ДТЕРМІНАНТИ ТА ПРИОРІТЕТИ РЕАЛІЗАЦІЇ ЦІЛЕЙ ЗГУРТОВАНОСТІ РЕГІОНАЛЬНИХ ЕКОНОМІЧНИХ СИСТЕМ В УМОВАХ ПОВОЄННОГО ВІДНОВЛЕННЯ УКРАЇНИ

Актуальність. Політика згуртованості є актуальним напрямом розвитку регіональних економічних систем в Європі впродовж останніх десятиріч та визнана осною інвестиційною політикою ЄС. Однак в Україні офіційно визнаною в нормативних документах цей напрям став з 2020 року, коли було прийнято Державну стратегію регіонального розвитку України на період 2021 - 2027 років та стратегічною ціллю №1 від нього визначено формування згуртованої держави в соціальному, гуманітарному, економічному, екологічному, безпековому та просторовому вимірі. Сучасні високі воєнної агресії РФ та пандемії, що постали перед Українським суспільством надзвичайно підвищили актуальність наукового обґрунтування стратегічних напрямів, механізмів і інструментів реалізації політики згуртованості в Україні. Існуючий досвід багаторічної реалізації політики згуртованості в країнах ЄС є корисним, однак потребує суттєвої адаптації до національних реалій, а також мають бути обрані та науково обґрунтовані стратегічні пріоритети її реалізації з врахуванням сучасних вимог щодо повоєнного відновлення та розбудови стабільної економічної системи в контексті розвитку місцевого самоврядування.

Мета та завдання. Метою даної статті є розробка науково обґрунтованих рішень щодо визначення стратегічних пріоритетів (детермінант) формування регіональної політики в контексті підвищення рівня згуртованості населення в громадах та регіонах, посилення економічної спроможності адміністративних одиниць, стійкості до негативних впливів та воєнної агресії, забезпечення повоєнного відновлення та розбудови ефективних, спроможних регіональних економічних систем на шляху європейської інтеграції.

Матеріали та методи. Для оцінки сутності та еволюції цілей і складових політики згуртованості в регіональних економічних системах в дослідженні застосовані методи системного, логічного, структурного, семантичного аналізу. Для надання актуального визначення і виявлення сутності поняття згуртованості для сучасних реалій розвитку національних регіональних економічних систем застосовані методи синтезу, теоретичного узагальнення, діалектичні методи. Оцінку сутності, змісту та структури положень основних документів в сфері регіонального розвитку та згуртованості для країн ЄС та України здійснено із застосуванням методів інституційного аналізу.

Результати. У статті розглянуто сутність та стратегічні напрями реалізації одного з основних принципів сучасної європейської та національної політики розвитку регіональних систем – принципу згуртованості. Обґрунтовано, що однією з основних складових сучасної політики згуртованості є першочергове забезпечення економічного розвитку регіонів і громад, яке повинно сформувати потужний функціонально-ресурсний базис для реалізації інших складових згуртованості в соціальному, гуманітарному та інших суспільних вимірах. На основі вивчення науково-аналітичних матеріалів ОЕСР, Європейської Комісії, іноземних та вітчизняних вчених визначені основні акценти в науковому обґрунтуванні реалізації політики згуртованості. Встановлено, що в багатьох дослідженнях по темі згуртованості здійснюється її майже повне ототожнення із конвергенцією, що, на авторську думку, не зовсім відповідає дійсності, оскільки конвергенція може бути між депрессивними регіонами зі слабкою комунікацією, що є протилежним до стану згуртованості. Використовуючи започатковані в ДУ «Інститут ринку і економіко-екологічних досліджень Національної академії наук України» підходи до семантичного аналізу економічних категорій, в дослідженні надано визначення сутності категорії «згуртованість» як стану взаємопов’язаності та взаємодії...
Детермінанти згуртованості, регіональні економічні системи, державна регіональна політика, економічне співробітництво, економічна згуртованість, повоєнне відновлення, сталий розвиток.

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**DETERMINANTS AND PRIORITIES OF REGIONAL ECONOMIC SYSTEMS COHESION GOALS REALIZATION IN THE CONDITIONS OF UKRAINE POST-WAR RECOVERY**

**Topicality.** Cohesion policy is an actual direction of the development of regional economic systems in Europe and during the last decades is recognized as the main investment policy of the EU. However, in Ukraine, this direction became officially recognized in regulatory documents from 2020, when the State Strategy for Regional Development of Ukraine for the period 2021-2027 was adopted and cohesion was declared as the main strategic goal. The modern challenges of the military aggression of the Russian federation and of the COVID-19 pandemic, which struck the Ukrainian society, have extremely increased the relevance of the scientific justification of strategic directions and specific mechanisms and tools for the implementation of cohesion policy in Ukraine. The existing experience of long-term implementation of the cohesion policy in the EU countries is useful, but it requires substantial adaptation to national realities, and strategic priorities for its implementation in Ukraine should be defined and scientifically substantiated, taking into account the modern requirements for resisting military aggression, post-war recovery, building a stable economic systems of regions and local communities on self-governance basis.

**Aim and tasks.** The purpose of this article is the development of scientifically based decisions regarding the determination of strategic priorities of regional policy formation in the context of increasing the level of social cohesion...
in communities and regions, strengthening the economic capacity of administrative units, resistance to negative influences and military aggression, ensuring post-war recovery and building effective, capable regional economic systems on the way to European integration.

