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PUBLIC ADMINISTRATION AND ECONOMIC GOVERNANCE TOOLS IN SHAPING SUSTAINABLE DEVELOPMENT STRATEGIES FOR UNDER-URBANIZED TERRITORIES

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ІНСТРУМЕНТИ ПУБЛІЧНОГО АДМІНІСТРУВАННЯ ТА ЕКОНОМІЧНОГО ВРЯДУВАННЯ У ФОРМУВАННІ СТРАТЕГІЙ СТАЛОГО РОЗВИТКУ СЛАБОУРБАНІЗОВАНИХ ТЕРИТОРІЙ

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The article conducts a comprehensive theoretical and applied study of the mechanisms for transforming under-urbanized territories (hereinafter UUT) under the conditions of contemporary challenges caused by agglomeration processes, digitalization, and the consequences of martial law in Ukraine. The shift in paradigm from traditional reactive management to a proactive model of resilient economic governance is substantiated; this model is considered a fundamental determinant of the vitality of communities. The concept of UUT is introduced into scientific circulation and detailed as hybrid spatial-functional systems that are losing the classical features of the “city–village” dichotomy due to the diffusion of urban standards into rural areas. Particular attention is paid to the analysis of the experience of the Feodosiivska territorial community as a representative example of successful institutional convergence. It is proven that for newly created communities, the “zero point” of the start becomes a catalyst for innovative development, allowing them to avoid the inertia of outdated managerial verticals. Statistical data from budget monitoring for 2021–2025 demonstrate a rapid increase in the fiscal capacity of the community, indicating the effectiveness of the selected toolkit.

The role of stakeholder participation as a fundamental tool for ensuring the strategic adaptability of the territorial community is substantiated. On the basis of sociological verification of the opinions of residents and the business environment, the Matrix of Strategic Adaptability of Public Governance of the Feodosiivska territorial community was formed. It is determined that in the conditions of post-war transformation of UUT, the

key vector of development becomes the synergy of security resilience — through the construction of dual-purpose facilities — and systemic “green” modernization of the community’s energy basis. The generalization of the results made it possible to substantiate an integral model of sustainable development, where the levers are energy-efficient governance, digitalization as an “institutional elevator,” and facilitation of the business environment through investment passports.

At the same time, despite the prognostic effectiveness of the model, its implementation faces systemic challenges. The threat of “diffusion assimilation” of the UUT identity by the metropolis has been identified, which threatens the transformation of communities into “dormitory districts.” The risks of fiscal concentration and the shortage of highly qualified specialists are outlined. It is proven that the systemic verification of these risks will allow public authorities to transition to scenario modeling of development, minimizing exogenous threats through tools of preventive governance. The formed system of tools creates a stable contour of municipal vitality capable of guaranteeing a high quality of life and investment attractiveness of UUT in the long-term perspective.

Keywords: *under-urbanized territories, public administration, economic governance, sustainable development, strategic adaptability, resilience, digital inclusion, stakeholder participation, territorial community.*

Problem statement. In the conditions of contemporary globalization transformations and the realities of war, as well as the intensification of interregional competition for human and investment capital, the functioning of under-urbanized territories requires a transition to a strategically oriented paradigm of public administration and economic governance. Today, under the influence of unprecedented challenges and threats, traditional approaches to managing territorial development have exhausted their resource, which actualizes the search for the latest tools for forming sustainable development strategies. For under-urbanized territories, this is a key factor of survival and further recovery, since precisely such an approach ensures an effective and prompt response to destructive changes in the economic and social spaces and the provision of the vitality of territories in the long-term perspective.

Understanding and implementing innovative tools of public administration become the foundation for ensuring the vitality of territories with a low level of urbanization. Therefore, the study of this topic opens wide prospects for the development of practical managerial algorithms aimed at optimizing resource provision and achieving the strategic goals of sustainable development under the conditions of martial law and the post-war recovery of the state.

Analysis of recent studies and publications.

Issues of theoretical and methodological substantiation of public management in the context of strategies and mechanisms for implementing the concept of sustainable development have received attention in the works of a wide range of foreign and domestic scholars. Among foreign researchers, particular attention should be paid to the studies of G. Clark, K. Sneddon, B. Hughes, and K. Scheele [30, 33], whose contributions allow identifying global trends in the transformation of state systems. The adaptation of these concepts to the specifics of the national economy, particularly in the agrarian and rural sectors, is thoroughly covered in the scientific schools led by Yu. Lupenko and M. Malik, as well as in the works of L. Korniyuchuk, Yu. Pastukh, and V. Trofimova [17, 18].

