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"PEOPLE FIRST" PUBLIC-PRIVATE PARTNERSHIP AS AN INSTRUMENT FOR SUSTAINABLE EVELOPMENT OF RURAL AREAS

Abstract

At present, the issue of ensuring sustainable development has become a fundamental principle not only for the existence but also for the survival of the countries of the world community. This is due to: limited and uneven distribution of resources, as well as the exhaustion of some of these resources; environmental, food, social, political and other issues; uneven development of the world community and widening this gap; existence of military conflicts, etc. The Sustainable Development Goals have been adopted by the world community at the United Nations level to change the situation for the better. One of the tools of their practical implementation is the cooperation of the state and private business in the form of People First Public-Private Partnership (PFPPP). The paper analyses the peculiarities of the use of People First PPPs in achieving sustainable development goals. In particular, the concepts of sustainable development and the goals of sustainable development are described. Public-private partnership (PPP) as a tool for cooperation between the state and private business in the development of the state's infrastructure complex and a manifestation of the trends of the New Public Management is studied. The use of the mechanism of public-private partnership in implementing the Sustainable Development Goals, and tendencies in its development are substantiated. The advantages of public-private partnership as a mechanism for the development of public infrastructure and the provision of related services are analyzed. The People First PPPs as a tool for achieving the goals of sustainable development has been studied. In particular, an assessment of this model of public-private partnership is provided, and its principles, criteria and performance indicators are analyzed. The implementation of People First PPP was studied on the example of the public-private partnership project in Khulna, Bangladesh, including its effectiveness. The main challenges faced by the initiators of People First public-private partnership projects are analyzed. Conclusions are drawn on the use of People First Public-Private Partnership in the implementation of sustainable development goals.

Key words: sustainable development goals, public-private partnership, "People First", public infrastructure, rural areas.

JEL Classification: H54, R11.

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1. INTRODUCTION

Amidst global world political and economic upheavals in the face of the Covid-19 pandemic, sustainable development is becoming the norm for business operations in rural areas. Instead, in Ukraine, where agriculture is promising, there is a paradoxical situation regarding the socio-economic effects of its operation. On the one hand, it is the global competitiveness of rural economy participants, and on the other hand the rural areas facing significant obstacles in the process of their development amid lack of financial resources. This actualizes the necessity to develop new approaches to sustainable rural development, based on the use of the public-private partnership (PPP) mechanism as an effective tool for involving private sector resources in this process. It will make it possible not only to solve the financial and investment problems of regional development, but also ensure tackling the tasks of sustainable development of the territories, provided by the Sustainable Development Goals 2030.

Public-private partnership is a relationship between the state, on the one hand, and private sector entities, as well as civil society institutions, on the other. These are relations regarding the development of state infrastructure and the provision of related services, as well as settlements in this regard. They relate to issues of distribution of obligations, risks, responsibility, profit, etc. The relevance of using such cooperation is due to a number of reasons.

Firstly, given the Covid-19 pandemic and ensuing economic recession, which in its turn has reduced budget revenues, no single state is able to achieve the abovementioned Goals alone; the most common approach to solving this problem is to use private sector resources in the form of PPP.

Secondly, achieving the Goals of Sustainable Development must be a matter not only of the state represented by the government, but also of the entire population; that is why it makes sense to attract resources not only from the state budget, but also from private business.

Thirdly, important here are the benefits that society receives as a result of involving participants from the private sector in the implementation of the Sustainable Development Goals: financial resources, experience, innovations, technologies, approaches to working with customers etc.

2. MATERIAL AND METHODS

The methodological base of research is generally represented by accepted methods of scientific research. The theoretical bases are the fundamental tenets of economic theory, the theory of economic development, the institutional theory, regional economics, the theory of transaction costs, financial management, works by leading Ukrainian and foreign scholars on public-private partnership, financial management issues, and so on. There are many results of research on cooperation between the state and business in the form of public-private partnerships, among which: Osborne (2000), Yescombe (2018), Savas (2007), Reich (2016), Geddes (2017), Magariños (2015), Oladeinde (2003), Peel (2004), Paoletto (2000), Kliin (2000), Teisman (2000), Guasch (2017), Zapatrina (2021), Mikula (2014).

Problems of achieving the goals of sustainable development were studied in their works by: Khvesyk (2017), Bystryakov (2018), Kovalenko (2018), Libanova (2017), Wiesmann (2019), Dayer (2019), Brown and Rasmussen (2019) and others.

Issues of applying the public-private partnership mechanism to achieve the goals of sustainable development were dealt with by: Marx (2019), Haque, Saroar, Fattah, Morshed (2020), Baxter (2021), Colverson and Perera (2011) and others.