**Materials and Methods.** In order to assess the essence and evolution of the goals and components of the cohesion policy in regional economic systems, methods of systemic, logical, structural, and semantic analysis are used in the research. In order to provide an up-to-date definition and reveal the essence of the concept of cohesion for the modern realities of the development of national regional economic systems, the methods of synthesis, theoretical generalization, and dialectical methods are applied. The assessment of the essence, content and structure of the main documents in the field of regional development and cohesion for EU countries and Ukraine was carried out using the methods of institutional analysis.

**Research results.** The paper examines the essence and strategic directions of the implementation of one of the main principles of modern European and national policy for the development of regional systems - the principle of cohesion. It is substantiated that one of the main components of the modern cohesion policy is the primary provision of economic development of regions and communities, which should form a powerful functional and resource base for the implementation of other components of cohesion in social, humanitarian and other dimensions. According to results of the study of analytical statements of the OECD, of the European Commission, works of foreign and domestic scientists, the priority of cohesion provision in economic sphere is justified. In many studies on the topic, the term of cohesion is often identified as convergence, which, in our opinion, is not entirely true, since convergence can appear between depressed regions with weak communication, which is the opposite state of cohesion. Using the approaches to the semantic analysis of economic categories initiated at the State Organization "Institute of Market and Economic-Ecological Research of the National Academy of Sciences of Ukraine", the study provides a definition of the essence of the category "cohesion" as a state of interconnectedness and interaction of communities of administrative, territorial and economic units, in sphere of economic goods production process, which is characterized by the properties of balance, capacity, striving for self-preservation, self-development, self-renewal, coordination of management decisions and stable identity of stakeholders in relation to belonging to the territorial economic system at the local, district, and regional levels.

Focusing on the modern needs of military aggression resisting, post-war recovery, and according to the terms of strategic documents aimed on ensuring the sustainable development of the country and regions, the article formulates the following main determining components (determinants) of the implementation of the cohesion policy for regional systems in the economic dimension, which include: effective governance and distribution of powers, strategizing of sectoral-spatial development and deployment of productive forces, innovative-oriented industrialization and the formation of investment concentration points, ensuring the budgetary capacity of communities, creating jobs and added value, stimulating self-employment and the growth of human and social capital, activation of inter-municipal and cross-border cooperation of communities and institutional provision of cohesion in the process of restoring the development of regions based on the formation of an effective system of governance at the national, regional and local levels, in accordance with the goals of sustainable development of cities and communities on an investment-innovative and industrial basis (namely: SDGs 9 and 11), the requirements of programs No. 1-10 of the Recovery Plan of Ukraine and the tasks of integration into the European framework of economic cohesion.

**Conclusion.** As a result of the study of the essence and components of cohesion policy in the regional economic systems of Ukraine, the mechanisms and tools for the implementation of its strategic directions have been determined, which include measures of investments attraction in communities' cooperation projects, improvement of the budget equalization system, measures of information and communication support for economic cooperation of communities and regions, which should contribute to the formation of a functional economic basis for post-war recovery and sustainable development of the national economy.

**Keywords:** determinants of cohesion, regional economic systems, state regional policy, economic cooperation, economic cohesion, post-war recovery, sustainable development.

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**Problem statement and its connection with important scientific and practical tasks.** The modern challenges of the military aggression of the Russian federation and the pandemic, which the Ukrainian society faced, determined the extreme urgency of implementing the main goal of the State Strategy for Regional Development of Ukraine for 2021-2027, namely: "development and unity, oriented to the person, a dignified life in a cohesive, decentralized, competitive and democratic Ukraine". Strategic goal No. 1 in this document is "the formation of a united country in social, humanitarian, economic, ecological, security and spatial dimensions" (SRDS of Ukraine for 2021-2027, 2020). However, the goals of reducing economic, social and other disparities in the levels of social development of the regions, which have been traditional for EU countries for the past 70 years (European Commission, 2022), were recognized and officially enshrined in strategic documents in Ukraine for the first time since independence only in 2021. Taking into account the relevance of the convergence of national policies with the European framework of economic, sustainable development, it is worth to note the need of development of scientifically based methodological principles, mechanisms and tools for ensuring the cohesion of society in the
matter of resisting military aggression, locating strategically important industries, creating conditions for attracting investments, creating jobs and improving the welfare of the population to ensure the fastest post-war recovery. An important task is the implementation of mechanisms for the convergence of regions and communities in terms of the quality of life, satisfaction of needs and development, which should become a guarantee of greater strength and monolithicity of our state. The previous Regional Development Strategy in Ukraine for the period 2014-2020 was not adjusted and updated taking into account the events that took place in the east of Ukraine and necessity of temporarily occupied territories return (Cabinet of Ministers of Ukraine, 2014). In the modern Strategy, these requirements are reflected and this fact determines the need for the formulation of scientifically based determinants, priorities and strategic directions, mechanisms for achieving a state of cohesion, and the development of appropriate tools for the implementation of such priorities.

**Analysis of recent publications on the problem.** The topic of ensuring the economic development of regional systems in various dimensions, which are related to the issues of increasing the cohesion of regional economic systems, is studied by many domestic and foreign economists. In the majority of scientific works, the topic of cohesion is considered indirectly, through other problems of regional development, the solution of which will contribute to increasing the cohesion of society in regions, countries, and communities. Moreover, the topic of the implementation of cohesion policy is revealed more in the works of scientists from EU countries, since this direction of regional policy is officially defined and traditional for the countries of the European Community. Thorough and comprehensive studies of the problem of cohesion of regional economic systems were conducted by OECD specialists (OECD, 2022), with a special emphasis on the component of social cohesion. The largest number of analytical materials on the provisions of the policy of territorial and economic cohesion is presented in official sources of the European Commission (European Commission, 2021) and in analytical materials, reports of the ESPON agency (ESPON, 2022), which periodically and for several decades has been issuing reports on the state of cohesion in EU countries. Currently, 8 reports on the state of cohesion in the EU countries have been issued with specific indicators that have evolved and improved during various iterations of changes in the cohesion policy in the EU, as well as developed financial instruments, organizational mechanisms and a wide range of information tools that are to ensure the effective implementation of the cohesion policy in all regions of Europe.