The theoretical basis for researching the sustainable development of territories requires primary clarification of the essence of the category “development,” which quite often appears in studies; however, due to its multifaceted and polyaspect nature, it remains the subject of discussions in the scientific literature. The generalization of the views of domestic scholars, in particular E. Shubravska and Yu. Pohorielov,

allows interpreting development as a dynamic process of the system’s transition to a qualitatively new state, accompanied by the structural complication of the object and the improvement of its characteristics [23, 39]. Complementing this idea, O. Haponenko and A. Pankrukhin emphasize the progressive nature of such changes, identifying development with evolution, internal growth, and the formation of new properties of the object under the influence of endogenous and exogenous factors [4]. The modern scientific paradigm presented in the works of H. McCann and S. McCloskey testifies to the content of “development” going beyond purely economic growth or material progress [40].

Issues of strategic management and reform of the public authority system at the regional and local levels under the conditions of decentralization have become the object of research by O. Fedosieiev, M. Shkilniak, A. Movchaniuk, O. Svitovyi, I. Zablodska, L. Khrystencko, and others [26, 27, 28, 29, 38]. At the same time, the peculiarities of the functioning of under-urbanized territories and the specifics of logistical and managerial processes in such territories have been studied in the works of N. Hlynskyi, O. Hirna, and O. Kobylukh [7, 8, 9]. Thus, in the context of public management, development should be considered as a purposeful long-term process of positive shifts, where the key criterion of success becomes the quality of life of the community. This presupposes not only the growth of economic indicators but also the expansion of access to cultural benefits, the strengthening of public security, the modernization of infrastructure, and the preservation of the ecosystem of a specific territory. In this way, the category of development acquires a comprehensive socio-economic dimension, which is critically important for the formation of recovery strategies for under-urbanized territories [7, 8].

Despite the indisputable scientific contribution of the mentioned authors, it is worth noting that most existing works focus on the national or purely agrarian aspects of development. At the same time, the issues of transforming the tools of public administration and economic governance specifically for under-urbanized territories remain insufficiently covered. The full-scale war and processes of global instability pose new challenges to public authorities, requiring a review of traditional approaches to the formation of sustainable development strategies. The search for effective, adaptive mechanisms for managing such specific territories under the conditions of martial law and post-war recovery requires further in-depth scientific research.

The purpose of the article is the theoretical substantiation and practical approbation of the toolkit of public administration and economic governance aimed at forming strategies for the sustainable development of under-urbanized territories under the conditions of martial law and post-war transformation. The work aims to reveal the mechanisms of transition from reactive management to a proactive model of resilient governance, which is based on digital inclusion, stakeholder participation, and the capitalization of the endogenous potential of communities.

Presentation of the main research material.

In contemporary conditions of the activation and expansion of the scale of urbanization processes both in the world in general and in Ukraine in particular, there is a shift in emphases in the perception of under-urbanized territories — both in the practical plane of public management and in the scientific-research discourse. This conceptual transformation is reflected in the real processes of convergence of urban and rural spaces. Over the last thirty years, differences in the social, demographic, and economic spheres between rural territorial communities have been deepening more and more. Especially in recent years, those of them located near large cities are increasingly trying to be as similar as possible to urban space, which leads to the erasure of differences between the city and some villages. The disappearing differences also affect the decrease in the significance of the division of settlements into rural and urban territories. As a result of many changes occurring in rural areas, 60 highly developed rural areas near cities are being created, which often constitute the center of larger rural territories [25].

In the modern architecture of public management, the territorial community acts as the basic institutional subject determined by responsibility for ensuring life activities, stimulating development, and systemic modernization of local territories. Local self-government bodies operate with a wide toolkit of influence, the potential of which is capable of radically transforming the socio-economic landscape, forming new incentives for residents and investors.

The effectiveness of such transformation is ensured through the development of comprehensive spatial planning documents and development strategies. These tools allow under-urbanized territories not only to follow the vector of sustainable growth but also to carry out a phased transit from an agricultural to an urbanized type of settlement.

The qualitative conversion of rural space covers the convergence of economic, social, and environmental dimensions. Taking into account the high level of inertia of social processes, such transformations have a prolonged character. The processes of structural-functional reconfiguration presuppose:

- deep modernization of engineering-transport infrastructure;
- adaptation of innovative models of territorial space organization;
- strategic restructuring of local economic systems.

Contemporary world practice increasingly demonstrates the phenomenon of diffusion of urban and rural spaces. This leads to the emergence of hybrid territorial formations of a new quality, which, due to their multifunctionality, do not lend themselves to linear classification within the traditional “city–village” dichotomy.

Contemporary world practice increasingly demonstrates the phenomenon of diffusion of urban and rural spaces. This leads to the emergence of hybrid territorial formations of a new quality, which, due to their multifunctionality, do not lend themselves to linear classification within the traditional “city–village” dichotomy. It is precisely this type of transformation that is characteristic of territories located in the zone of intensive influence of agglomeration centers, yet preserving their landscape and economic authenticity. Such formations are introduced into scientific circulation as “under-urbanized territories” (hereinafter UUT), which require specific approaches to public management.