The issue of forming local partnerships in rural areas in the context of their sustainable development was also considered in our previous publications (Zybareva, Shylepnytskyi *et al.*, 2020; Lopatynskyi *et al.*, 2021).

However, despite the existence of certain studies in this area, many aspects of this problem have not been sufficiently studied, which indicates the objective need for its research and the development of appropriate recommendations. The purpose of this article is to study the peculiarities of the "People First" PPP model and to develop recommendations based on this.

3. RESULTS AND DISCUSSIONS

Today, sustainable development is considered to be a basic principle of ensuring balanced human development, aimed at maintaining the ability of natural systems to ensure the existence of society in general and the economy in particular. The desired outcome is a state of society where living conditions and resources are used to continue to meet human needs without undermining the integrity and stability of the natural system.

In its most general form, sustainable development involves meeting the needs of the current generation (without growth), while taking into account the needs of future generations. The concept itself was described in the 1987 Brundtland Commission report as development that meets the needs of the present without compromising the ability of future generations to meet their own needs (Wiesmann and Dayer, 2019). This principle was adopted by the United Nations as fundamental and mandatory for the countries of the world community. With the aim of its practical implementation, the UN General Assembly adopted the Resolution "Transforming our World: the 2030 Agenda for Sustainable Development Goals" (SDGs) or "Global Goals". The resolution announces a new plan of action to put the world on a path of sustainable and steady development. This document replaced the Millennium Development Goals, which expired at the end of 2015.

The SDGs are as follows: 1) No Poverty; 2) Zero Hunger; 3) Good Health and Well-being; 4) Quality Education; 5) Gender Equality; 6) Clean Water and Sanitation; 7) Affordable and Clean Energy; 8) Decent Work and Economic Growth; 9) Industry, Innovation and Infrastructure; 10) Reduced Inequality; 11) Sustainable Cities and Communities; 12) Responsible Consumption and Production; 13) Climate Action; 14) Life Below Water; 15) Life On Land; 16) Peace, Justice, and Strong Institutions; 17) Partnerships for the Goals (Sustainable Development Goals, 2015).

These goals are involved in 169 tasks that need to be achieved by 2030 or earlier. The Sustainable Development Goals are built on the Millennium Development Goals and are designed to complete what the latter has not achieved. A key difference between the two is that the Millennium Development Goals target governments, while the Sustainable Development Goals target multiple stakeholders, including the private sector. And this, in turn, means that their achievement should be a matter not only of the state, represented by the government, but also of the entire society.

At the same time, the achievement of the SDGs involves, first of all, the development of the infrastructure complex of the state and the provision of related services, which in turn requires significant investment resources that the state cannot provide alone. In particular, the governments of Asian countries need 4.7 trillion US dollars for the next 10 years to meet urban infrastructure needs, as well as an additional 1.6 trillion US dollars to replace the aging infrastructure, which is beyond the capabilities of most states (Haque, Saroar, Fattah and Morshed, 2020). However, in addition to those listed, there is a need for additional investments and operational needs related to the operation and maintenance of infrastructure facilities. In particular, the average annual expenditure on road maintenance among the 28 OECD member countries for 1999–2018 was about 0.27% of GDP, with Canada (0.54%) and New Zealand (0.62%) taking the lead (Sánchez and Lardé, 2020). This makes it urgent to search for alternatives, first of all, private sources of financing infrastructure investment projects, among which cooperation between the state and private business in the form of public-private partnership (PPP) has become the most common approach. In its most general form, it involves the transfer of functions from the state to the responsibility of the private sector and can take the most diverse forms of cooperation, such as partnerships with business, the academic environment, non-governmental organizations and international institutions.

The relevance of using the partnership mechanism in achieving the goals of sustainable development is also indicated by the fact that it is one of the five thematic areas specified in the preamble to the 2030 Agenda: people, planet, prosperity, peace and partnership, known as the 5Ps of the SDGs. In particular, the partnership includes "Determination to mobilize the means needed to implement this agenda through a renewed Global Partnership for Sustainable Development, based on a spirit of strengthened global solidarity, focused on the needs of the poorest and most vulnerable in particular, and involving all countries, all stakeholders and all people" (Brown and Rasmussen, 2019; Manta, 2017).

As noted by A. Marx (Marx, 2019), with the adoption of the Sustainable Development Agenda for the period up to 2030 and the Sustainable Development Goals, public-private partnership has become even more visible.