In the works of famous regionalists such as R. Barrow and S.-M. Javier (Barro, R. J., 2012) it is highlighted the scientific approach to the study of cohesion issues and the development of appropriate regulatory policies, which are based on the application of convergence models. At the same time, convergence of the levels of economic development of regional economies is almost the only criterion that characterizes the commonality (cohesion) of regions.

The defining provisions of the cohesion policy for Ukraine are formulated in the State Strategy of Regional Development of Ukraine for the period 2021-2027 (SRDS of Ukraine for 2021-2027, 2020), however, the general institutional framework needs to be specified and the formation of more detailed mechanisms, tools for implementing the main goal of regional economic systems development for the near future - increasing social unity and cohesion is needed.


However, as a result of the decentralization reform, the level of territorial communities, districts, regions, subregions and the country as a whole is also relevant. In addition to administrative units, it is important to take into account the relationships between territorial and economic units, which are formed not only on the basis of an administrative feature, but also on the facts of economic cooperation regarding the division of labor in the implementation of joint projects, in the production of goods, performance of works and services.

An attempt to present a generalized,
consolidated vision of Ukrainian society, regarding the solution to the problem of increasing the level of cohesion, was carried out by the Institute of Civil Society and the discussion and communication platform "Dialogues on Cohesion" was created, on the web portal of which the materials of discussions of scientists, public, political figures, analysts and ordinary people were published (CSI, 2022).

**Allocation of previously unsolved parts of the general problem.** Despite the presence of a large number of studies devoted to the topic of activation of regional development, formation of actual state regional policy and its implementation are very urgent because the problem of cohesion policy principles formation in the regional economic systems of Ukraine, design of mechanisms and tools for its implementation are in demand that caused by conditions of post-war recovery, needs for revival of the country's economic system, human potential development and return of displaced persons, reconstruction of destroyed cities and communities, formation of a coherent, effective system of state administration and self-governance, complementary to the European institutional framework, but with the first priority regarding the realization of national interests of sustainable development.

**Formulation of research objectives (problem statement).** The purpose of this study is to determine the scientifically based determinants, prioritive directions for the formation of the national regional cohesion policy in the context of economic capacity of communities strengthening, increasing resistance to negative influences and military aggression, ensuring post-war recovery and building effective, capable regional economic systems on the way to European integration.

**Matherial and methods.** The article uses the methods of systemic, logical, structural, semantic analysis to assess the essence and evolution of the goals and components of cohesion policy in regional economic systems. Synthesis methods are used to provide up-to-date definition of the essence of the concept of cohesion for the realities of the national economy. Methods of theoretical generalization, dialectical methods, approaches to benchmarking analysis are used to determine the regularities of changes in the priorities of the cohesion policy in the EU countries with the aim of their adaptation to modern conditions of resistance to military aggression, ensuring post-war recovery and development of the regions of Ukraine on the basis of reforming the system of local self-government. Methods of institutional analysis are applied to assess the essence, content and structure of the terms of the main documents in the field of regional development and cohesion for EU countries and Ukraine.

**An outline of the main results and their justification.** The principle of cohesion is one of the key principles in the modern economic policy of developed countries, due to which the integrity and functional capacity of the state and all its ecosystems is preserved, supported and strengthened. A favorable institutional environment is the basis for ensuring cohesion, which is demonstrated by the example of the developed countries of the world (the countries of the European Union, the USA, Canada, Australia, etc.). The essence of cohesion is to ensure harmonious integrity in the coexistence and interaction of countries, regions, territorial and economic systems. The experience of developed countries proves the fact that the state of cohesion must be ensured and supported by appropriate levers of state regulatory policy. The economic component of cohesion is especially important in this aspect, because due to the powerful economic foundation of the development of the country and its regions, the conditions and quality of life improve, the level of well-being increases, and prerequisites are created that strengthen social unity and the identity of society.

Aware of the importance of ensuring cohesion in the European Union, the aim of disparities reducing between countries and regions is defined as one of the main ones in the Treaty establishing the European Community and in the extended, consolidated version of the Agreement on the Functioning of the European Union (European Commission, 2022b), as well as the idea of overcoming disparities in the levels of development of various European countries, it has become the main since the formation in 1957 of the European Coal and Steel Community (European Commission, 2022c), and the European Economic Community, which consisted of six countries. Although the official date of origin of European cohesion policy is considered to be 1988, when the first five priority goals of cohesive regional development were officially announced. Over the years, the policy of ensuring cohesion and overcoming socio-economic disparities only increased in scale and covered an increasing share of the components of social life. Unity and cohesion is the main idea of the European Union. The main motto of the European Union: In varietate concordia (Unity in diversity).

