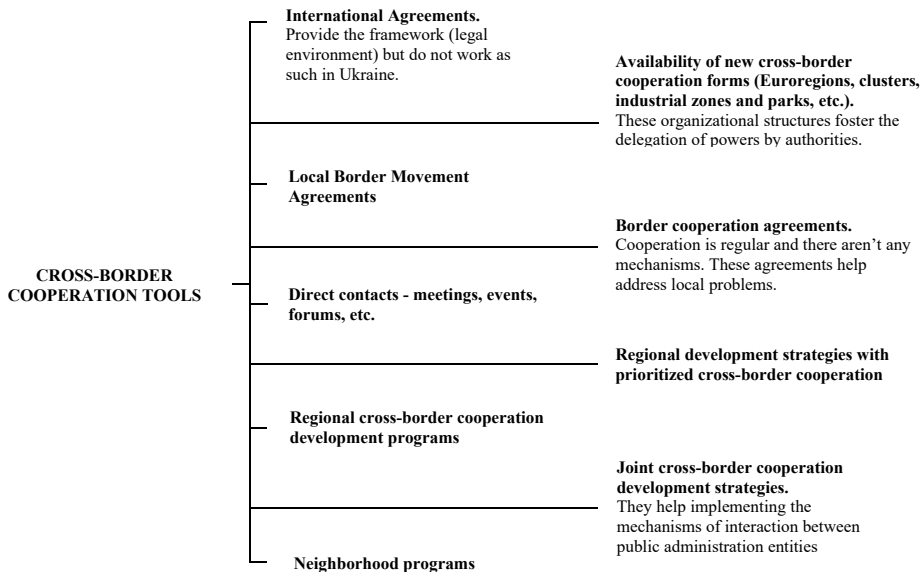
Table 2

**Categorization of features of the mechanisms of interaction between public administration entities (developed by the authors)**

Interaction features	Features categorization
by institutes	– formal (legal framework, normative and methodological framework, non-legal framework (framework agreements on cooperation)) – informal (established standards of behavior between interaction entities)
by level of cooperation between public administration entities	– international – state – regional – district – village, town, city } local
by time framework:	– immediate – long-term – short-term
by financial scale	– high-cost – low-cost
by frequency of use	– one-time – multiple-use

countries’ border areas in the framework of cross-border cooperation. The situation is caused by the lack of a joint institutional framework. Therefore, each country is guided and governs on contractual terms by instruments like joint cooperation agreements, border cooperation agreements, and domestic legislation of the countries.

Figure 1 shows the instruments of the cross-border cooperation institutional framework most frequently used by Ukraine’s border areas’ public administration entities.



**Fig. 1. The list of tools of the cross-border cooperation institutional framework (developed by the authors)**

The components of the mechanism of interaction between public administration mechanisms in a cross-border region or space include organizational, institutional, personnel, informational, financial, and technical frameworks. These mechanism components work both gradually and chaotically, depending on the mechanism type.

### 5. Public administration principles

Even though many researchers still see “public administration as the search for the best way to use resources to achieve priority public policy objectives” (*Shatylo, 2014; Bakumenko, 2017*) in wartime, it is obvious in force major circumstances that classical rules do not work.

The same is with public administration principles. Back in 1916, Henry Fayol in *General and Industrial Management* outlined 8 management principles that, in our opinion, can be the basis for structural public administration principles. More details should be added to the principles of process and final result, taking into account human resources, emotional component, and changes in public administration. Therefore, the principles of justice, discipline, remuneration, unity, subordination, order, stability, initiative, result, objective, and goal are outlined (Table 3).

Table 3

**Public administration principles** (*developed by the authors*)

<b>Structural principles</b>	<b>Principles of process</b>	<b>Principles of final result</b>
Labor division	Justice	Order
Unity of objective and command	Discipline	Stability
Relationship between centralization and decentralization	Remuneration	Initiative
Authority and responsibility	Unity	Goal
Chain	Conformity to main interest	Result

Structural principles of public administration are at the core of the system of interrelated tasks, rights, and liabilities. It means that the tasks must be segmented into smaller ones and regrouped into interrelated divisions. Each division must have an appointed manager with transferred liability. Next, the divisions must be combined by a chain of commands.

Structural principles of public administration determine major issues in need of solutions when creating a structure of tasks and powers. They aren't detailed rules, but they rather outline the activity benchmarks.

The process principles are concentrated on the actions of the public administration entity manager. The managers' fairness is considered as the main factor that urges subordinates to execute their tasks properly. The justice principle is represented in fair remuneration. The principle provides that labor remuneration should correspond to the amount and quality of accomplished work.

The principles of the final result determine the desired characteristics of public administration entities. Their well-planned and directed activity must have a goal on the way to the result and be characterized by order and stability. These activity attributes can stem from the use of structure and process principles.



## 6. Conclusions

The need to improve the economic efficiency of a cross-border region puts new tasks for border areas of the neighboring countries, mostly related to the selection of a competitive economic model for these territories to use the existing capacity to the maximum. Meanwhile, cross-border cooperation in the border area is possible only due to accessible and transparent cooperation between the Ukrainian border area's public administration entities and between public administration entities of the neighboring countries.

Public administration entities at all levels must have the features of systemic nature of work and interaction, controllability, and consistency for the practical solution of economic and social problems and implementation of efficient policy in a cross-border region or space. By improving the mechanisms of interaction between public administration entities in cross-border cooperation, they support cooperation between other entities and participants of cross-border cooperation, involving them in the development of a cross-border region or space.

It is obvious that only efficient interaction between all public administration entities operating in the framework of cross-border cooperation will foster the development of cross-border regions, improve their institutional, competitive, and investment attractiveness, reinforce the economic capacity of communities in the regions, secure employment, etc.

The interaction between public administration entities like public, private, and civil sectors cannot be modeled beforehand. It goes through the continuous process of adaptation, cooperation, knowledge exchange, and education, which constitute the key coordination mechanisms.

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