On the basis of the analysis of contemporary concepts of spatial development, scholars understand under-urbanized territories as administrative-territorial formations of the basic level with a predominant share of rural population and economic specialization in which the agro-industrial sector constitutes a significant part of the local economic base, united by common economic and social interests of development [7, 8].

Within the framework of this study, by an under-urbanized territory (hereinafter — UUT) we understand a spatial-functional system of an administrative-territorial formation of the basic level with low settlement density and a predominant share of rural population, the economic basis of which is grounded in the agro-industrial sector and specific economic specialization. Under the conditions of martial law and post-war recovery, the essence of UUT in the plane of public administration transforms into a model of resilient

economic governance. It is based on the capitalization of endogenous potential, digital inclusion, and the ability of authorities to promptly convert exogenous challenges (business relocation, internal migration of capital, and changes in the security situation) into strategic assets for ensuring the vitality and sustainable socio-economic progress of the community.

Generalizing the above, it should be stated that the implementation of the classical category of “management” into the processes of life support of such territories is fundamental, yet no longer an exhaustive condition for their effective functioning. In the modern paradigm of public administration, it is precisely the quality of local governance that acts as the main determinant of the transformation of the territorial community as a complex self-organizing system, providing institutional prerequisites for its strategic deployment.

At the same time, the concept of “development” in scientific discourse is characterized by multilevel nature (from national to municipal) and multivectorality, covering social, demographic, cultural, and environmental spheres.

Sharing the scientific position of N. Hlynskyi [8], we consider it appropriate to assert that the definition of local development should be based on a multi-aspect structure of meaningful components, supplemented by us in Table 1.

Agreeing with the author [8], we emphasize that an immanent characteristic of local development is competitiveness. Within the paradigm of public management, this is interpreted as the active activity of the territorial socio-

economic system under the conditions of permanent competition for limited development resources.

We propose expanding the classical list of characteristics of local development (according to N. Hlynskyi [8]) through the implementation of such categories as resilience and digitalization. This is due to the need to adapt the toolkit of public administration to the conditions of high uncertainty and military challenges, which is critical for under-urbanized territories.

It is worth noting that the strategic goals determined at the meso- and macro-levels (regional and national) are oriented toward achieving territorial convergence and homogeneity of development in environmental, social, and economic dimensions. However, solidarizing with the approach of N. Hlynskyi [8], we emphasize: administrative units of the basic level (communities), which are the direct subjects of the implementation of managerial decisions, act within the framework of rational egoism. Using the available endogenous potential and adapting to exogenous factors, they strive to maximize their own local benefits to achieve strategic priorities.

Thus, local development is realized through a complex interaction of a set of socio-economic systems. Each of them, as the researcher [8] rightly notes, competes for mobile resources: investment flows, human capital, and tourist attractiveness.

At the same time, despite the complexity of this concept, within the framework of our study, the local level of implementation of strategic goals acquires critical significance.

Table 1

Conceptual characteristics of the sustainable development of UUT as an object of public administration and economic governance

Characteristic	Content filling (Improved)	Substantiation for UUT
Resilience	The ability of the territorial system to maintain functionality and recover after exogenous shocks (crises, military actions)	Critical for communities under the conditions of martial law and post-war recovery
Digitalization	The use of ICT tools to overcome geographical remoteness and increase the transparency of governance	Allows UUT to compete with cities through electronic services and remote workplaces
Adaptability	Flexibility of managerial algorithms in response to rapid changes in the external environment	Transition from rigid planning to scenario modeling
Inclusiveness	Ensuring equal access to development resources for all population strata, in particular internally displaced persons and vulnerable groups	Important for the social cohesion of communities
Environmental imperative	Priority of preserving natural capital as the basis for long-term sustainable development	UUT often have a unique natural resource that is their competitive advantage

Such a research position is conditioned by the object-subject area of the study, where a special emphasis is shifted to the economic functional component. This is explained by the fact that for under-urbanized territories, it is precisely economic governance — through mechanisms of attracting investments, stimulating endogenous potential, and optimizing resource provision — that becomes the basis on which the overall vitality is built and the parameters of sustainable development are achieved in the long-term perspective.

Thus, the transition from reactive administration to proactive economic governance allows not only to neutralize the destructive influences of the external environment but also to form an effective toolkit for the implementation of the community's strategic priorities. Also, an important toolkit in the system of economic governance of UUT should be the implementation of energy service contracts (ESCO). For budgetary institutions of the community (schools, kindergartens, administrative buildings), this mechanism allows carrying out deep thermal modernization without direct capital expenditures from the local budget, since the payment for the services of the energy service company is carried out exclusively at the expense of the achieved savings of energy resources. This releases financial resources for other strategic projects, simultaneously increasing the energy resilience of the territory.