Aiming to improve the well-being of the population, regional investment policy priorities are regularly updated and adopted in the EU.
Currently, the directions of the "New European Cohesion Policy" for the period 2021-2027 have been determined by the European Commission (European Commission, 2021):

- a more competitive and intelligent Europe (greater shift of emphasis in the areas of capital investments and state policy of stimulating economic growth in favor of innovative types of activities, on the basis of smart specialization);
- a greener Europe with lower carbon dioxide emissions (priority for the development of alternative green energy, the construction of more permanent and stable green energy systems with an ever-increasing share of them in the total volume of electricity supplies to consumers, an increase in added value and employment in the field of energy due to more complete processing waste and secondary resources, reducing the impact on the environment);
- a more connected Europe (further improvement of the quality of transport connections of regions, communities and countries in the single European space);
- a more social, safe and inclusive Europe (increasing the degree of inclusiveness of all spheres of economic activity, directions of social and economic policy and opportunities for active participation of citizens with special needs in all spheres of public life);
- Europe closer to people (acceleration of integrated development of various types of territories, improvement of the quality of public administration, self-governance, greater balance and logical rationality in the distribution of powers according to the principle of subsidiarity).

EU operates through a system of independent supranational institutions and jointly agreed decisions of member states. The most important institutions of the EU are: the European Commission, the Council of the European Union, the European Council, the Court of Justice of the European Union, the European Central Bank and the European Parliament, which is elected every 5 years by the citizens of the European Union.

In the EU, there is a single market space and a single standardized system of regulatory acts operating in all member states.

In the Treaty establishing the European Community (Treaty establishing the European Economic Community), from the very beginning it refers to community and unity between member countries and regions in all possible manifestations (European Commission, 2022b):

Article 2. The task of the Community is, by introducing a common market, economic and monetary union, as well as implementing common policies and activities specified in Articles 3 and 4, to spread throughout the Community harmonious, balanced and stable development of economic activity, a high level of employment and social protection, equality of women and men, stable and non-inflationary growth, high level of competitiveness and convergence of economic indicators, high level of protection and improvement of the state of the environment, improvement of the level and quality of life, economic and social cohesion and solidarity of the member states).

In Chapter XVII Economic and social integration, Article 174 (in the previous edition of 158 TEC - Treaty Establishing the European Community (TEC)) states the following: "In order to contribute to the overall harmonious development, the Community shall develop and carry out actions strengthening its economic and social cohesion. In particular, the Community seeks to reduce the disparity in the levels of development of different regions and the backwardness of certain territories that are in the least favorable conditions, in particular villages."

Article 175 (former Article 159 TEC) "Member States shall conduct their economic policies and coordinate them in such a way as to, in addition, achieve the objectives set out in Article 174. The formulation and implementation of the policies and actions of the Union and the implementation of the internal market shall take into account the objectives, set forth in Article 174, and contribute to their achievement. The Union also supports the achievement of these objectives through the measures it takes through the Structural Funds (European Agricultural Guidance and Guarantee Fund, Guidance Section; European Social Fund; European Regional Development Fund), the European Investment Bank and other existing financial instruments."

The realization of the idea of cohesion takes place in the EU through the relevant policy, which originates from the founding of the European Community, constantly evolves and adapts to modern realities. 8 periods of the evolution of cohesion policy in the EU are conventionally distinguished, for each of which relevant reports are drawn up, which talk about the effectiveness of the implementation of cohesion priorities for each specific period, and also emphasize the need to achieve the priorities of past periods, the basic ones (in particular, the development of the system of production enterprises, capable of creating high added value using local resources), which form the basis for new modern priorities (green growth, decarbonization, etc.). In order to monitor the
success and adjust the goals and tools of the cohesion policy in the future, the ESPON analytical agency (ESPON, 2021) was created in the EU, which conducts a permanent study of the state of cohesion and regularly issues analytical reports.

Adopted in Ukraine in 2020, for the period of 2021-2027 (SRDS of Ukraine for 2021-2027, 2020), the policy of cohesion became the No. 1 goal of the State Strategy for Regional Development, as it was objectively important in order to increase the degree of consolidation of society. But with the beginning of the war, the significance of the cohesion of society and the entire state in various dimensions increased significantly. However, resisting military aggression and ensuring post-war recovery require coordinated systemic actions to build a society resilient to external influences, in which cohesion exists on the basis of a combination of economic, social and other factors. Therefore, a detailed analysis of the essence, components of cohesion for our country, an analysis of the experience of ensuring cohesion in developed countries is needed, which will allow to determine strategic directions, dominants, determinants and mechanisms and tools for ensuring cohesion in Ukraine. In this case, economic cohesion is of particular importance, because thanks to a developed economic system in regions, communities and the country as a whole, a capable economic system is created that generates new public goods, preserves and saves resources, creating a powerful foundation for ensuring cohesion in other dimensions: social, environmental, financial, cultural, ethnic, etc.

The essence of the term cohesion and its semantic analysis will allow us to determine its true nature, formed in modern realities, to recognize the relevant components of cohesion and to compare it with the existing institutional, official support for the implementation of the goals of cohesion in Ukraine.

There is no definition of the term "cohesion" in the legislation in force in Ukraine and in strategic documents regarding the socio-economic development of the country and regions, although the goal of ensuring it is set as the main one in the State Strategy for Regional Development.

The European regulatory environment and strategic documents, analytical materials of the OECD contain a definition of the term "cohesion"; however, the greatest emphasis is made on social and territorial cohesion. It is officially declared that the regional and investment policy of the European Union is almost synonymously called the Cohesion Policy, the purpose of which is to improve the economic well-being of the regions of the European Union, as well as to avoid regional disparities, in particular, with the following characteristic features and components:

- more than one third of the EU budget is allocated to this policy;
- the elimination of economic, social and territorial disparities in the EU, the restructuring of declining industrial areas, and the diversification of rural areas with agricultural decline are foreseen;
- increasing the competitiveness of regions, promoting economic growth and creating new jobs;
- ensuring the balanced development and well-being of society based on meeting the challenges of the future, including climate change, energy supply and globalization.