Cooperation between the state and private business in the form of a publicprivate partnership is currently recognized by experts as one of the most effective tools in the field of public infrastructure development and the provision of related services. This is due to a number of factors. First of all, we are talking about the general trends of deregulation of the economy, which have covered most of the developed economies of the world, and recently are an integral part of the economic reforms that are currently being carried out in Ukraine. This, in turn, affects the general approach to public administration, including the infrastructural complex of the country and its regions. One of the manifestations of this trend is the concept of New Public Management, which arose in Great Britain and Australia in the 1980s, the idea of which is to bring private business approaches to public administration, primarily to the public sector of the economy (Gruening, 2001; Larbi, 1999). The very term "New Public Management" was introduced by Christopher Hood in 1991 (Hood, 1991).

The following data testify to the effectiveness of the practice of cooperation between the state and private business in the form of a public-private partnership. According to Guasch, in a sample of 500 projects of each modality (traditional and PPP contracts), the frequency of cost overruns in public works was over 85% on average (with overruns of between 40% and 150% of the original costs), and there were delays in about 92% of cases. In contrast, in PPP contracts, the frequency of cost overruns was about 21% (with overrun levels close to 18% of the original costs), and there were delays in about 26% of them (Guasch, 2017).

According to Baxter, in order to improve the implementation of PPP projects, the main efforts should be concentrated on the following (Baxter, 2021):

- Governments need to focus on projects that are true contributors to economic growth and national sustainable development goals;
- The public sector needs to improve the governance of PPPs and enforce common best practices;
- Both the public and private sectors still need to invest in capacity building so that they can become efficient implementers of PPPs;
- The need to champion the participation of women practitioners in PPPs is a goal that all should strive for;
- We need to put people back into the PPP equation;
- Governments need to strengthen their legal policy and PPP implementation guidance now, even if PPPs are not currently planned, because it is counterproductive to try and retrofit skills and practices when projects are identified and initiated;
- Geopolitical considerations should never be the reason why governments enter into debt trap PPP agreements that do not benefit them;
- Corruption needs to be combatted diligently when choosing partners;

• Unsolicited proposals need to be avoided unless the private sector can prove that the projects are in the public interest.

At the same time, there are various challenges related to capacity, motivation, legal, institutional and regulatory framework that need to be solved in order for PPPs to realize their potential as a tool for sustainable development (Colverson and Perera, 2011). These include:

- The public sector value for money equation of PPPs is not secure, especially since the global financial crisis 2007/2008;
- PPPs should embed environmental and social safeguards in their goals, designs and specifications, along with tender evaluation, supplier selection, and monitoring and contracting functions;
- PPPs should be framed to support and stimulate green growth;
- PPPs internal sustainability demands greater focus on "front end" due diligence; to mitigate the risks associated with the premature failure of a PPP agreement, there must be an increased focus on effective planning and structural appropriateness;
- PPPs can play a part in the development of infrastructure and services in low-income and emerging economies; development and PPP are not mutually exclusive concepts, and the greening of developing country infrastructure can be supported through appropriately structured PPPs;
- The onus is on government to design appropriate PPP models to provide the private sector with the right incentives to invest, innovate, and provide optimum solutions that will promote sustainable development;
- Increased public sector capacity and education is a compulsory component of developing sustainable PPPs;
- There is a risk that governments are using PPP as a default procurement option due to attractive budgetary optics (without debt obligations); this benefit is reversed as the PPP matures and government payments become activated, whereby long-term costs may actually exceed those of the initial budgetary "savings".

Therefore, public-private partnership models used to achieve the goals of sustainable development of rural areas must be adapted in a certain way in order to realize their social value over the economic one. And this, in turn, means that the role of public-private partnership is changing from an ordinary financing tool to a mechanism for providing "value for people" or "value for the planet" (United Nations Economic Commission for Europe, 2021).

Thus, the United Nations Economic Commission for Europe (UNECE), at the International PPP Forum in March 2016, developed a new PPP approach in the context of SDG implementation and stated that public-private partnership models that put public interests first should be well defined and promoted to implement the above Agenda. Subsequently, the new terminology "People First Public-private partnership" was adopted (Sánchez and Lardé, 2020).

This approach to PPPs, at the level of rural areas inclusively, should directly support and benefit people, the following groups of people in particular (UNECE International PPP Centre of Excellence, 2022): socially and economically vulnerable; marginalized groups or communities (the unemployed, people with disabilities, the elderly, minorities, etc.); citizens whose lives depend on public infrastructure, which must be sustainable and safe; women and girls.