At the same time, the practical implementation of such a model in UUT faces a high level of determination of the object of management. The development of rural communities is influenced by a complex set of exogenous and endogenous factors, which often have a divergent character, which determines the non-linearity of the trajectory of their progress.

As a result, UUT appear as a complex object of research, which is additionally burdened by the evolution of the traditional functions of rural settlements, which form the spatial and demographic basis of these communities. Moreover, the modern development of rural territories is determined not only by the transformation of their direct economic functions but also by a number of factors of an extra-functional nature. Among such determinants that exist beyond the boundaries of the classical agrarian paradigm, the following should be included:

spatial rent caused by proximity to large urban centers and integration into agglomeration processes;

digital inclusion, which neutralizes barriers of physical remoteness of workplaces and stimulates the development of the creative and service sectors; security situation, which under the conditions of martial law radically reshapes the demographic landscape through intensive migration flows and capital relocation.

Therefore, the tools of economic governance must be directed toward the capitalization of these factors, transforming them from external challenges into strategic advantages of the under-urbanized community.

In this context, the strategic adaptability of public authority consists in the ability to synergize the mentioned determinants. This presupposes a transition from linear support of individual sectors to the formation of a multivectoral governance ecosystem, where the economic self-sufficiency of the community is achieved through the flexible combination of natural-resource potential with new opportunities of the digital and service economy. Such an approach allows ensuring the financial resilience of UUT and creating prerequisites for their sustainable competitiveness in the long-term perspective.

Under such circumstances, the modern self-determination of communities in a competitive environment actually begins from the “zero point.” This requires the formation of an integrated profile of the territory, which is not a mechanical sum of the characteristics of individual settlements, but acts as the result of synergy and strategic economic governance.

For the approbation of the considered theoretical-methodological approaches to improving the public management of under-urbanized territories, the Feodosiivska territorial community (Obukhiv district, Kyiv region) was selected.

The expediency of choosing this object is conditioned by the following scientific-practical factors:

first, the specifics of the administrative genesis and institutional convergence, since the creation of the community in June 2020 occurred through the consolidation of six rural councils that historically belonged to different administrative units (Vasytkiv and Kyiv-Sviatoshyn districts). Such a reconfiguration causes an acute managerial challenge regarding overcoming institutional fragmentation and requires the development of a holistic strategic discourse for the formation of a single socio-economic space of the newly created territorial community;

second, the spatial-demographic determination; according to the official website of the community [37], the parameters of the community (area — 115.15 km², population — over 13 thousand persons) allow classifying it as a typical under-urbanized zone with a high level of latent transformational potential. In our opinion, precisely this object is an ideal testing ground for researching the mechanisms of transition from traditional agriculture to a multifunctional model of community development;

third, the exogenous influence of the capital metropolis and the advantageous location of the administrative center (the village of Khodosivka) determine fierce competition for human and investment capital. This actualizes the imperative of abandoning reactive management in favor of a strategically oriented paradigm of public administration capable of ensuring stable competitive advantages of the community under the conditions of a dynamic external environment.

A separate relevant factor in choosing this object is the active phase of updating the strategic contour of the development of the Feodosiivska community. During 2025–2026, the community administration initiated the development of the Development Strategy, which is conditioned by the need to adapt local policy to the challenges of martial law and the tasks of post-war recovery.

The Feodosiivska territorial community acts as a representative example of the successful transformation of UUT into a full-fledged subject of economic relations. The absence of rigid administrative inertia allowed the community, from the moment of consolidation of the resources of six rural councils, to orient itself toward a model of service governance, where the priority is not the maintenance of the apparatus, but the capitalization of territorial advantages.

In this context, the Feodosiivska territorial community demonstrates a transition from the status of a “set of rural settlements” to the format of an integrated investment platform. The key factor of such a metamorphosis was the ability of local self-government to convert the geographical proximity to the capital metropolis into a stable spatial rent. This is confirmed by the concentration of large retail and service facilities in the village of Khodosivka, which has actually formed the financial locomotive for the entire community.

However, the strategic adaptability of the Feodosiivska territorial community manifests itself not only in fiscal indicators but also in the implementation of tools of participatory management. The conduct, during the period from October 23, 2025, to December 1, 2025, by the

Executive Committee of the Feodosiivska rural council, in consultation with the authors of the article, of a survey of community residents (737 residents took part) with the aim of obtaining up-to-date data on existing problems and the needs of residents testifies to the conscious rejection of directive planning in favor of inclusive governance. Based on the results of the conducted survey, a list of the main current problem issues was formed, where the percentage of those dissatisfied with their current state amounted to more than 40%. The results of the comprehensive survey of residents and representatives of the business community of the Feodosiivska community allow formulating a holistic concept of its strategic development.