An essential feature of regional cohesion policy in the EU is the allocation of significant financial resources and significant efforts to overcome divergences between regions, which brings certain results, and the system of constant monitoring allows to identify new relevant challenges, what is reflected through indicators and a dynamic map of cohesion (ESPON, 2021).

As an expression of solidarity between EU member states and their regions, economic and social cohesion aims to provide achieve balanced socio-economic development throughout the EU. Economic and social cohesion is implemented through the EU's cohesion policy, which was incorporated into the EU Treaty in accordance with the 1992 Maastricht Treaty. Cohesion policy reduces structural disparities between regions and Member States through various actions financed by the European Regional Funds: the European Regional Development Fund (ERDF), the European Social Fund (ESF) and the Cohesion Fund (European Commission, 2022c).

Social cohesion involves building shared values and interpretations, reducing disparities in wealth and income, and generally enabling people to have equal access to public goods. The purpose of cohesion policy, according to OECD experts, is to help countries improve their economic and social policies in such a way as to promote social integration, increase social capital and social mobility.

Basic studies and decisions regarding the implementation of cohesion policy were carried out by OECD specialists, whose analytical reports have a significant focus on the social component (OECD, 2022). The main task of cohesion policy according to the OECD is to use new resources from improving economic indicators to expand
fiscal space, for a more ambitious social agenda, to create a more united society that works for the well-being of all its members, fights alienation and marginalization, creates a sense of belonging, promotes trust and offers its members the possibility of greater social mobility. The OECD reports also determine that economic performance is a source of cohesion and at the same time a desirable goal and means of social equality and inclusive development.

Also, OECD specialists pay considerable attention to the issue of distribution of powers and financial opportunities to ensure the implementation of cohesion policy, for which special recommendations have been developed for the management of cohesion policy funding funds (OECD, 2021).

In the analytical report of Zhalila Ya.A. "The priority of the "cohesive country" in terms of regional strategies" defined the concept of cohesion thoroughly and comprehensively (Zhalilo Ya.A., 2021). The levels of research in this work are regions, and cohesion is studied in terms of the relationships between them.

However, as a result of the decentralization reform, the level of territorial communities, districts, regions, subregions and the country as a whole is also relevant. In addition to administrative units, it is important to take into account the relationships between territorial and economic units, which are formed not only on the basis of an administrative feature, but also on the facts of economic cooperation regarding the division of labor in the implementation of joint projects, in the production of goods, performance of works and services.

By its essence, cohesion in the work of Ya. Zhalilo is defined as joint, systemic territorial interaction (cooperation) of regions based on the principles of comprehensiveness, maximum objectivity, openness and inclusiveness. It is also emphasized the need to apply a decentralized regional development management system and efforts to prevent paternalism, when relatively weak regions receive subsidies and this creates the illusion of security and reduces initiative to increase the level of economic development.

In order to organize research and create a public platform for disseminating information and solutions on increasing social cohesion in social, economic, administrative-territorial dimensions, etc., the Institute of Civil Society created a discussion and communication platform "Dialogues on Cohesion". The mission of this project is to create a clear idea in public opinion about the challenges of building a Ukrainian political nation at the current stage of the development of Ukrainian society, and thereby contribute to increasing its cohesion. This project is implemented with the support of the International Renaissance Fund, the Ukrainian Crisis Media Center and the ImpactUA Ecosystem of positive influence.

Summarizing the published results of the work of this platform (ImpactUA, 2020) and the opinions of scientists, public figures, community development management specialists, the following can be stated:

- Cohesion is formed on the basis of a common opinion, position, interests and can be sharply strengthened under the influence of powerful factors that can change the situation;
- This is the ability of society or community to act together in conditions of urgent need. All the classic factors of cohesion are involved here, from trust and unity of values to the power and branching of networks.
- The existence of cohesion requires long-term preconditions that affect the objective factors of human existence and interests. In addition to social, political, ethnic, national-patriotic factors, economic capacity, well-being and a sufficiently high degree of satisfaction of needs are powerful drivers of cohesion. All these factors cannot be considered separately, they must all be systematically combined into a coherent structural interaction. But some of the factors may be of primary importance for implementation, in particular the economic one, as it serves as the basis and foundation for resource provision for the implementation of social and other initiatives. With a systemic strong combination of positive factors and components of cohesion, external disturbances (negative influences) will lead to activation of the self-preservation function of the system and to an increase in the degree of cohesion.

- The ability and aspiration of society or community to act together in conditions of urgent need. All classic factors of cohesion are involved here, from trust and unity of values to the strength and ramifications of networks of economic cooperation and social partnership.

Despite the inconsistency, according to various experts, of the decentralization reform and the fact that there are still many tasks left unresolved, the experience of implementing this reform has taught Ukrainians the main thing - the ability to rally around the solution of common complex problems, the ability to communicate and thereby increase their social capital. Therefore, it is worth agreeing that the further promotion of the decentralization
reform in Ukraine is appropriate and necessary. On the already formed basis of the renewed administrative and territorial system, it is necessary to improve the functions and modes of work and interaction of authorities and local self-government at different levels (local, district, oblast). Also, for the successful continuation of the implementation of the decentralization reform, scientific substantiation of the provisions of the implementation of the cohesion policy in Ukraine is necessary, especially in terms of ensuring the economic cooperation of communities, since in the period of post-war recovery, the issue of placing economic entities in territorial communities on the principles of effective division of labor becomes extremely relevant.