Therefore, many experts point out that public-private partnership models used to achieve the goals of sustainable development must be adapted in a certain way in order to maximize the satisfaction of human needs. Thus, in particular, according to the definition of the International PPP Centre of Excellence, which is part of the Economic Commission for Europe of the United Nations (UNECE), the People First Public-Private Partnerships assume that of all interested stakeholders, people should be in the first place. At the level of rural areas, attention is focused on improving the quality of life of the communities, particularly those that are fighting poverty, by creating local and sustainable jobs, those that fight hunger and promote well-being, promote gender equality, access to water, energy, transport, and education for all, and that promote social cohesion, justice and disavow all forms of discrimination based on race, ethnicity, creed and culture (UNECE International PPP Centre of Excellence, 2022).

For this purpose, at its eighth session in October 2016, the UNECE Specialist Group on Public-Private Partnerships published ten guiding principles for this public-private partnership model in response to paragraph 48 of the Addis Ababa Action Agenda on Financing for Development, which stated that "both public and private investment have key roles to play in infrastructure financing, including through development banks, development finance institutions and tools and mechanisms such as public-private partnerships, blended finance, which combines concessional public finance with non-concessional private finance and expertise from the public and private sector, special-purpose vehicles, non-recourse project financing, risk mitigation instruments and pooled funding structures" (Addis Ababa Action Agenda of the Third International Conference on Financing for Development (Addis Ababa Action Agenda), A/RES/69/313, United Nations, 2015). These are the following:

- 1. Embedding a transformative People First Agenda into infrastructure strategies to ensure that people's needs are listened to.
- 2. Implementation of more, better, simpler "People First" projects by joining the government and allowing cities and other local levels (including rural areas) to develop them on their own.
- 3. Enhancing the skills of officials in implementing "People First", peopleoriented projects, in particular by ensuring that governments know how to better empower women in projects, and by encouraging the private sector to contribute to the necessary skills transfer.
- 4. Development of more inclusive policies and legal frameworks that will allow active involvement of communities and focus also on a zerotolerance approach to corruption.

- 5. Disclosing more information about the projects to the public, especially about the commitments made to the various project partners.
- 6. Avoiding risks in projects by providing greater predictability in a favorable environment.
- 7. Establishing clear project selection criteria to promote "Value for People" in order to select the best "People First" projects.
- 8. Ensuring environmental sustainability as a key component of the evaluation, award and implementation of People First PPP projects.
- 9. Ensuring that blended finance will encourage private partners to invest in People First projects.
- 10. Avoiding deep pitfalls by ensuring the fiscal sustainability of "People First" projects and the transparency of fiscal policy.

With the adoption of the 2030 Agenda, the challenge for governments and the private sector is to implement PPPs according to a set of holistic criteria and deliver projects that create "value for people" from start to finish.

Performance indicators of this type of projects should be the achievement of the following results (UNECE International PPP Centre of Excellence, 2022):

- Increasing access and promoting equity, which means that access to essential services should be increased to people, especially to the socially and economically vulnerable;
- Improving environmental sustainability, cutting CO₂ emissions to move to a green economy;
- Improving project economic effectiveness: projects must be successful, achieve value for money and have a measurable impact by removing a barrier or creating a new mechanism by integrating groups into the global market place;
- Be replicable so that PPPs project can be scaled up and achieve the transformational impact required by the 2030 Agenda;
- Engaging all stakeholders either directly involved in the PPP project or who might be affected directly or indirectly in the short and/or long run.

Accordingly, in order to assess the achievement of the above results, the authors of this concept use 22 criteria, each of which is detailed through specific indicators, the total number of which reaches hundreds.

In particular, the criteria for achieving increased access and promoting justice are defined as follows:

1. Provision of basic services.

2. Promotions available and universal access.

- 3. Improving equality and social justice.
- 4. Planning for long-term access and equity.
- 5. Avoidance/minimization and reduction of physical and economic displacement.

In turn, the criterion "Providing basic services" can be detailed through the following indicators: 1) Does the project identify and take into account the real

needs of people with reference to their economic and social situation, which was established in the process of engaging stakeholders? 2) Does the project contribute to the organized expansion and improvement (e.g., including but not limited to circular economy processes) of core services? 3) Is there evidence that stakeholders' lives have been/will be changed as a result of the project providing new or improved access to essential services? 4) Does the project prevent, eliminate, mitigate and/or compensate for impacts on existing essential services?