Thus, the experience of the Feodosiivska community confirms that for UUT the “zero point” of the start became a catalyst for innovative development. The synergy of endogenous potential (agro-sector, natural resources) and exogenous opportunities (digitalization, migration flows of capital) allowed forming a unique profile of the territory, where economic governance acts not as a method of control, but as a tool for ensuring vitality and sustainable progress under the conditions of high uncertainty of the external environment.

The presence of a dynamic process of updating strategic documentation, in contrast to the static and often formal plans of previous years, opens a unique opportunity to study the mechanisms of prompt response of public authorities to the volatility of the external environment. This allows assessing the effectiveness of economic governance tools in real time, recording the transition from declarative planning to flexible change management.

The effectiveness of overcoming the recessionary state and bringing under-urbanized territories onto the trajectory of sustainable development is determined not only by the quantitative volume of available resources but primarily by the quality of economic governance. Under the conditions of the “zero point” — the absence of inert managerial hierarchies — it is precisely digitalization and participation that become the levers that allow maximizing the use of geo-economic rent and ensuring the financial resilience of the community.

The theoretical model of adaptive governance and inclusive involvement of stakeholders substantiated above finds its direct reflection in the financial-economic results of the territory’s life activities. The viability of the participatory management model is confirmed by the stable positive dynamics of key budget indicators, which are integrally presented in Table 2.

Table 2

Monitoring of the effectiveness of economic governance of the Feodosiivska rural territorial community: dynamics of key indicators

Categories of economic governance indicators	Years					Deviation	
	2021	2022	2023	2024	2025	Absolute deviation (+/-)	Growth rate, %
1. Fiscal capacity							
Own budget revenues (without transfers), thousand UAH	125 399,1	110 776,9	206 696,4	316 627,0	342 706,9	+217 307,8	273,3%
Personal income tax, thousand UAH	40 584,5	44 695,6	73 629,9	96 311,1	120 702,3	+80 117,8	297,4%
Single tax, thousand UAH	23 793,9	22 539,0	28 142,8	48 016,9	58 808,2	+35 014,3	247,2%
Real estate tax, thousand UAH	12 086,7	9 830,4	18 631,2	30 634,9	35 966,8	+23 880,1	297,6%
2. Specific efficiency and resilience							
Revenues per 1 person (without transfers), UAH	8 094,90	7 192,19	11 924,72	16 834,80	21 233,86	+13 138,96	262,3%
Capital expenditures per 1 person, UAH	2 363,52	452,47	2 850,55	5 335,41	6 966,87	+4 603,35	294,8%
Level of budget subsidy dependence, %	4,28	0,00	10,16	6,06	3,34	-0,94	78,0%
3. Optimization and development							
Share of expenditures on management, %	24,45	29,83	21,72	18,53	21,59	-2,86	88,3%
Expenditures on housing and communal services and improvement, thousand UAH	11 118,6	16 032,4	30 427,3	27 541,6	105 737,6	+94 619,0	951,0%

The analysis of the dynamics of budget indicators of the Feodosiivska territorial community for the period 2021–2025 allows stating the high effectiveness of the chosen strategy of adaptive economic governance implemented under the conditions of extreme volatility of the external environment. Despite the destructive impact of full-scale aggression, the community demonstrated a rapid nominal growth in own revenues (growth rate — 273.3%). It should be noted that such an indicator is the result of the cumulative influence of both internal managerial decisions and specific exogenous factors of wartime.

First, the effect of capital relocation and internal migration played a decisive role: due to relative security and proximity to the metropolis, the UUT became a recipient of new residents with high purchasing power and business activity that moved from the epicenters of hostilities. This caused an almost threefold increase in personal income tax and single tax revenues. Second, changes in tax legislation influenced the dynamics, in particular the accumulation of “military” personal income tax

in 2022–2023, as well as general inflationary processes that caused nominal growth in the tax base.

A positive indicator of institutional maturity under these conditions was not just the mechanical accumulation of resources but the ability of the community’s management to convert temporary financial benefits into sustainable self-sufficiency. The reduction of the level of budget subsidy dependence to 3.34% against the background of growth in revenues per person (from 8094.9 to 21233.86 UAH) confirms the successful transition from a recessionary state to financial autonomy.

The transformation of expenditure policy as a tool for countering external threats deserves special attention: a tenfold increase in allocations for housing and communal services and improvement, as well as a threefold growth in capital expenditures per person, testify to the priority of investments in critical infrastructure and security resilience. Thus, the empirical data confirm that the implementation of tools of digital and participatory governance allowed the Feodosiivska community to neutralize

the risks of the “zero point” and form a stable model of municipal vitality. The synergy of the mentioned mechanisms ensured the community’s transition from passive adaptation to the role of an active subject of economic governance capable of maintaining investment attractiveness even under the conditions of long-term external challenges.