The key signs of cohesion, which were formulated back in 2021, confirmed their relevance as a result of the impact of military aggression against Ukraine, when society (the population, community activists, authorities, entrepreneurs - all rallied to help the Armed Forces and TRO in the defense of the country and to ensure humanitarian needs).

However, the implementation of the provisions of the European cohesion policy as a developed system of complex incentives for the balanced convergent development of communities and territories on the territory of Ukraine, taking into account national requirements and incentives, will require scientifically based approaches and solutions.

In the works of R. Barrow and S.-M. Javier (Barro, R. J., 2012) the scientific approach to the study of cohesion issues and the development of appropriate regulatory policy is based on the application of convergence models. At the same time, the convergence of the levels of economic development of regional economies (convergence) is almost the only criterion that characterizes the commonality (cohesion) of regions, which is a rather contradictory statement, since aggregates of depressed territories can be characterized by convergence in terms of the level of economic development, but cohesion, due to the lack of resources and proactive actions regarding the implementation of joint projects may be absent. Instead, one or several developed micro-regions among the overwhelming majority of depressed ones, although they are a manifestation of divergence, nevertheless form points of economic growth and create a platform for the division of labor and active cooperation with the participation of relatively backward communities, which represents a real movement towards community cohesion based on economic cooperation.

In the studies of scientists of the Romanian Academy of Sciences (Miron, D. et.al., 2022), (Mačiulytė-šniukienė, A., Butkus, M., & Davidavičienė, V., 2022) the conceptual foundations of the study of cohesion and approaches to its measurement are also based on the theory of convergence and for the purpose of assess the levels of cohesion of territorial communities it is proposed to use key indicators of economic performance, in particular: GRP per capita, positive trade balance, labor productivity per employee, the level of spending on education, medical and other social services per capita. At the same time, the approach to the state of maximum cohesion is proposed to be determined by the method of normal distribution with the approach to the zone of maximum complete satisfaction of existing needs.

Analytical reports of the EU provide the results of the evaluation of the implementation of the cohesion policy in terms of social equality, inclusiveness, competitiveness, cooperation and the uniformity of the economic development of territorial communities of rural and urban types.

The issue of the implementation of cohesion policy in the context of solving employment, labor and emigration relations is also investigated. The concept of cohesion in this case is also defined from the standpoint of balanced (balanced) satisfaction of the needs of members of society.

The priority of using economic means of regulating territorial and sectoral development and achieving a state of increased cohesion is determined in the work of Italian and Swiss scientists, who proved the hypothesis of an extremely high impact on territorial cohesion of economic factors that ensure social well-being. The existence of a significant influence of the investment policy of the European Structural Funds on the level of economic development, growth rates, which ultimately leads to an increase in the level of social and territorial cohesion, and also leads to a significant effect of "spillovers" has been established. Thus, the positive effect of the formation of a reliable economic base to ensure the development of the regional economic system will manifest itself in the form of territorial and social cohesion, but also areas of influence, horizontal connections regarding the cooperation of communities (business entities), which will strengthen the overall synergistic effect from the initial investments in economic development. Modern cohesion policy is closely related to issues of spatial development.

Convergent development as one of the main models for the implementation of cohesion policy
in the context of investment support for the development of the infrastructure sector of the economy is considered in the works of Vilnius University scientists (Villuendas, A. M. L., & Del Campo, C., 2022). The importance of a balanced distribution of levels of well-being and economic development is also determined by the long-term experience of developing a policy of promoting interregional equality of the Euroregions.

The role of cohesion policy as a key and systemic course of ensuring the economic development of EU countries and regions is defined as a subject of research not only from a practical political aspect, but also from a scientific point of view.

Differences between policies for ensuring the cohesion and convergence of the economic development of territorial and economic systems are formulated by scientists in the context of research into the vector of European smart specialization. Thus, the implementation of smart specialization solutions in practice can lead to rapid economic growth, and therefore it is necessary to develop the provisions of the regulatory socio-economic policy of public, inter-territorial, inter-sectoral balancing, in order to prevent significant divergences. The provisions of similar scientific studies prove the validity of choosing Smarter Europe as one of the key determinants of European cohesion policy.

Also, one of the key determinants in the European cohesion policy is the prioritization of the development of types of economic activity with maximally extended chains of added value as a source of funding for social and other EU policy initiatives.

A sufficiently high level of economic development and cohesion is the basis for the financial and economic stability of regions and countries, including in the conditions of counteracting the impact of pandemic and other crisis phenomena. The experience of forming a policy of cohesion in the context of increasing the stability of regional economic systems on the basis of resistance to negative influences is practically useful for the national realities of countering military aggression of the Russian federation.

Implementing and developing approaches to systematic semantic analysis in the language of ternary description, developed by the scientific school of the Institute of Market and Economic-Ecological Research of the National Academy of Sciences of Ukraine (B.V. Burkinsky, A.I. Uyomov, V.F. Horyachuk), we propose, using such approach, to investigate the essence of the "cohesion" category. Since cohesion for modern regional economic systems has the essence of both a state and a process, the components of this category should be as follows (Fig. 1).

According to the analysis of the modern regulatory framework in the field of cohesion and scientific developments on this subject, we can propose the following definition of the category of cohesion: as a state of interconnectedness and interaction of communities of administrative, territorial and economic units, in relation to participation in the process of social production of economic goods, characterized by properties of balance, capacity, striving for self-preservation, self-development, self-renewal, coordination of management decisions and stable identity of stakeholders in relation to belonging to the territorial economic system at the local, district, regional levels.

This definition can be proposed for use in regulatory documents, as there is currently no officially approved definition of this term in domestic legislation. While a significant number of documents and methodological materials for local self-government bodies use this term, scientists and practitioners are trying to determine its actual essence in the context of the realities of the development of Ukrainian society and the European community.