The city of Khulna, Bangladesh can be cited as an example of the implementation of such PPP projects of the People First type. In line with SDG Goal 11 (make cities and settlements inclusive, safe, resilient and sustainable), city authorities must ensure proper maintenance of physical infrastructure facilities, including drainage and the city's transport network. Most of the funding in the city of Khulna goes to the construction of new roads and the development of the drainage system. The allocated funding is insufficient for the acquisition of existing infrastructure facilities. At the same time, the maintenance of street landscapes, roadside plantations, landscaping along the dividing strip of main roads is always given inadequate attention due to a lack of budgetary resources. In this regard, the local government initiated a PPP project to improve road medians on 5 km long road segments, which was implemented by local promotional agents of private companies such as the mobile operators Grameen phone and Banglalink, as well as Kabir Steel Re-rolling Mills (KSRM) under contract. They received the contract through an application initiated by them for the provision of landscaping services on a paid basis. According to the contract, the Khulna City Corporation, the city's self-governing body (KCC), transferred the separation lanes under the responsibility of the promotional agents of the above-mentioned companies (Fattah, 2011; Haque, Saroar, Fattah and Morshed, 2020; Rashed, Alam and Fahim, 2014).

Agents of the mentioned companies were allowed to change the shape of the relief inside the middle lanes for landscaping. Both local and exotic varieties of trees, shrubs and herbs were planted here. Agents of the companies hired outside workers to plant, water and prune the plantation in the middle lanes. A subsequent survey showed that about 89% of road users are satisfied with the quality of landscape elements used in the middle lanes of roads; 85% of respondents – with the quality of landscaping maintenance; 91% of respondents admitted that it is more comfortable for them to use the roads than before the implementation of the project; and 92%, respectively, noted that they feel safer using roads after the implementation of PPP measures (Fattah, 2011).

In the fiscal year 2018–2019, KCC received about half a million Bangladeshi taka from PPP project partners (private companies) as tax (US\$5,685). In addition, as project partner companies invested in road maintenance under the PPP, this helped KCC save about 2.3 million (US\$ 26,149) BDT (the original median lane maintenance allocation) per year.

Under PPP, since the local agents of the private companies have taken responsibility for maintaining the median strip of the roads, they pay a relatively very small amount as tax to the government. Private companies collectively spend about 18.9 million Bangladeshi taka (US\$214,879) each year on the PPP project and use it for promotional purposes in return. This partnership has helped them save about 10.8 million Bangladeshi taka (US\$122,788) per year (Public Private Partnership Authority Bangladesh, 2019).

In general, as experts note, summarizing the obtained results, the implementation of this project made it possible to achieve the following: (a) city residents enjoy clean and green transport corridors, as well as safety when using the roads; (b) the city government maintains well-functioning streets and does not incur costs out of its revenues; (c) private partners achieve profits in spending to promote their products and services and create a public image (Public Private Partnership Authority Bangladesh, 2019; Rashed, Alam and Fahim, 2014).

However, the experience of implementing similar public-private partnership projects shows the presence of the following challenges faced by their initiators (UNECE International PPP Centre of Excellence, 2022):

- Governments are often unable to identify and develop a pipeline of projects;
- PPPs need to broaden the scope of contribution to sustainable development;
- The private sector sometimes knows about UNSDGs, but it lacks knowledge on how to contribute to their achievements;
- The global community needs to have more evidence and examples of partnerships that deliver successfully on the UNSDGs;
- Enable environment for PPPs are challenging in developing countries and require radical improvement to attract the private sector.

4. CONCLUSIONS

Thus, after analyzing the possibilities of using the mechanism of cooperation between the state and private business in the form of public-private partnership in achieving the goals of sustainable development, the following conclusions can be drawn.

First of all, based on the fact that no country is able to achieve the goals of sustainable development alone due to resource limitations, since this requires a large amount of development of public infrastructure and related services, there is an objective need to find alternative sources of such financing, including private business.

One of the possible options for attracting the resources of the private sector, which has proven its effectiveness, is the use of cooperation between the state and private business in the form of a public-private partnership.

The importance of using PPPs in achieving the SDGs is also emphasized in Goal 17, called "Partnerships for Sustainable Development", which provides for "Contributing to the building of a peaceful and inclusive society for sustainable development, ensuring access to justice for all and creating effective, accountable and inclusive institutions at all levels" (United Nations, 2015).

At the same time, in order to fully meet the requirements of achieving the goals of sustainable development, public-private partnership models should be oriented on "value for people" or "value for the planet" based on the relevant principles.

In the future, all cooperation between the state and private business in the field of development of public infrastructure and provision of related services in the form of public-private partnership, and not only, which aimed at the direct satisfaction of human needs, should develop within the framework of the concept "People First", as a determining factor, in order to ensure the sustainable development of the countries of the world community.

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