The results of the verification of the budget filling structure confirm the hypothesis about the formation within the village of Khodosivka and adjacent territories of a powerful financial core of the community, which acts as a key determinant of its economic stability. The mechanism for realizing this potential is based on the effective monetization of the advantageous economic-geographical position along main transport arteries, which allowed forming a cluster with a high concentration of systemic retail and service facilities. The stable representation in the ratings of the largest taxpayers of such transnational and national operators as the “Manufaktura” shopping center, “Silpo-Fud,” “ATB-Market,” “Fora,” and PJSC “McDonald’s Ukraine” testifies to the successful implementation of the strategy of attracting network capital.

This, in turn, generates a stable cumulative effect in the form of a stable flow of excise tax and personal income tax, transforming spatial advantages into a stable “geo-economic rent.” Such a toolkit of governance ensures the financial self-sufficiency of the community, creating the necessary resource surplus for further infrastructural modernization and the implementation of socially significant projects within the entire united space. Thus, the concentration of economic activity in one node becomes a driver of development diffusion for the entire under-urbanized territory, confirming the effectiveness of the chosen model of institutional convergence.

Parallel to the capitalization of spatial advantages, the architecture of the local economy of the Feodosiivska community demonstrates a high level of adaptability through the formation of a unique balance between the traditional agrarian sector and the innovative service economy. The structural diversification of the ecosystem, where alongside powerful subjects of agricultural production (the branch “Antonov-Agro,” assets of Yurii Kosiuk) high-tech services, logistical hubs, and representatives of creative industries (in particular, LLC “Typography ‘Parus’” and the sector of professional legal services) are dynamically developing, acts as a fundamental factor in ensuring the financial resilience of the

budget. Such multivectorality of economic activity neutralizes sectoral risks and creates conditions for the high viability of the community under the conditions of macroeconomic volatility, which is confirmed by the dynamics of the renewal of the business environment: over 58% of operating business entities began their activity after 2020.

In this context, the processes of institutional convergence caused by the unification of the resources of six rural councils allowed transforming the territory into an integral investment platform with a centralized management system based on feedback. The effect of asset consolidation is clearly traced through the functioning of a single Administrative Services Center (the level of satisfaction with which reaches 70.2%) and specialized communal enterprises, which allowed accumulating a critical mass of financial capital for the implementation of large-scale infrastructural projects, in particular the modernization of the road network, which was identified as a priority request for 65.4% of respondents.

The logical completion of the formation of a modern model of economic governance is the transition to inclusive strategy development through the expansion of the participatory toolkit. Large-scale sociological verifications that covered over 737 residents and representatives of the business community testify to the transformation of public authority from formal reporting to subject-subject interaction. The use of survey results as a basis for making managerial decisions allows promptly responding to current challenges — from the arrangement of protective structures and the creation of mental health centers to the implementation of innovative systems of environmental safety and waste processing.

At the same time, the conversion of identified public needs into the plane of practical implementation requires a clear structuring of managerial steps according to key domains of development. Such systematization allows not only to identify problem zones but also to determine a specific toolkit of public governance adapted to crisis conditions. The synergy of territorial marketing, sectoral diversification, and participation finds its conceptual reflection in the developed Matrix of Strategic Adaptability of Public Governance under the conditions of war and post-war transformation of the Feodosiivska territorial community (Table 3), which forms a stable contour of the community’s sustainable progress under the conditions of war and post-war transformation.

Table 3

Matrix of strategic adaptability of public governance under the conditions of war and post-war transformation of the territorial community

Domain of development	Key stakeholder request (% dissatisfied / % requests)	Tools and plans of public management
Infrastructural	Modernization of the road network and transport accessibility (65.4% of respondents).	Development of a targeted program of capital construction; launch of municipal routes; attraction of investments in logistical hubs.
Socio-medical	Creation of mental health and veteran rehabilitation centers.	Design of a communal rehabilitation-profile institution; attraction of grants for the training of specialists in psychosocial support.
Economic	Stimulation of small and medium-sized businesses and expansion of production (request from 37.8% of business).	Formation of investment passports; development of logistical hubs through public-private partnership mechanisms; stimulation of agro-processing, preferential taxation for innovative startups; development of ecotourism.
Institutional	Increasing transparency and quality of communication (56% of requests).	Digitalization of managerial processes (e-governance); introduction of participatory budgeting mechanisms; regular public reports of executive bodies.
Environmental/Energy	Waste sorting and elimination of illegal discharges (59.2%).	Implementation of ESCO contracts for thermal modernization of the budgetary sphere; construction of treatment facilities on the basis of public-private partnership.