The results of the semantic analysis of the term cohesion, in the economic dimension, indicate the presence of such a generic concept and essential features:

Generic concept: interconnectedness and interaction of communities of administrative territorial and economic units regarding participation in social production

Essential signs: balance, capacity, striving for self-preservation, self-development, self-renewal, coordination of management decisions and stable identity of stakeholders in relation to belonging to the territorial economic system at the local, district, and regional levels.

For the successful implementation of the cohesion policy in Ukraine, it is necessary to define its key components and determinants, which should cover the relevant modern spheres of society's life, initiatives to enter the European Economic Area, the challenges of resisting the military onslaught and ensuring survival and national advancement on the basis of building an effective national economy.
Fig. 1. Semantic analysis of the category "cohesion of regional economic systems"  
*Developed by Author*

Focusing on the current needs of the country's economic system, the post-war recovery plan of Ukraine (Lugano Plan) (Ukraine Recovery Conference, 2022), other strategic documents on ensuring cohesion, it is possible to formulate the following main components (vectors) of the implementation of the cohesion policy, in the economic dimension (Fig. 2).

Analyzing the category of cohesion, we place a special emphasis on the priority of economic cohesion in view of the need for resource provision of all spheres of society's life. The importance of such factors as:

1) Ensuring economic development, welfare and unity
2) Ensuring manageability and effective management to build a reliably functioning economic system, reliable for society

is confirmed by the fact that they sound like imperatives in the three goals of the DSRR 2021-2027, namely:

I. Formation of a united state in social, humanitarian, economic, ecological, security and spatial dimensions.

II. Increasing the level of competitiveness of regions.

III. Development of effective multi-level governance.

The following are officially recognized in the 2021-2027 Regional Development Plan for Ukraine as dominant factors in the formation of a cohesive state in social, humanitarian, economic, environmental, security, and spatial dimensions:

1. Stimulation of centers of economic development (agglomerations, cities). The role of functional territories, points of capital concentration and economic development in the form of large cities as poles of attraction is recognized, and the importance of economic cooperation between large and small cities, realization of opportunities for effective involvement in the process of social production of resources is also emphasized.

2. Preservation of the natural environment and sustainable use of natural resources, strengthening the development opportunities of territories that require state support (macro- and micro-level)

3. Creation of conditions for the reintegration of the temporarily occupied territory of the Autonomous Republic of Crimea and the city of Sevastopol, temporarily occupied territories in the Donetsk and Luhansk regions into the Ukrainian space.
Fig. 2. The main components (vectors) of the implementation of cohesion policy, in the economic dimension

Developed by Author

4. Infrastructure development and digital transformation of regions
5. Formation of a single educational, informational, cultural space within the entire territory of Ukraine
6. Effective use of the economic potential of cultural heritage for the sustainable development of communities

But the cohesion policy priorities determined for the period 2021-2027 were formed back in 2020 and must be modernized, as they must take into account the need for post-war recovery, European integration initiatives, compliance with the goals of sustainable development for the reconstruction of the country on an innovative basis.

The analysis of modern institutional support for the economic development of the regions in the conditions of resistance to military aggression and provision of post-war recovery, taking into account the provisions of the modern vector of sustainable development, allows to justify the priorities of ensuring the cohesion and stability of the economic development of the regions, which include (Fig. 3): effective governance and distribution of powers, strategizing sectoral and spatial development and the placement of productive forces, innovation-oriented industrialization and the formation of investment concentration points, ensuring the budgetary capacity of communities, creating jobs and added value, stimulating self-employment and the growth of human and social capital, activating inter-municipal and cross-border cooperation of communities and institutionally ensuring cohesion in the process of restoring development regions based on the formation of an effective governance system at the basic, district, and regional levels, in accordance with the goals of sustainable development to cities and communities on the basis of investment, innovation and industry (CSR 9 and 11) (UN, 2015), the requirements of programs No. 1-10 of the Recovery Plan of Ukraine (Ukraine Recovery Conference, 2022), and the tasks of integration into the European framework of economic cohesion. In accordance with the modern challenges facing the regional economic systems of Ukraine, as well as in accordance with the provisions of key strategic documents, we formulate the following determinants of economic cohesion.

The importance of a developed economic base in the regional economic system is a factor in ensuring stability (resilience) under the influence of negative factors (pandemics, financial and economic crises, military aggression, etc.).
By a developed economic basis in this case, we understand not only the set of productive forces (assets and resources) accumulated in large volumes, but their combination into an interconnected system of connections that form social capital and the ability to better develop the economic system in the open world and to adaptation to changing conditions (Fig. 4).

Theoretically and practically, the better adaptability of developed regional economic systems to crisis impacts is proven by the results of research by H. Armstrong (Armstrong, H.W., 2002), as well as empirical studies of the resistance to the impact of the COVID-19 pandemic of the counties of Romania, which indicate that developed and connected more due to the close and numerous ties of economic cooperation, the territories of Romania (with greater convergence) were more stable under the influence of the pandemic than the territories with a relatively low degree of convergence.

Ensuring economic development and cohesion, following the example of the EU, should take place on the basis of adequate financial support. According to the official portal of the European Commission, Cohesion Policy is the strategy of the European Union aimed at promoting and supporting the "general harmonious development" of member states and regions, as well as the main investment policy focused on key areas that will help the EU face the challenges of the 21st century and remain competitive Worldwide.