The analysis of the presented Matrix of Strategic Adaptability of the Feodosiivska community allows stating a radical change in the paradigm of public governance from a model of passive maintenance of territories to proactive service-oriented development. The high level of dissatisfaction with the state of the road network (65.4% of respondents) and the request for transport accessibility testify that residents of UUT consider quality infrastructure as a basic condition for integration into agglomeration processes, which prompts the authorities to develop capital investment programs and launch municipal routes. The expansion of the practice of public-private partnership (PPP) beyond the environmental sphere (treatment facilities) to the logistical sector will allow UUT to more effectively capitalize on their spatial rent. The creation of multimodal logistical hubs on the basis of PPP ensures the synergy of private capital and municipal assets, which transforms the transit potential of the community into a sustainable tool for generating local revenues and creating new jobs.

Particularly significant under the conditions of war is the socio-medical domain, where strategic adaptability manifests itself through the design of rehabilitation centers and the attraction of grants for psychosocial support, which demonstrates the community’s ability to promptly respond to exogenous security challenges.

Parallel to this, the institutional transformation of the community is confirmed by the request of 56% of respondents for the transparency of communication, which is implemented through e-governance tools and participatory budgeting, de facto consolidating the transition to participatory management. The economic sector, where 37.8% of business representatives expect the stimulation of small and medium-sized businesses, is adapting through the formation of investment passports and the diversification of economic activity in the spheres of agro-processing and ecotourism. Finally, the critical level of concern about the state of environmental safety (59.2%) forces public authorities to implement innovative mechanisms of public-private partnership for the construction of treatment facilities and eco-monitoring systems. Thus, the matrix proves that the synergy between the identified needs of stakeholders and adaptive management tools forms a stable contour of the community’s vitality, transforming social challenges into clear vectors of strategic development under the conditions of post-war transformation.

The generalization of the results of the analysis of the Plan of Measures for the Implementation of the Strategy of the Feodosiivska community until 2027 allows crystallizing an integral model of sustainable development of UUT, the foundation of which is the transition from reactive management to proactive economic governance. The key toolkit of

such a model is the combination of the principles of preventiveness, digital inclusion, and resource self-sufficiency.

The primary tool of strategic development is the “green” transformation of the energy basis. The scaling of alternative energy projects and the modernization of environmental infrastructure are considered not only as a means of ensuring the autonomy of the social sphere but also as a mechanism for preserving natural capital under the conditions of anthropogenic pressure. Parallel to this, the toolkit of security resilience, integrated into civilian construction through dual-purpose facilities, forms the institutional foundation of social stability, guaranteeing the continuity of public processes regardless of exogenous challenges.

An important lever of the spatial integration of the community becomes the synergy of comprehensive territorial planning and tools of digital governance. The implementation of municipal geoportals and the expansion of e-services of the Administrative Services Center perform the role of an “institutional elevator,” which de facto neutralizes the qualitative gap between urban and rural spaces. At the same time, the economic toolkit shifts from directive methods to the facilitation of the business environment: the use of investment passports and the development of multimodal logistics allow effectively capitalizing on proximity to the metropolis while preserving the identity of UUT through support for the agro-processing sector.

The final vector of the model is the use of participatory tools for the formation of an inclusive social space. The creation of multifunctional educational-administrative hubs and veteran centers allows converting human capital into internal social cohesion. Thus, the proposed system of public administration tools, based on the diversification of energy resources, digitalization, and subject-subject interaction, creates a stable contour of territorial vitality capable of ensuring a high quality of life and investment attractiveness of UUT in the long-term perspective.

At the same time, despite the prognostic effectiveness of the proposed model, its practical implementation objectively faces a number of systemic challenges and limitations, especially under the contemporary extremely complex conditions of the functioning of territorial communities. The critical analysis of potential threats allows asserting that the sustainable development of the community requires not only the implementation of innovative tools but also the

development of mechanisms for neutralizing specific territorial risks.

First, there is the threat of “diffusion assimilation” of the community’s identity by the metropolis. Excessive integration into agglomeration processes in the absence of strict spatial zoning may lead to the transformation of UUT into a typical “dormitory district” of the capital. This threatens the loss of landscape authenticity and the decline of traditional economic practices, which are a basic characteristic of under-urbanized territories.

Second, the risk of fiscal concentration and dependence on large taxpayers has been identified. Currently, the economic stability of the community is largely determined by the activity of systemic retail and service facilities in the village of Khodosivka. Any change in logistical routes or market conditions for these entities may create a significant cash gap in the budget, which actualizes the need for further sectoral diversification of the economy.

Third, a critical limitation is the shortage of highly qualified specialists. The transition to a model of adaptive governance, digitalization, and management of complex PPP projects requires specialists with competencies in the fields of project management, energy auditing, and strategic analysis. The absence of effective mechanisms for retaining talented youth and competition for human capital with the metropolis may slow down the pace of the community’s institutional transformation.

The systemic verification and neutralization of the mentioned risks will allow subjects of public governance to transition to scenario modeling of territorial progress, minimizing exogenous threats with the help of preventive tools.