Approximately 32.5% of the EU budget for 2014-2020 (equivalent to approximately €351.8 billion over seven years in 2014 prices) is allocated to financial instruments supporting cohesion policy. They are managed and implemented in partnership between the European Commission,
Member States and stakeholders at local and regional level.

To ensure the implementation of the specified priorities of the policy of economic cohesion of regional systems, we propose a number of measures, which include tools for tax and customs stimulation of industrial, cross-border, innovative development as a generator of added value, humanitarian security, budgetary capacity of communities and the well-being of the population, rational distribution of management powers between basic, district, regional levels of governance, stimulation of inter-municipal cooperation as a means of managing common resources and projects of territorial economic systems.

**Conclusions and perspectives of further research.** Tools for attracting investments, creating jobs, strategizing spatial and sectoral development, and equalizing budgetary capacity have a special role and significance for modern cohesion policy.

According to the results of surveys and studies of the Ministry of Development of Communities and Territories of Ukraine, the policy of cohesion is extremely necessary and is supported by the vast majority of the country’s population, as is the further reform of decentralization. Despite conflicting feedback on the effectiveness of the decentralization reform in administrative, financial and budgetary aspects, the respondents are almost unanimous in answering questions about the skills of social cohesion, which have been significantly improved by this reform. The experience of cooperation and cooperation in solving common issues in communities significantly increased the degree of identity, responsibility and cohesion of the population of communities, which became an extremely positive factor for strengthening the country’s defense capabilities during the war started by the Russian federation.

But further progressive development on the path of building a system of national economic cohesion must be accompanied by the activation of investment processes in the recovery and development of the economy of regions and communities, processes of balanced spatial and sectoral development. Combining the processes of investment support for the development of regions and communities with the policy of spatial balancing and positive convergence is seen as a rational way of improving the mechanism of equalizing the capacity of territorial communities. The mechanism of horizontal equalization of the financial and budgetary capacity of territorial communities exists in all EU countries and in Ukraine. But the domestic approach to equalization in the form of withdrawing financial resources from the most developed communities creates a negative practice of destroying incentives for economic growth and development.

On the other hand, the constant provision of subsidies to backward territorial communities generates paternalistic attitudes and also destroys incentives for development (“why try, if the budget deficit will be closed with subsidies anyway?”). The problem of budgetary paternalism also exists in the EU countries, and various regulatory measures are used to solve it (target subsidies, ratings, involvement in investment projects). But the reserve of financial and budgetary strength in the EU is much greater than in Ukraine, and many issues are solved with the help of subsidies, grant instruments, and equalization funds.

Until now, there is a system of reverse and direct subsidies in Ukraine, which provides for the withdrawal from developed communities of 50% of the amount of the excess of their own budget revenues over the average level of revenues of the budgets of communities in the region.

Wealthy communities lose and simply give to weak communities significant resources to cover current budgetary expenses. So, according to official data, the Odesa city community of the Odesa region has already given UAH 372.43 million in the form of reverse subsidies in 2021. Vzyr community of Odesa district - UAH 66.32 million, Black Sea city community - UAH 48.7 million. At the same time, Starokozatska, Mologivska, Rozdilianska, Dalnytska, and Velikodolinska communities, which are relatively close to the listed donor communities, received basic grants without any investment obligations in the amount of more than UAH 20 million, each.

In this case, we consider it a valid proposal to carry out the process of equalizing the capacity of communities without reverse subsidies by introducing a system of agreements on cooperation between economically developed and backward communities. Such contracts should provide for the joint implementation of investment projects based on the division of labor.

The amount of excess budget funds in developed communities over the average value of this indicator for the region must necessarily be directed to ensuring the implementation of economic cooperation agreements and involving undeveloped communities in order to implement joint projects by them and overcome divergences and economic backwardness. The incentive for concluding such agreements will be the fact that
the old order of withdrawal of reverse subsidies will apply to those amounts that exceed the average indicators of budget revenues in the region, which were not used for the implementation of economic cooperation agreements. For the formal institutionalization and implementation of such a proposal, it is necessary to adopt amendments to the Budget Code of Ukraine in terms of changing the order of distribution of local budget funds.

An additional measure to stimulate the increase of the capacity of territorial communities and to stimulate their cooperation can be the application of a special procedure for the allocation of funds of State Fund for Regional Development (SFRD) for the purposes of investment development of communities. According to the Ministry of Development of Communities and Territories, the amount of state financial support for the development of communities and the development of their infrastructure in 2021 amounts to more than UAH 80 billion, of which UAH 4.5 billion are resources of the state regional development fund. However, there are no priorities and special conditions in the mechanisms for the allocation of SFRD funds, which would take into account the degree of capacity of communities, and there are no clearly established rules for co-financing participation in the implementation of investment projects.

In order to stimulate cooperation and increase the capacity of communities institutionally (in the rules for the allocation of SFRD funds), it is necessary to establish the procedure for the allocation of the funds to cover the costs of implementing investment projects with differentiated shares of co-financing: 90% of the project cost will be covered from the fund for the implementation of "mixed" cooperation contracts, i.e. developed and weak communities (in format 1-2 developed communities and adjacent weak communities), as well as for subsidized communities; 50% of co-financing is for communities with zero equalization, 30% of co-financing is for capable communities that will implement the project without cooperation with less developed neighboring communities.

The subject of further research on the topic of scientific substantiation and implementation of the cohesion policy in Ukraine will be the determination of methodological principles for assessing the degree of cohesion of the development of regional economic systems, which will allow, on the basis of empirical evidence and proven hypotheses, to develop mechanisms and tools for the implementation of the outlined strategic vectors of the cohesion policy realization in Ukraine.

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