Conclusions. The results of the conducted research allow formulating a holistic concept of the strategic development of UUT through the prism of contemporary tools of public management. It has been established that under the conditions of intensive diffusion of urban and rural spaces, UUT are transforming into hybrid systems, where the quality of local governance becomes the main determinant of successful modernization and overcoming institutional fragmentation. This transformation requires a transition from passive administration to a model of resilient economic governance, which is based on the capitalization of endogenous potential, digital inclusion, and the ability to promptly convert external challenges into strategic assets of the community.

The practical approbation of this model on the example of the Feodosiivska community confirmed

the high effectiveness of the chosen strategy: during 2021–2025, the growth rate of own revenues amounted to 273.3%, which testifies to the successful monetization of the advantageous geographical position and the formation of a favorable business climate. An important indicator of institutional maturity was the community's transition to financial self-sufficiency and the change in expenditure policy toward a service-oriented model, where a tenfold increase in allocations for improvement is combined with the systemic attraction of network capital. The synergy of the identified needs of stakeholders, revealed during large-scale sociological verifications, and adaptive management tools allowed forming a matrix of strategic adaptability, which determines the priorities of “green” energy, security resilience, and digital transformation as the basis of sustainable progress.

A promising direction for further scientific research in this context is seen in the study of mechanisms of inter-municipal cooperation of UUT with large agglomeration centers for the joint solution of environmental and logistical problems. In particular, special attention is required for the development of a toolkit of public-private partnership for the in-depth modernization of critical infrastructure and the analysis of the impact of digital inclusion on the retention of human capital through the development of creative industries in rural areas. Also, scientific interest lies in assessing the long-term effects of capital relocation on the structure of local economic systems, which will allow improving the methods of strategic planning under the conditions of post-war recovery.

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Чорна О.Ю., Христенко Л. М, Мироник Б. М. Інструменти публічного адміністрування та економічного врядування у формуванні стратегій сталого розвитку слабоурбанізованих територій.

У статті проведено комплексне теоретико-прикладне дослідження механізмів трансформації слабоурбанізованих територій (далі СУТ) в умовах сучасних викликів, зумовлених процесами агломерації, цифровізації та наслідками воєнного стану в Україні. Обґрунтовано зміну парадигми від традиційного реактивного управління до проактивної моделі результативного економічного врядування, яка розглядається як фундаментальний детермінант життєстійкості громад. У науковий обіг вводиться та деталізується поняття СУТ як гібридних просторово-функціональних систем, що втрачають класичні ознаки дихотомії «місто–село» через дифузю урбаністичних стандартів у сільську місцевість. Особливу увагу приділено аналізу досвіду Феодосіївської сільської територіальної громади як репрезентативного прикладу успішної інституційної конвергенції. Доведено, що для новостворених громад «нульова точка» старту стає каталізатором інноваційного розвитку, дозволяючи уникнути інертності застарілих управлінських вертикалей. Статистичні дані бюджетного моніторингу за 2021–2025 рр. досліджуваної територіальної громади демонструють стрімке зростання її фінансової спроможності, що свідчить про результативність обраного інструментарію.

Обґрунтовано роль партисипації стейкхолдерів як фундаментального інструменту забезпечення стратегічної адаптивності територіальної громади. На основі соціологічного верифікування

думок мешканців та бізнес-середовища сформовано Матрицю стратегічної адаптивності публічного врядування Феодосіївської сільської територіальної громади. Визначено, що в умовах повоєнної трансформації СУТ ключовим вектором розвитку стає синергія безпекової результативності — через розбудову об'єктів подвійного призначення — та системної «зеленої» модернізації енергетичного базису громади. Узагальнення результатів дозволило обґрунтувати цілісну модель сталого розвитку, де важелями виступають енергоефективне врядування, цифровізація як «інституційний ліфт» та фасилітація бізнес-середовища через інвестиційні паспорти.

Водночас, попри прогностичну ефективність моделі, її імплементація стикається із системними викликами. Виявлено загрозу «дифузійної асиміляції» ідентичності СУТ мегаполісом, що загрожує перетворенням громад на «спальні райони». Окреслено ризики фінансової концентрації та кадрового дефіциту фахівців. Доведено, що системна верифікація цих ризиків дозволить органам влади перейти до сценарного моделювання розвитку, мінімізуючи екзогенні загрози через інструменти економічного врядування. Сформована система інструментів створює стійкий контур муніципальної життєстійкості, здатної гарантувати високу якість життя та інвестиційну привабливість СУТ у довгостроковій перспективі.

Ключові слова: слабоурбанізовані території, публічне адміністрування, економічне врядування, сталий розвиток, стратегічна адаптивність, результативність, цифрова інклюзія, партисипація стейкхолдерів, територіальна громада

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